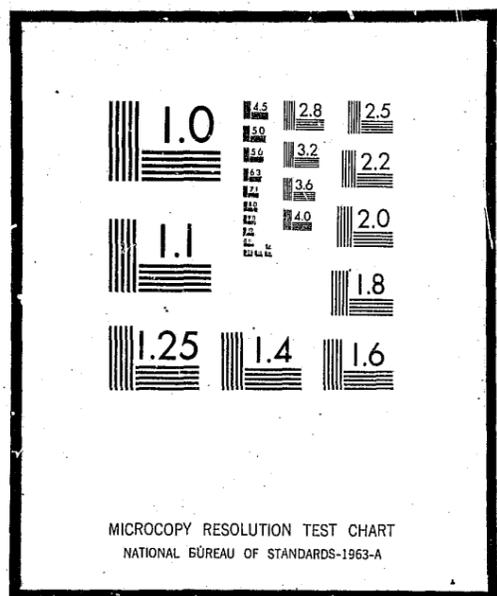


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A Proposal
For Redrawing the Boundaries Between
The Portland Police Bureau
and the
Multnomah County Division of Public Safety

Police Consolidation Project Staff

February, 1975

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I SYNOPSIS

The Portland city boundary separates the areas of operational activity between the Portland Police Bureau and the Multnomah County Sheriff. The length, complexity and location of that boundary prevent efficient police/sheriff operations and cause jurisdictional ambiguities. These problems lead to citizen dissatisfaction with police service.

This paper proposes the simplification of the boundary between the police and the sheriff. Although alternatives are given, a division of the County along 82nd Avenue is proposed as the most efficient arrangement. FPB would be responsible for all police service west of 82nd, the sheriff east.

If this comprehensive solution is rejected, a less extensive trade of territory would also be possible.

An alternative to a territorial trade is the contracting between the city and the county for one to provide police service within the jurisdiction of the other for compensation.

II THE PROBLEM

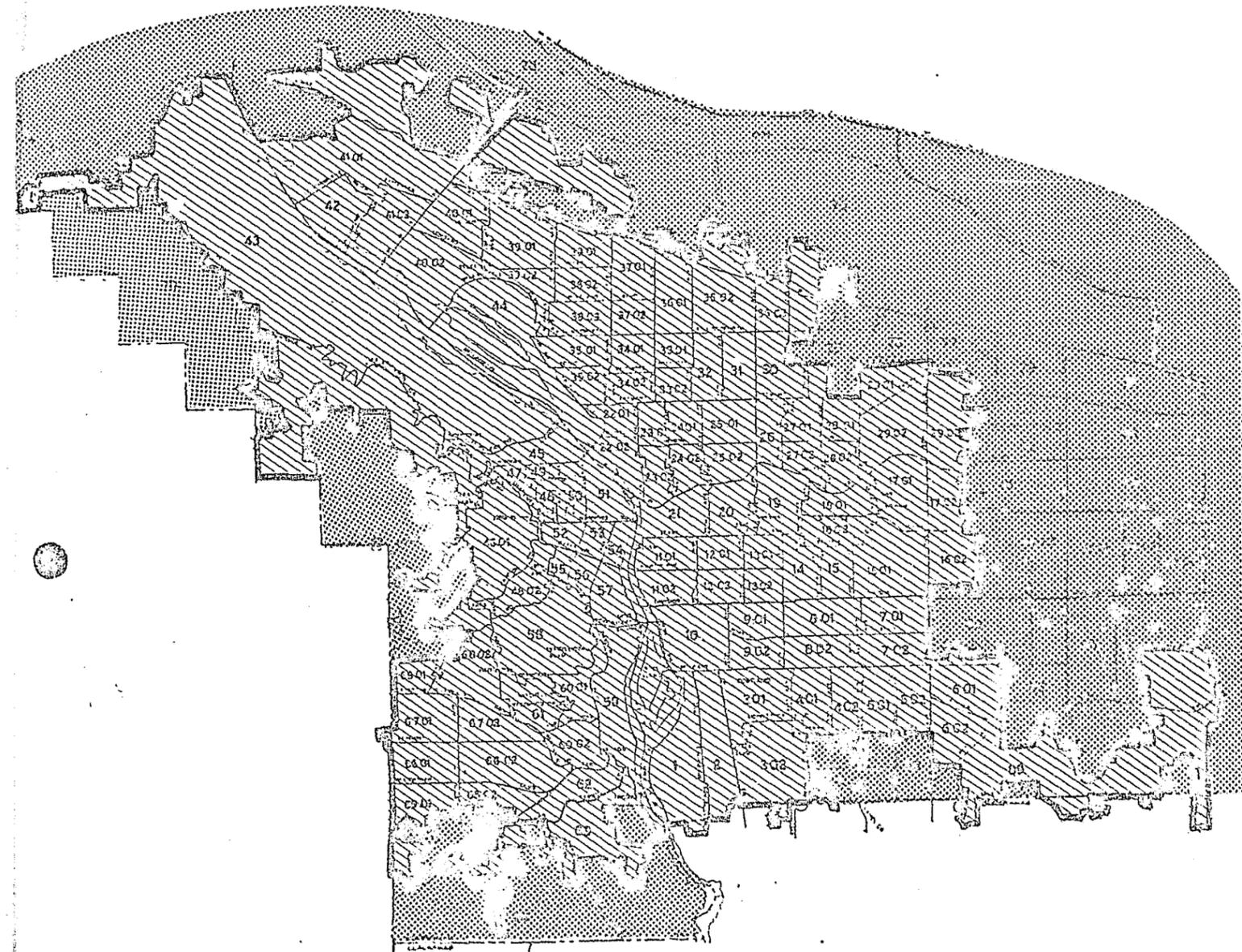
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Police and Sheriff's Jurisdictions

Although an Oregon sheriff has jurisdiction throughout his county, historically, the Multnomah County Sheriff and the Portland Police Bureau have accepted the city boundary as the line separating their field operations. The sheriff's operations have been confined to unincorporated areas of the county (see Map A, page 5). This traditional practice reduces the inefficiencies and conflict inherent in concurrent authority. On the other hand, the nature of the city boundary--its location, its complexity, and its length--generates many problems.

Development of City Boundary

The Portland city boundary has evolved to its present state through a long sequence of annexations. This process tends to incorporate the property of those owners who accept annexation and excludes the property of those owners who resist. Odd-shaped water, sewer, and other service districts have been added. As a result, the boundary has developed into a serpentine line. In some cases, areas of the city surround unincorporated areas. In other cases, areas of the city are nearly cut off from the city by unincorporated areas.



MAP A

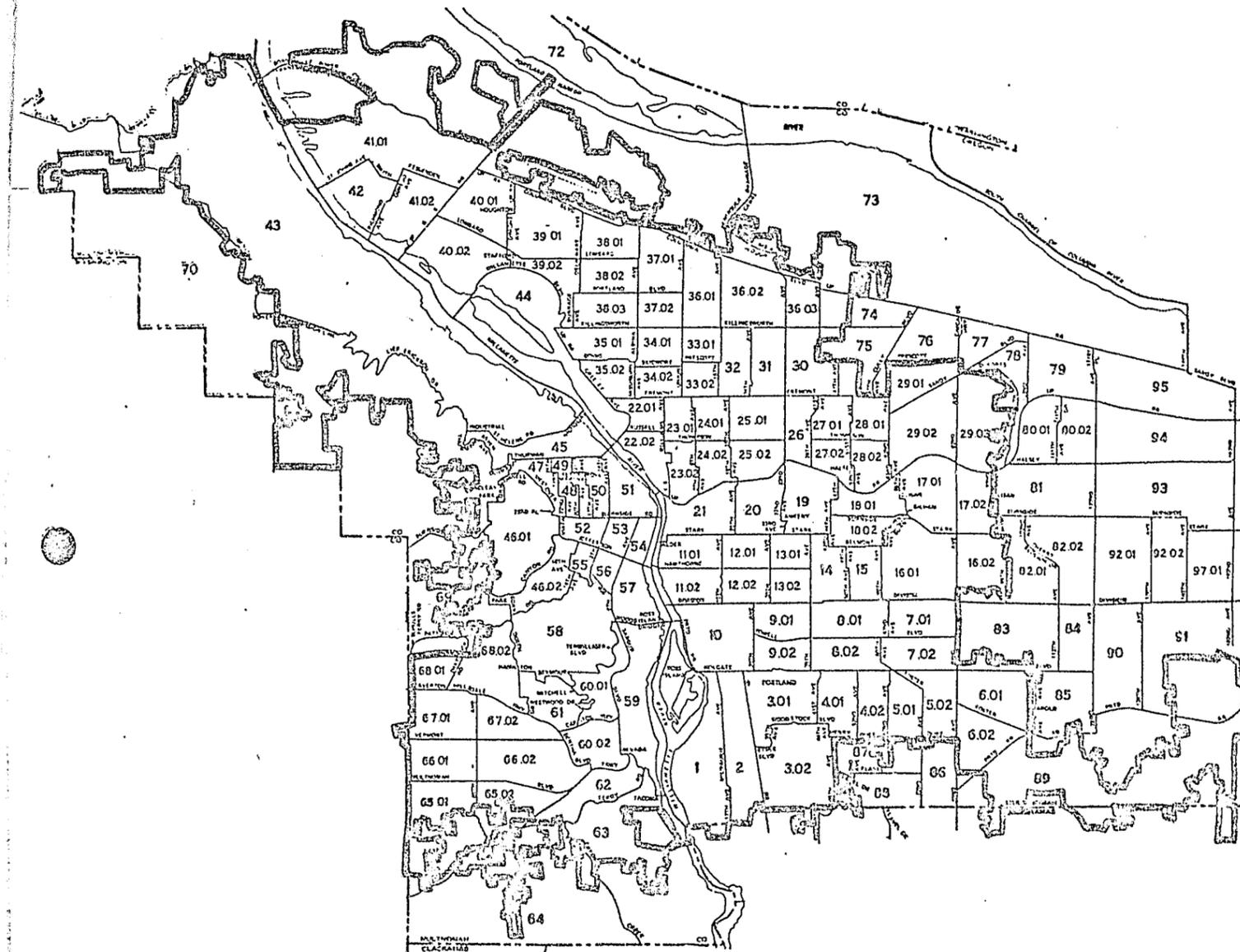
Police and Sheriff's Jurisdictions

Police 
Sheriff 

Location of City Boundary

Several of the problems which the boundary causes police arise from its location (see Map B, page 7). The city boundary separates unincorporated county territory into no fewer than seven disjoint areas. This prevents efficient allocation of Sheriff's deputies on patrol. Of particular detriment to the Sheriff are those areas separated from the bulk of his territory, east county. These areas include Errol Heights, the areas between Portland and Washington County, and the area between Southwest Portland and Lake Oswego (see Map A, page 5).

Although similar problems exist for PPB, many of the Sheriff's areas are so remote and produce so few calls for police service that keeping a patrol car near is inefficient. This situation can cause slow police response and can result in citizen dissatisfaction with police. Even if a car is assigned to some areas (for example, unincorporated areas along Skyline Boulevard), a call at shift change, when deputies return to operations headquarters in Gresham to be relieved by other deputies, requires sixty to ninety minutes to travel across the county. For PPB, the area of the city that extends about four miles east of 82nd Avenue presents similar problems.



Map B City of Portland Boundary

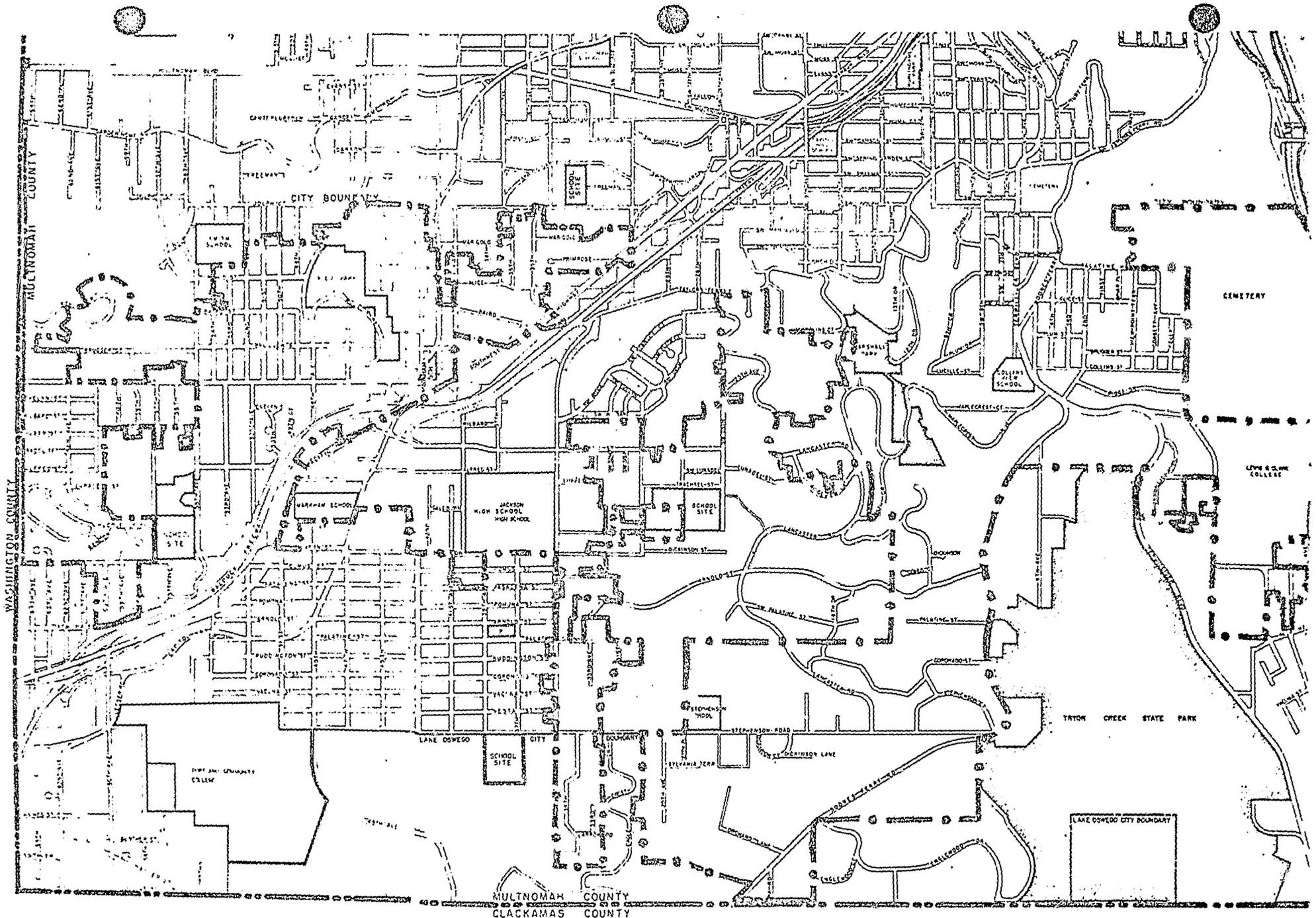
City Boundary

The sprawl of both the city and the unincorporated areas of the county makes the procedure and equipment for radio dispatching more complex than would a more rational division of the county. Designing a new police communications system which will allow car-to-car conversation between a deputy along 82nd Avenue and another along the eastern border of Multnomah County presents a sufficient challenge without the added requirement of allowing these deputies to talk with deputies on Sauvie's Island while ensuring that these signals do not interfere with police communications in Vancouver.

The location of the boundary has complicated the sheriff's attempts to be more responsive to citizens' needs through a team policing approach. Some of the new team police areas are a patchwork of disjoint and dissimilar areas, sometimes miles apart. The sheriff was thwarted in his efforts to make each team's territory a compact area containing similar residents with similar problems.

Complexity of City Boundary

The complexity of the city boundary is an issue apart from its location. Map C on page 9 illustrates this complexity. Perhaps the worst result of this



MAP C City Boundary in S.W. Portland

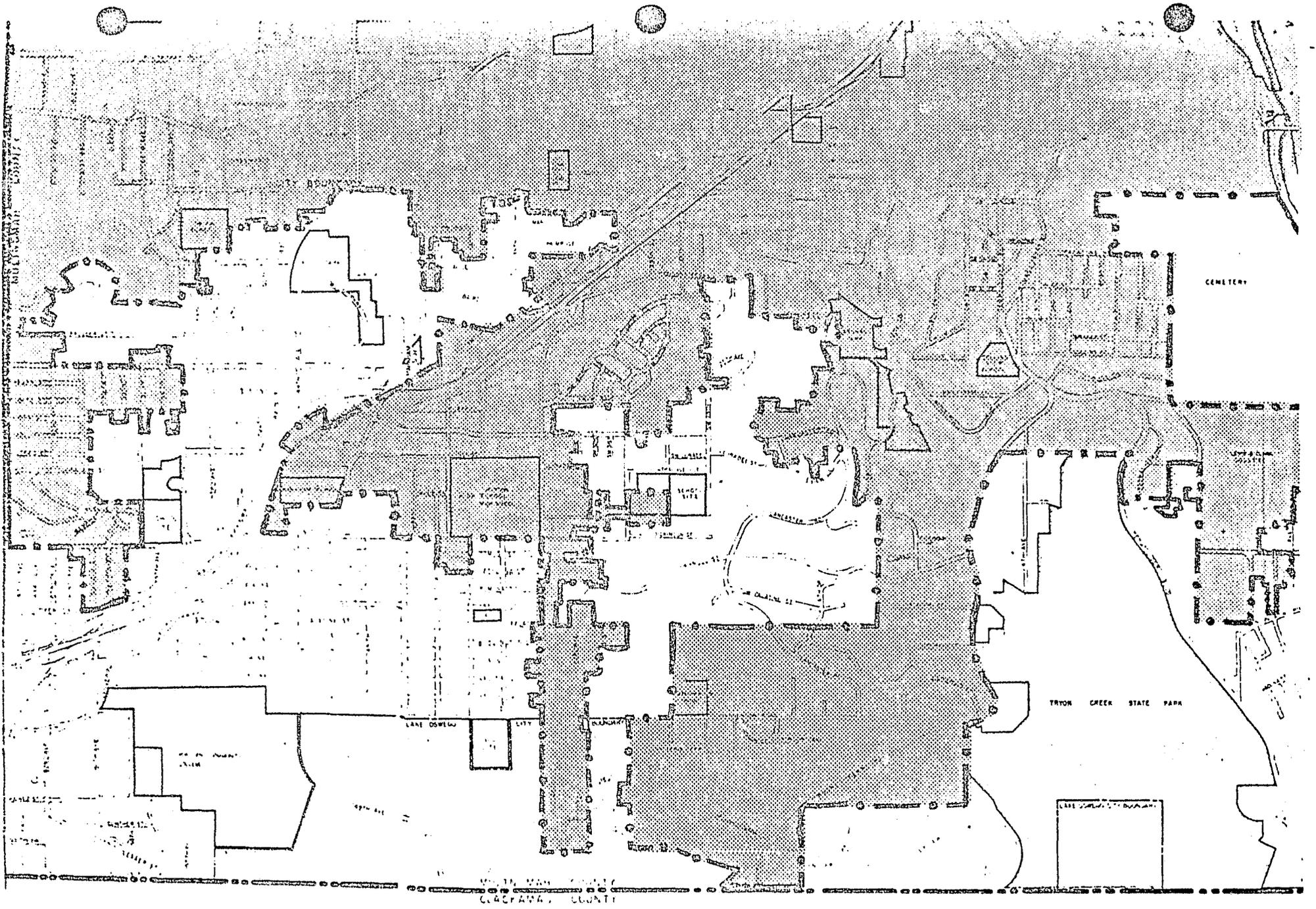
City Boundary - - - - -

complexity is the ambiguity that it causes for police and citizens alike. It is frequently difficult to determine whether an incident near the boundary is in the jurisdiction of PPB or must be answered by the sheriff (see Map D, page 11).

Citizens may be confused as to which police agency to call for police service. Although that becomes a moot issue with the establishment of the new combined Emergency Communications Center, citizens still need to know where to place responsibility for police/sheriff action or inaction.

Police radio dispatchers must spend excessive amounts of time determining which agency should respond. Not only does this result in inefficient use of dispatchers' time, it also hampers prompt dispatching of high priority calls.

Patrol officers and deputies, like citizens, must bear the burden that the current complex boundaries impose. Driving along one street, an officer may pass in and out of his or her jurisdiction several times in the distance of a mile. Without a detailed city map close at hand and ample time to study it, the officer/deputy may not be sure where his or her responsibility extends. Arriving at the scene of an incident, an officer may not realize that the wrath of those involved toward him is the result of slow response



MAP D Police and Sheriff Jurisdictions in S.W. Portland

Police 
 Sheriff 

time caused by jurisdictional ambiguity.

The complexity of the present boundary also causes problems for city and county governments. They ultimately bear responsibility for citizen dissatisfaction with police service. Citizens may see complex boundaries as an attempt to prevent citizens from determining which government is responsible. An officer may unknowingly or inadvertently enforce a city ordinance outside the city limits or some state code outside his jurisdiction. This could cause the city to be liable for false arrest suits.

The city boundary splits 28 census tracts, putting part in the sheriff's area of responsibility and part in PPB's. Thus historical information accrued in these tracts is not so useful as a management tool as it might be.

Finally, the present irrational, complex boundary divides communities. A problem existing in one social setting might be dealt with partially by separate police agencies. The causes and effects of police problems do not respect the city boundary line, but officers and deputies must.

Length of City Boundary

Another aspect of the boundary which causes problems is its length. The complexity of the boundary

makes accurate measurement of its length nearly impossible. Neither the Bureau of City Planning, the County Planning Commission, the Columbia Region Association of Governments, nor the Oregon State Boundary Commission professes to know or will hazard a guess as to the length of the city boundary. Using manual methods, one can estimate its length at 146 miles--remarkably about the same as the boundary of the entire county. (This is not hard to believe, however, after looking at Map B on page 7.)

Length of a boundary causes problems apart from those created by its relative complexity. The longer the boundary, the greater the chance that a police incident will occur on or near it. When it does, questions of jurisdiction and responsibility often arise. Police officers and deputies must decide who has responsibility to investigate and take action. Neither may be anxious to file the reports if the incident is partially in the other's jurisdiction.

The longer the boundary, the greater the chance that police problems will have their cause on one side and their effect on the other, or that the boundary will separate similar neighborhoods into two parts.

Conclusion

Considering these problems, it is apparent that the current boundary forces both the city and the county to expend more money on police service than if the boundary were more logically drawn. Further, the current boundary confuses citizens, reduces police effectiveness, and creates legal and administrative problems. Therefore, it would be in the best interest of both governments and the public to solve this boundary problem.

DRAFT

III SOLUTION TO THE PROBLEM

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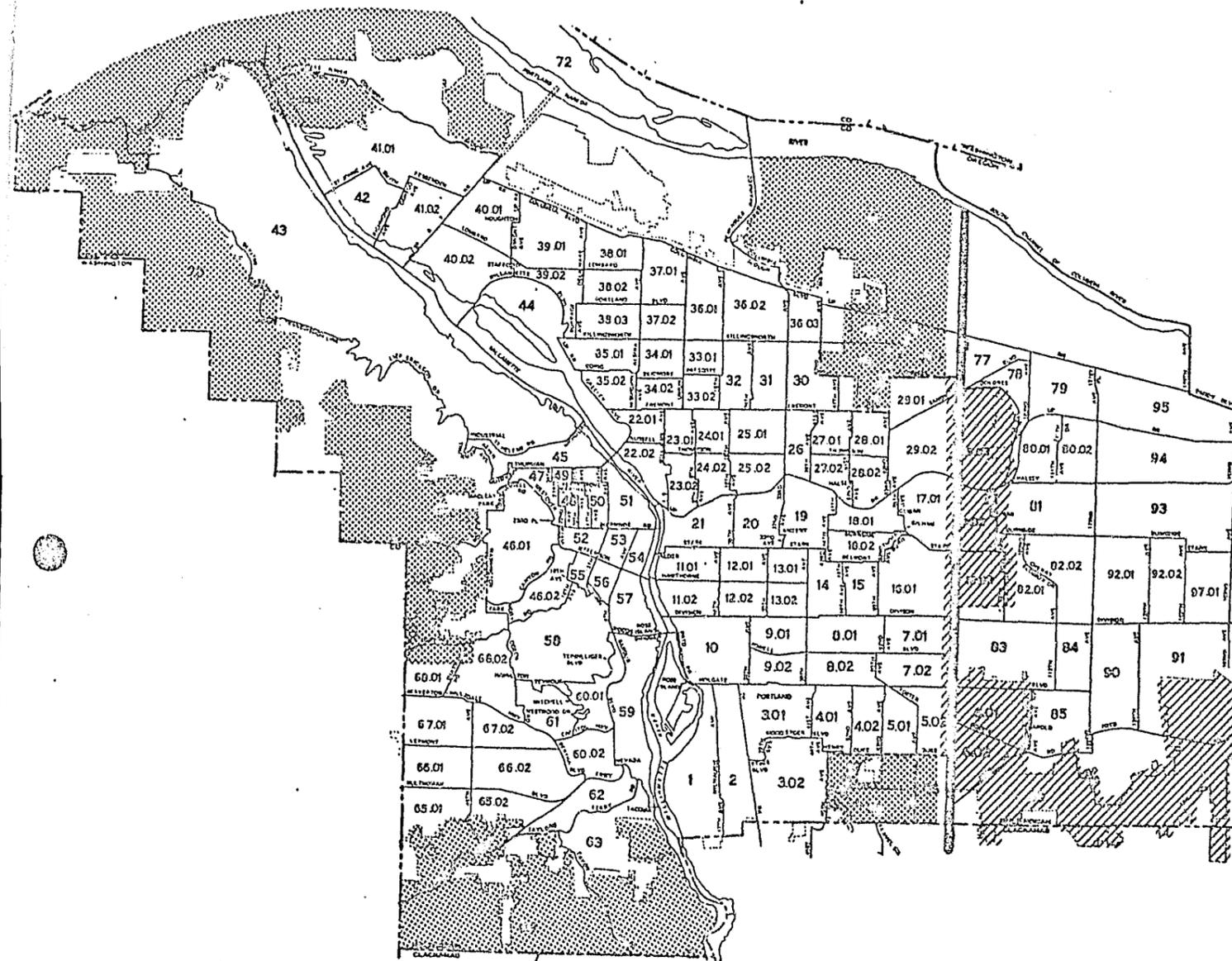
Seldom does a complex and costly problem have a simple solution. Fortunately, the boundary problem has at least one very practical and effective yet simple solution--redraw the boundary.

82nd Avenue Split

Apparently the most comprehensive redrawing would be the simple division of Multnomah County along 82nd Avenue (see Map E, page 17). The Portland Police Bureau would become responsible for the area west of that line while the Sheriff would assume responsibility for all territory to the east. This arrangement would effect a trade of territory with no additional compensation from either agency.

Redrawing the common boundary between PPB and the Sheriff along the middle of 82nd may not be the best arrangement, however. Officers and deputies report that having a jurisdictional boundary run along the center of a street, especially a busy street such as 82nd Avenue, causes problems when an incident occurs which overlaps the center line. Therefore, the Police Consolidation staff proposes that both sides of 82nd Avenue, including houses and business establishments, be made part of the Sheriff's territory.

A territorial trade of this nature, and especially the 82nd Avenue split proposed, is a comprehensive



MAP E Proposed Police - Sheriff Boundaries

Police-Sheriff Common Boundary 

Area Traded to PPB 

Area Traded to Sheriff 

solution to the problems caused by the present boundary. A territorial trade seems to be widely supported by those police and citizens most affected by the problems. Whether a point lies east or west of 82nd is easily determined by dispatchers, patrol officers/deputies, or citizens. This arrangement is advantageous for the Sheriff's police teams. Many people view 82nd as a natural boundary where the city ends and the county begins. A boundary line along 82nd splits only one census tract instead of the present 28.

It would be difficult to find a more simple boundary. This arrangement would reduce the present 146-mile Portland Police jurisdictional boundary to approximately 70 miles. Presently, the Sheriff's jurisdictional boundary is about 267 miles, the proposed boundary is about 96 miles. Perhaps the best indication of the extent to which the proposed boundary simplifies conditions is that presently there are about 129 miles of common boundary between the police and the Sheriff. The proposed common boundary is about ten miles. The Sheriff is presently responsible for at least seven completely separate areas. The proposed boundary would reduce it to one.

The equitability of the proposed 82nd Avenue split is difficult to determine precisely. It depends on the relative value assigned to each of several variables.

The Police Consolidation staff believes, however, that, all things considered, the proposed trade is fair to both police agencies, both governments and the citizens involved.

The Portland Police Bureau would assume responsibility for more area than it would give up. However, area per se does not generate workload. Most of the area gained by PPB contains very few residents or roads.

Calls for service is a good indication of workload generated in a given area. Table 1 shows all the census tracts affected by the proposed change and the number of calls for service generated in each during September 1 to December 31, 1973. The table shows that during the four-month period, 3,969 calls were generated in the area to be assumed by PPB, while 2,340 calls would be assumed by the Sheriff. To put this in perspective, PPB would be assuming an additional 13 calls a day. It is important to note, however, that these figures do not take into consideration the Sheriff's proposed responsibility for both sides of 82nd Avenue. It is conceivable that the west side of 82nd Avenue generates 13 calls for police service in a 24-hour period. Hence, considering workload generated by calls for service, the 82nd Avenue split is equitable.

Many of the factors involved in attempting to measure the equitability of the trade are intangible.

TABLE 1
CALLS FOR SERVICE¹

Census Tract	Currently		82nd Split		Alternative	
	PPB Calls	Sheriff Calls	TO PPB	TO Sheriff	TO PPB	TO Sheriff
6.01	501	6		501		501
6.02	750	9		750		750
16.02	294	3		294		294
17.02	315	3		315		315
29.01	229	9 [⊕]	9		-	-
29.03	291	0 [⊕]		291		291
41.01	696	0	0		-	-
41.99	3	0	0		-	-
43	480	6	6		6	
63	162	141	141		141	
64	183	159	159		159	
65.01	63	273	273		273	
65.02	258	0 [⊕]	0		0	
68.01	54	21 [⊕]	21		21	
68.02	117	0 [⊕]	0		0	
69	87	99	99		99	
70	69	198	198		198	
71	*	51	51		51	
72	504	315	315		-	-
73	39	441	441		-	-
74	78	147	147		-	-
75	72	315	315		-	-
76	*	435	435		-	-
82.01	0	1,377		0		0
83	63	1,035		63		63
85	0	507		0		0
86	*	510	510		-	-
87	21	375	375		-	-
88	18	474	474		-	-
89	123	96		123		123
91	0	735		0		0
222	3	0		3		3
TOTALS			3,969	2,340	948	2,340

¹Police Workload Study. Portland: Police Consolidation Project, 1974.

*in Multnomah County Only

⊕ included in previous entry

- not affected by change

There are such factors as elimination of existing inconvenience for police, the ability to organize field activities in a more efficient manner, the ability to have authority throughout a unified area, and benefits of increased citizen satisfaction. So the problem ultimately is not one of ensuring that one agency doesn't benefit a little more from the trade than the other; rather, each agency and government must determine for itself if the proposed trade produces benefits for itself and the people it serves. On this basis, rejection of the 82nd Avenue split would be difficult.

One final factor should be mentioned which potentially affects the equitability of the proposed trade. Although no one can foresee what parts of the county will be incorporated into the city, it is commonly believed that most of the county west of 82nd Avenue will eventually be annexed. As area is annexed, the relative benefits of the proposed trade will have to be reassessed.

Alternative Territorial Trades

As alternatives to the boundary proposed above, there is virtually an infinite number of ways to redraw the boundary. For example, the Portland Police Bureau could take over all unincorporated areas of the county

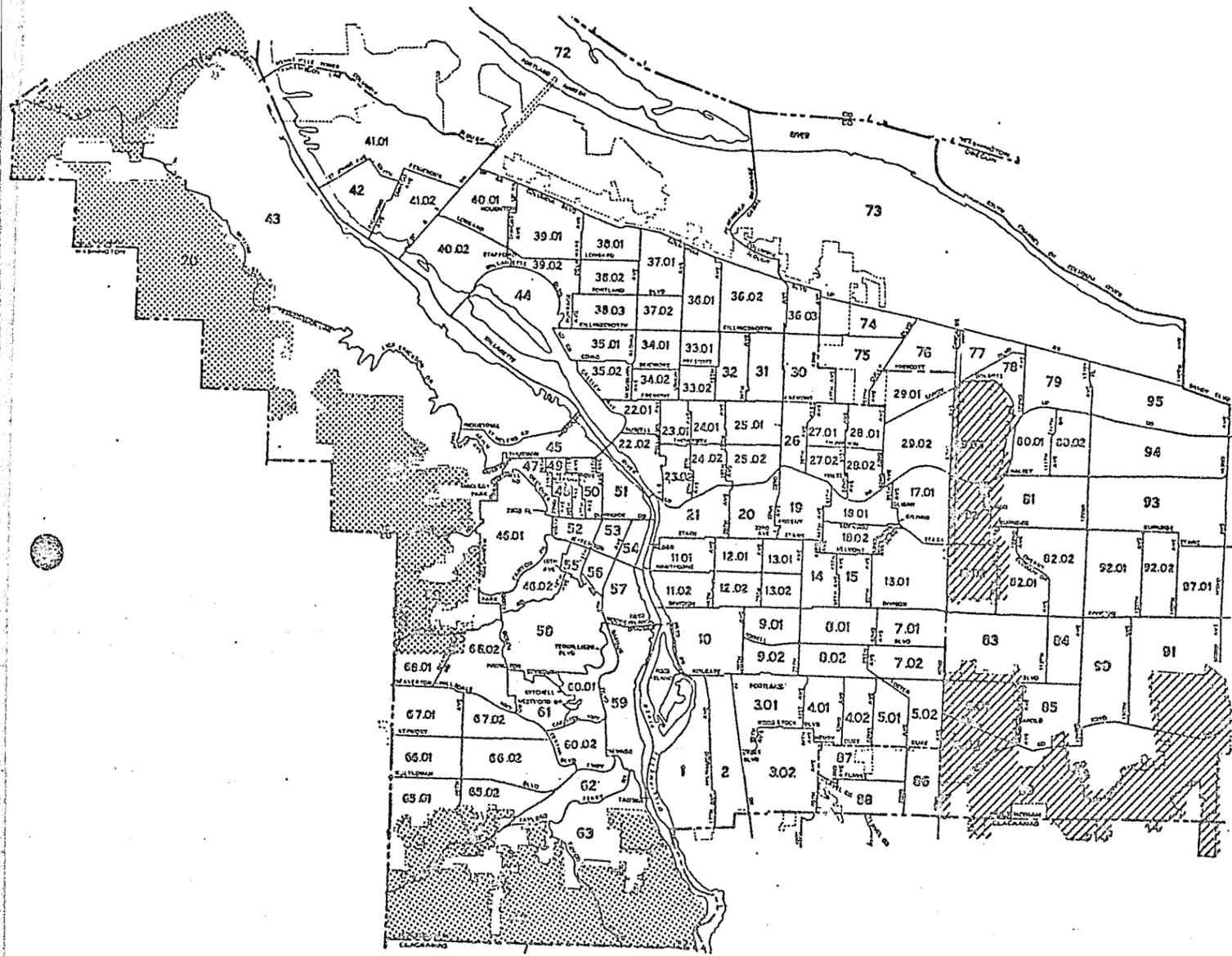
lying west of the Willamette River while the Sheriff assumed responsibility for parts of Portland east of 82nd (see Map F, page 23). This less encompassing territorial trade would eliminate the most troublesome territory for both agencies. However, this arrangement, like any other of the less extensive alternatives that could be proposed, solves only part of the existing problems. Table 1 on page 20 shows the workload traded in this alternative.

Police Services for Compensation Contract

An alternative to the concept of a territorial trade would be the negotiation of a contract by which one government contracts with the other to provide police service in selected areas. For example, PPB could police unincorporated areas in west county. But this solution, too, is only a partial one. It would be relatively difficult to implement and administer. The contracting government would be faced with the problem of those employees no longer needed because of the reduced workload.

Police Services Traded for Non-police Services

A variation of the above alternative would be an unequal or one-sided trade of territory in return for some non-police government service.



MAP F Alternative

Area Traded to PPB [stippled box]
 Area Traded to Sheriff [hatched box]

IV OTHER CONSIDERATIONS

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County residents	
City residents	
Police agencies	

Legality

The details of a territorial trade should be explored. The exchange of responsibilities between governments has become common. ORS 190.010 provides in part that:

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

Authority of Officers/Deputies

The question of authority of the officers/deputies within the traded territory naturally arises. The present provisions of fresh pursuit would probably not be sufficient in some cases. Although deputies presently have authority anywhere in the county, they should be sworn as special city officers in order to enforce city ordinances. In-service training might be required to acquaint deputies with the city code, but this should be no problem since PPB officers currently receive approximately two hours of formal, basic classroom instruction in city ordinance enforcement.

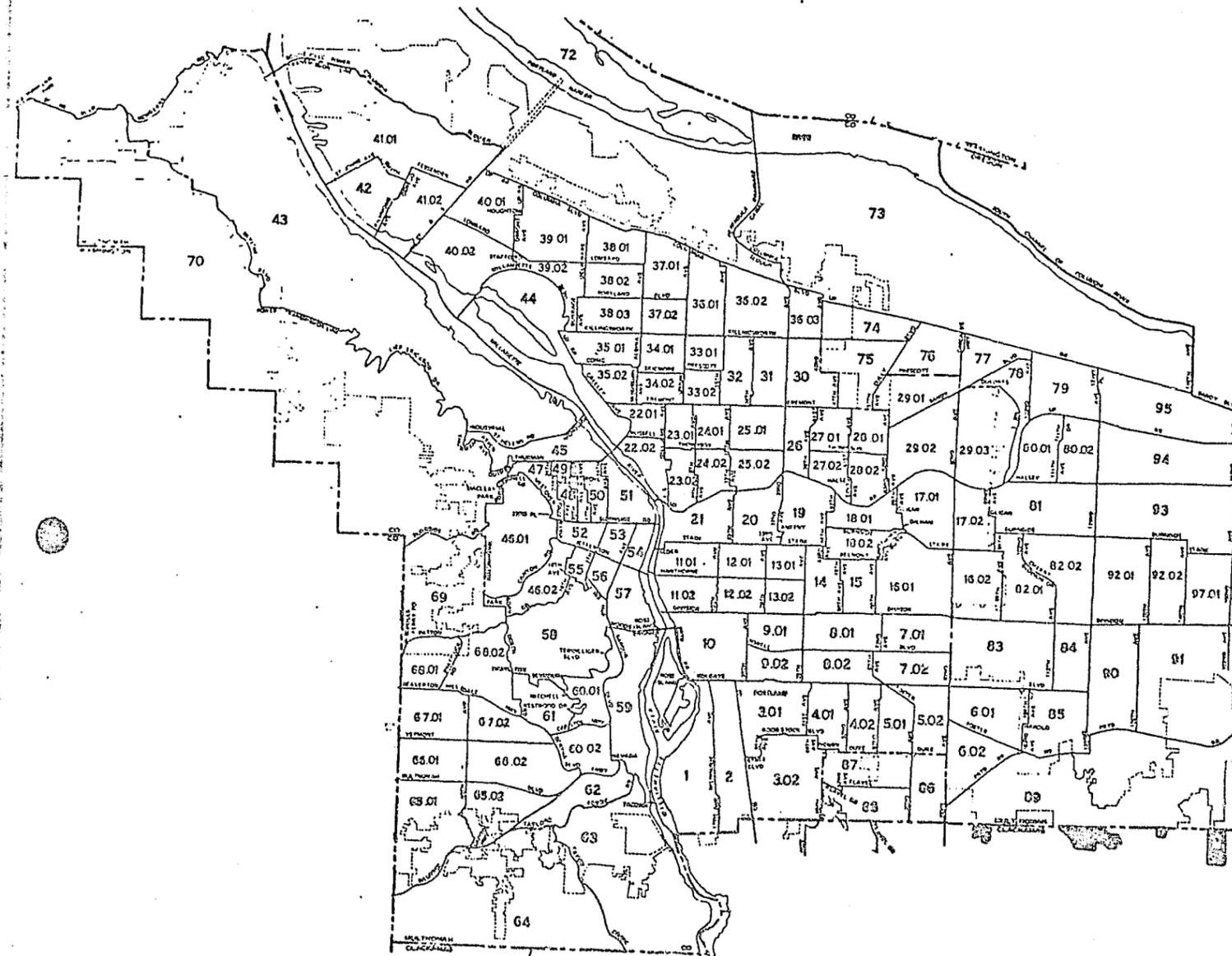
The assignment stability inherent in the Sheriff's team policing plan would facilitate the training of those deputies who would work partially in the city. Since the elimination of the municipal court, city code violations are tried in District Court. Hence deputies are familiar with the procedure involved.

Similarly, Portland Police officers should be sworn as special Sheriff's deputies in order to have authority in those unincorporated areas of the county in which they would work. The same state criminal code which PPB officers enforce in the city is applicable outside city limits.

At first glance, it might appear that those parts of the city of Portland east of 82nd Avenue which extend into Clackamas County (see Map G on page 28) would present a problem. However, if Sheriff's deputies are sworn as special city officers, they would have the same authority that PPB officers presently have to act in these areas. It should be noted further that these areas are small, undeveloped, and produce few calls for service. According to Table 1 on page 21, these areas (census tract 222) produced only three calls in four months.

Reaction of Those Involved

Another consideration in the proposed trade is the



MAP G Parts of Portland east of 82nd which extend into Clackamas County

reaction of those people involved. One might expect citizens in unincorporated areas of the county to protest that the city is attempting to "take them over". These people, however, presently seem more concerned with the lack of unified police service. Police clients are usually more concerned with prompt, efficient police response than in which agency responds.

Likewise, those residents of the city affected by the change are not likely to resist. City residents pay county taxes which support the Sheriff. The level and quality of police service provided by the Sheriff and the Portland Police are comparable.

The police officers themselves are not likely to offer substantial resistance to a boundary change. On the contrary, the impetus for this change seems to come most strongly from within the police agencies. This proposal relies heavily on the input of police agency members.

END