

PUBLIC CONTACT WITH AND PERCEPTIONS REGARDING POLICE IN PORTLAND, OREGON 2013

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BACKGROUND

The "Portland Public Safety Survey" was implemented in the summer of 2013 to fulfill research needs and begin baseline data collection necessitated by the settlement agreement approved by Portland City Council with the U.S. Department of Justice (DOJ) on November 14, 2012. Here are some examples from the settlement agreement that specify the need for a general population survey and the focus of measures.

- Page 3 of the settlement agreement notes a need for measures that, "will assist the Parties and the community in determining whether, (2) community trust in PPB has increased; and (3) the improvements will be sustainable."
- Page 52 of the settlement agreement authorizes the City to conduct a representative survey
 of the Portland community, "regarding their experiences with and perceptions of PPB's prior
 community outreach efforts and accountability efforts and where those efforts could be
 improved, to inform the development and implementation of the CEO Plan."
- The bulk of the settlement agreement focuses on reforming use of force policy and training with a particular focus on mental health crisis management.

Dr. Brian Renauer of Portland State University and his research team entered into a contract with the Portland Police Bureau (PPB), with the approval of City Council, to address the above needs stipulated in the settlement agreement. The methodology and content of the general population survey was informed by the language of the settlement agreement, meetings with PPB and City representatives, and resource constraints. This report is the second of four reports detailed in the contract. This second report focuses on a comparison of respondents who report having a police contact in the past 12 months to respondents who had no police contact using the general population survey data. The purpose of this second report is to ascertain whether there is something about voluntary and involuntary police contact experiences that appear to influence one's judgment of the Portland Police Bureau in a positive or negative manner. Opinions related to the following three content areas are examined:

Section 1. Legitimacy and Trust

Section 2. Evaluation of PPB's Performance over the Past Year

Section 3. Perceptions of Use of Force

It is important to understand how contact experiences relate to opinions of the police, because the manner in which officers conduct themselves in police-public contacts has the potential to directly influence public attitudes. The report examines a popular policing strategy focused on the public's perceptions of "**procedural justice**" (Tyler & Huo, 2002). The procedural justice framework proposes that perceived treatment during a police contact has more impact on police trust, legitimacy, and other attitudes than the actual outcome or resolution of the contact.

METHODOLOGY

The sample used in the study was generated using the following steps. We began by using a 2012 database of 50,000 randomly selected Portland mailing addresses for houses and apartment units. From this larger list we randomly selected 2,000 addresses to represent the city as a whole at the 95% confidence interval thus the sample is very likely to represent overall Portland attitudes despite the small size. Based on prior survey experiences we expected that African American, Hispanic/Latino, and younger respondents would be underrepresented in the city-wide sample. To address this we sent additional surveys to targeted areas of the city, a procedure called oversampling. This included: 1) 1,084 surveys sent to Census tracts with the highest percentage of African American residents based on the 2010 Census, 2) 1,058 surveys sent to Census tracts with the highest percentage of Hispanic/Latino residents based on the 2010 Census, and 3) 561 surveys sent to Census tracts with a higher percentage of the population aged 18-34.

The survey mailing followed the recommended procedure to increase response rates and included the following four mailings:

- **July 24, 2013** 1st mailing: Pre-notice postcard signed by Mayor Hales.
- July 31, 2013 2nd mailing: Cover letter, survey instrument, & stamped-return envelope.
- August 7, 2013 3rd mailing: Thank you/reminder postcard.
- August 19, 2013 4th mailing: Cover letter, survey instrument, & business return envelope.

In addition to the paper version of the survey form, respondents were offered the opportunity to complete the form online. Everyone contacted by mail also received a Spanish version of the cover letter and a translated version of the online survey was available in Spanish to address potential language barriers.

Mailed and online surveys were still being received through the end of September and first week of October at a rate of a couple per week. Surveys received after October 7th are not included in the final sample used in the present report. The number of usable surveys returned as of this cutoff date was 1,200. There were 240 surveys returned with vacant addresses leaving the total number of surveys mailed to valid addresses at 4,463. This resulted in an overall return rate of 26.9%.

Analyses and Statistical Procedures

The tables in this report provide a notation if there is are statistically significant attitudinal differences observed between those with no police contact, contact perceived as fair, and contact perceived as unfair. "Statistical significance" (p <.05) in the present context refers to the probability that any attitudinal differences observed between two of the groups could be due to random chance as opposed to representing a true difference in opinions. Even though some groups appear to

express a higher or lower average opinion on some questions, these differences in opinion are not reliable if they do not achieve statistical significance because we use a random sample of the population where error is a possibility. Groups that expressed statistically significant attitudes are highlighted in the narrative summary for each of the questions. It should be noted that item scoring and wording on some questions has been reversed from the original survey for ease of interpretation. Higher numbers all reflect a more positive evaluation of the police for all the questions now. We did this so the reader will not have to figure out whether higher means positive or negative on each question. The next sections review the specific contact questions employed in the survey followed by comparisons of different contact groups on measures of trust and legitimacy, quality of PPB services, and perceptions of use of force.

CONTACT WITH POLICE

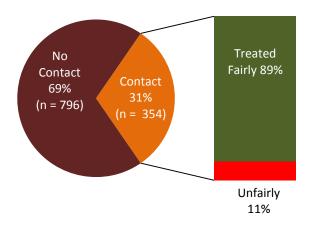
The survey asks respondents about two types of police contact experiences and whether they felt they were treated "fairly" or "unfairly".

Voluntary Contacts	NO	YES (TREATED FAIRLY)	YES (TREATED UNFAIRLY)
Did you contact the Portland Police in the past year to report a crime or ask for help? If "yes" were you treated fairly in your most recent interaction?	0	0	0

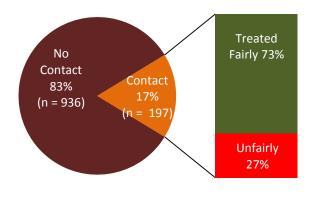
Involuntary Contacts	NO	YES (TREATED FAIRLY)	YES (TREATED UNFAIRLY)
Did a Portland police officer contact you in the past year (ex. warning, traffic stop, citation, arrest)? If "yes" were you treated fairly in your most recent interaction?.	0	0	0

Analysis

Voluntary Contact



Involuntary Contact



Interpretation

Close to one-third (30.8%) of Portland residents surveyed reported they had contacted the police for help in the prior year (i.e. voluntary contact). The vast majority (88.7%) of those with voluntary contact perceived that they were treated fairly during their most recent encounter. Roughly one in five residents (17.4%) had an involuntary contact with Portland police in the past year (e.g., traffic stop,

citation, arrest). Three quarters of these people (73.1%) believed they were treated fairly during their most recent involuntary contact.

Summary

The current findings indicate that voluntary contacts, like calling the police to report a crime, are twice as common as involuntary contacts that result from things like traffic stops, citations, or arrests. When asked how they felt about their contact with the police, the majority of residents perceive that they were treated fairly by the officer(s) during their encounter. Perhaps not surprising, residents were more likely to feel positively about contacts they initiated as opposed to contacts initiated by officers in response to an actual or suspected infraction. Even with involuntary contacts, however, the majority of residents still perceived that they were treated fairly. This is particularly noteworthy, since many of these interactions likely resulted in some type of aversive sanction for the citizen involved.

Overall, these findings suggest that Portland's police officers have mostly been engaging with the public in ways that seem fair to those involved. This finding has the potential to enhance public perceptions of legitimacy, something addressed in the forthcoming analyses, and reflects positively on the officers as a group and the organization as a whole.

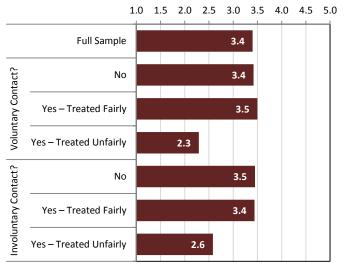
At the same time, research suggests that aversive encounters with police have more salience and long term effects than positive interactions in shaping public attitudes about law enforcement (Rosenbaum, et al., 2005). One in ten residents with a voluntary contact and one out of every four of those reporting an involuntary contact believed that they were treated unfairly during their most recent encounter with police. Additional analysis of persons who experienced a police contact revealed certain segments of the public were more likely to feel they were treated unfairly (Appendix; pp. 45-46). Minority respondents, particularly Spanish/Latino and "Other" race respondents, were significantly more likely to believe they were treated unfairly during voluntary police contacts. Males and Minority respondents were also significantly more likely to perceive unfair treatment during involuntary police contacts. It is unclear why some respondents felt they were treated unfairly or fairly. In some cases, officers' style of handling citizen contacts may contribute to dissatisfaction. As such, the Bureau should take steps to train officers in communication "best-practices" and to consistently monitor officers' interactions and seek remediation where indicated. On the other hand, these negative perceptions may not always be directly attributable to the actions of officers involved in these events. For example, people's preexisting expectations about law enforcement's capacity to solve property crimes and recover stolen property may color their perceptions of PPB's handling of burglaries and thefts from motor vehicles (i.e., CSI effect). Readers interested in analyses of racial/ethnic differences in perceptions of police trust, quality of services, and use of force should refer to the first report in this series.

The 14 items in this section are designed to measure public perceptions of police legitimacy and public trust in the police, which are key constructs that influence overall perceptions of police and police behavior. The concepts of police legitimacy and trust reflect individuals' assessments on whether the police are seen as a rightful authority, should be respected, and whether their decisions should be followed. Trust entails a public confidence that law enforcement officers perform their duties fairly, equitably, and in good faith. Research demonstrates that citizens' perceptions of police legitimacy and trust are directly linked to their confidence in police, cooperation with law enforcement, and compliance with the law more generally (Sunshine & Tyler, 2003). Similarly, the belief that police engage in racial profiling negatively impacts citizens' perceptions of police legitimacy, decreases trust in police, and reduces overall support for law enforcement (Tyler & Wakslak, 2004; Weitzer & Tuch, 2005). The 14 items employed in this section of the survey derive from criminal justice and psychological research over the last decade that have been used in prior studies to assess police legitimacy and community trust in police. The measures of trust and legitimacy in this survey include a focus on one's neighborhood, one's social identity or personal trust in the police, and general trust in Portland Police actions related race and mental health status. With a focus on mental health status and racial issues in particular, these questions assess key components of the Department of Justice and City of Portland settlement. This section tests whether police-public contacts influence perceptions of police legitimacy. That is, does having voluntary or involuntary contact with an officer, and how one perceives they were treated, influence trust in police?

Question #1	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
The Portland Police make decisions that are right for the people in my neighborhood	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,170	.90	3.4	
Voluntary Contact?				***
No	779	.86	3.4	
Yes – Treated Fairly	305	.87	3.5	
Yes – Treated Unfairly	38	.93	2.3	
Involuntary Contact?				***
No	916	.84	3.5	
Yes – Treated Fairly	139	.96	3.4	
Yes – Treated Unfairly	52	1.13	2.6	



Interpretation

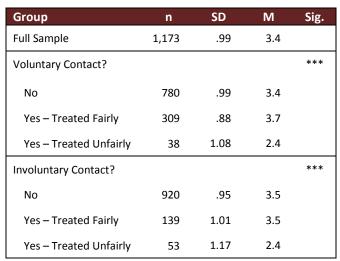
There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=305) in the past year and persons with no police contact (n=779) in their belief that Portland Police are making the right decisions for their neighborhood. On the other hand, persons who contacted the police for help and *felt they were treated unfairly expressed a significantly lower opinion* of police making decisions that are right for their neighborhood compared to those who felt they were treated fairly and those with no police contact.

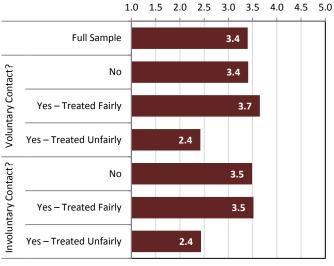
There is no statistical significant difference between persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=139) and those that were not contacted (n=916) in their belief that Portland Police are making the right decisions for their neighborhood. Those who were contacted by the police and *felt they were treated unfairly (n=52) expressed a significantly lower opinion* of police making decisions that are right for their neighborhood compared to those who expressed fair treatment or were not contacted by police in the past year.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #2	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
The Portland Police are trustworthy	0	0	0	0	0

Analysis





Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=309) in the past year were the most likely to believe Portland Police are trustworthy. This belief was significantly greater compared to both persons with no police contact (n=780) in the prior year and persons who felt they were treated unfairly (n=38) during the contact. Persons who *felt they were treated unfairly expressed the lowest opinion* that Portland Police are trustworthy.

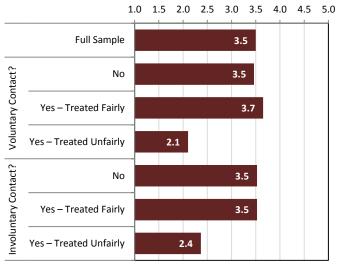
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=139) were equally likely as those that were not contacted (n=920) to believe Portland Police are trustworthy. Those who were contacted by the police and *felt they were treated unfairly* (n=53) expressed a significantly lower opinion that Portland Police are trustworthy compared to those who expressed fair treatment or were not contacted by the police in the past year.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #3	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
I have confidence in the Portland Police	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,177	1.05	3.5	
Voluntary Contact?				***
No	783	1.03	3.5	
Yes – Treated Fairly	307	.96	3.7	
Yes – Treated Unfairly	39	1.07	2.1	
Involuntary Contact?				***
No	919	1.00	3.5	
Yes – Treated Fairly	141	1.08	3.5	
Yes – Treated Unfairly	52	1.19	2.4	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=307) in the past year were the most likely to express confidence in the Portland Police. Their belief in police confidence was significantly greater compared to both persons with no police contact (n=783) in the prior year and persons who felt they were treated unfairly (n=39) during the contact. Persons who *felt they were* treated unfairly when contacting the police for help expressed the lowest confidence in the Portland Police.

Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=141) were equally likely as those that were not contacted (n=919) to express confidence in the Portland Police. Those who were contacted by the police and *felt they were treated unfairly (n=53) expressed significantly less confidence* in the Portland Police compared to those who expressed fair treatment or were not contacted by the police in the past year.

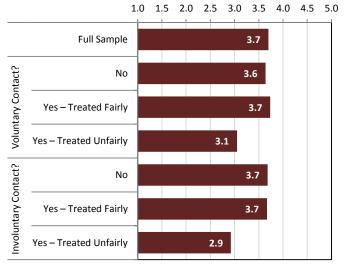
 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #4	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
Portland Police treat people like me respectfully*	0	0	0	0	0

^{*}Item scoring and question wording has been reversed from original survey for ease of interpretation (i.e., higher scores now reflect a more positive evaluation of the police).

Analysis

Group	n	SD	M	Sig.
Full Sample	1,172	1.07	3.7	
Voluntary Contact?				**
No	774	1.05	3.6	
Yes – Treated Fairly	312	1.06	3.7	
Yes – Treated Unfairly	39	1.10	3.1	
Involuntary Contact?				***
No	915	1.02	3.7	
Yes – Treated Fairly	142	1.12	3.7	
Yes – Treated Unfairly	53	1.34	2.9	



Interpretation

There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=312) in the past year and persons with no police contact (n=774) in their belief that Portland Police treat people like them respectfully. Persons who *felt they were treated unfairly when contacting the police were significantly less likely to believe Portland Police treat people like them respectfully* compared to persons who felt they were treated fairly or had no contact.

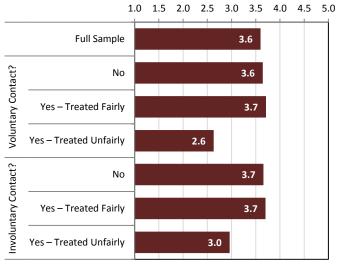
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=142) were equally likely as those that were not contacted (n=915) to believe the Portland Police treat people like them respectfully. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to believe Portland Police treat people like them respectfully* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #5	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
If I call the Portland Police I would receive the same quality of service as others in Portland	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,169	.97	3.6	
Voluntary Contact?				***
No	775	.94	3.7	
Yes – Treated Fairly	311	.95	3.7	
Yes – Treated Unfairly	38	1.10	2.6	
Involuntary Contact?				***
No	916	.92	3.7	
Yes – Treated Fairly	141	1.00	3.7	
Yes – Treated Unfairly	52	1.20	3.0	



Interpretation

There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=311) in the past year and persons with no police contact (n=775) in their belief that they would receive the same quality of service as others in Portland. Persons who *felt they were treated unfairly when contacting the police were significantly less likely to believe they would receive the same quality of service as others in Portland compared to persons who felt they were treated fairly or had no contact.*

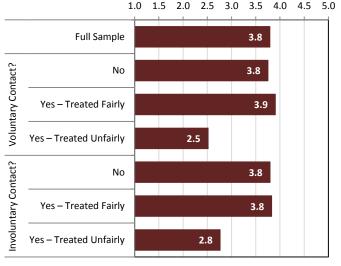
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=141) were equally likely as those that were not contacted (n=916) to believe they would receive the same quality of service as others in Portland. Those who were contacted by the police and *felt they were treated unfairly (n=52) were significantly less likely to believe they would receive the same quality of service as others in Portland* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #6	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
I think I would be treated fairly by Portland Police	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,179	.89	3.8	
Voluntary Contact?				***
No	783	.87	3.8	
Yes – Treated Fairly	311	.760	3.9	
Yes – Treated Unfairly	40	.96	2.5	
Involuntary Contact?				***
No	922	.82	3.8	
Yes – Treated Fairly	142	.91	3.8	
Yes – Treated Unfairly	53	1.27	2.8	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=311) in the past year were the most likely to believe they would be treated fairly by Portland Police. Those who felt they were treated fairly were significantly more likely to believe they would be treated fairly by Portland Police compared to both persons without police contact (n=783) and those who felt they were treated unfairly (n=40). Those who contacted the police and *felt they were treated unfairly (n=40) were significantly less likely to believe they would be treated fairly* by Portland Police compared to persons who felt they were treated fairly or were not contacted by police in the past year.

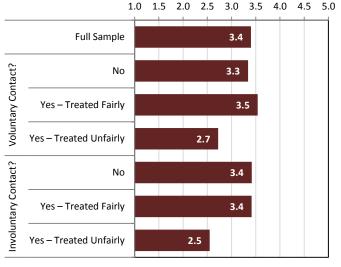
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=142) were equally likely as those that were not contacted (n=922) to believe they would be treated fairly by Portland Police. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to believe they would be treated fairly* by Portland Police compared to persons who felt they were treated fairly or were not contacted by police in the past year.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #7	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
People should respect decisions Portland Police make	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,166	.96	3.4	
Voluntary Contact?				***
No	771	.96	3.3	
Yes – Treated Fairly	307	.89	3.5	
Yes – Treated Unfairly	40	1.13	2.7	
Involuntary Contact?				***
No	909	.92	3.4	
Yes – Treated Fairly	140	1.02	3.4	
Yes – Treated Unfairly	53	1.03	2.5	



Interpretation

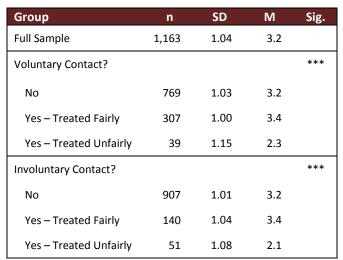
Persons who contacted the police for help and felt they were treated fairly (n=307) in the past year were the most likely to believe people should respect decisions Portland Police make. Those who felt they were treated fairly were significantly more likely to believe people should respect decisions Portland Police make compared to both persons without police contact (n=771) and those who felt they were treated unfairly (n=40). Those who contacted the police and *felt they were treated unfairly (n=40)* were significantly less likely to believe people should respect decisions Portland Police make compared to persons who felt they were treated fairly or were not contacted by police in the past year.

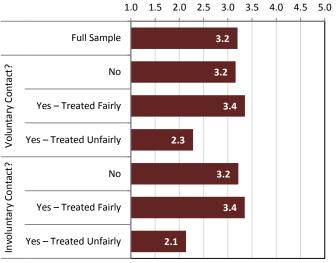
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=140) were equally likely as those that were not contacted (n=909) to people should respect decisions Portland Police make. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to believe people should respect decisions Portland Police make* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #8	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
I think my values and the values of Portland Police are very similar	0	0	0	0	0

Analysis





Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=307) in the past year were the most likely to believe their values are very similar to values of the Portland Police. Those who felt they were treated fairly were significantly more likely to believe their values are very similar to the values of the Portland Police compared to both persons without police contact (n=769) and those who felt they were treated unfairly (n=39).

Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=140) were equally likely as those that were not contacted (n=907) to believe their values are very similar to the values of the Portland Police. Those who were contacted by the police and felt they were treated unfairly (n=51) were significantly less likely to believe to believe their values are very similar to the values of the Portland Police compared to persons who felt they were treated fairly or were not contacted by police in the past year.

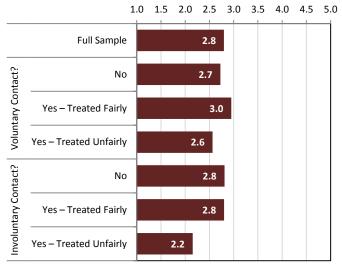
^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #9	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
The police in Portland (do not) use race and ethnicity when deciding whether to stop someone*	0	0	0	0	0

^{*}Item scoring and question wording has been reversed from original survey for ease of interpretation (i.e., higher scores now reflect a more positive evaluation of the police).

Analysis

Group	n	SD	M	Sig.
Full Sample	1,165	1.09	2.8	
Voluntary Contact?				**
No	773	1.05	2.7	
Yes – Treated Fairly	307	1.14	3.0	
Yes – Treated Unfairly	39	1.23	2.6	
Involuntary Contact?				***
No	912	1.05	2.8	
Yes – Treated Fairly	142	1.18	2.8	
Yes – Treated Unfairly	52	1.24	2.2	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=307) in the past year were the most likely to believe police in Portland (do not) use race and ethnicity when deciding whether to stop someone. Those who felt they were treated fairly were significantly more likely to believe Portland Police do not use race and ethnicity when deciding whether to stop someone compared to both persons without police contact (n=773) and those who believed they were treated unfairly (n=39).

Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=142) were equally likely as those that were not contacted (n=912) to believe Portland Police do not use race and ethnicity when deciding whether to stop someone. Those who were contacted by the police and *felt they were treated unfairly (n=52) were significantly less likely to believe Portland Police do not use race and ethnicity when deciding whether to stop someone* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

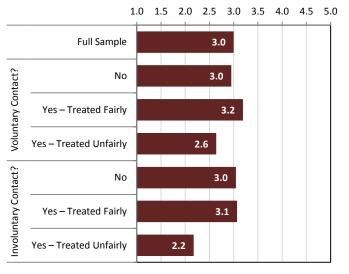
 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #10	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
Portland Police (do not) treat people disrespectfully because of their race or ethnicity*	0	0	0	0	0

^{*}Item scoring and question wording has been reversed from original survey for ease of interpretation (i.e., higher scores now reflect a more positive evaluation of the police).

Analysis

Group	n	SD	M	Sig.
Full Sample	1,167	1.08	3.0	
Voluntary Contact?				***
No	773	1.06	3.0	
Yes – Treated Fairly	308	1.09	3.2	
Yes – Treated Unfairly	39	1.14	2.6	
Involuntary Contact?				***
No	912	1.04	3.0	
Yes – Treated Fairly	141	1.19	3.1	
Yes – Treated Unfairly	52	1.15	2.2	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=308) in the past year were the most likely to believe Portland Police (do not) treat people disrespectfully because of their race or ethnicity. Persons who felt they were treated fairly were significantly more likely to believe Portland Police do not treat people disrespectfully because of their race and ethnicity compared to both persons without police contact (n=773) and those who believed they were treated unfairly (n=39).

Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=141) were equally likely as those that were not contacted (n=912) to believe Portland Police do not treat people disrespectfully because of their race and ethnicity. Those who were contacted by the police and *felt they were treated unfairly (n=52) were significantly less likely to believe Portland Police do not treat people disrespectfully because of their race and ethnicity compared to persons who felt they were treated fairly or were not contacted by police in the past year.*

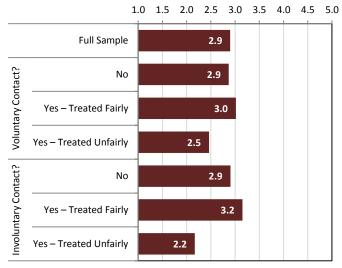
 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #11	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
Portland Police (do not) treat people disrespectfully because of their mental health status*	0	0	0	0	0

^{*}Item scoring and question wording has been reversed from original survey for ease of interpretation (i.e., higher scores now reflect a more positive evaluation of the police).

Analysis

Group	n	SD	M	Sig.
Стоир		30	IVI	Jig.
Full Sample	1,161	1.11	2.9	
Voluntary Contact?				**
No	771	1.09	2.9	
Yes – Treated Fairly	305	1.13	3.0	
Yes – Treated Unfairly	39	1.02	2.5	
Involuntary Contact?				***
No	909	1.08	2.9	
Yes – Treated Fairly	138	1.17	3.2	
Yes – Treated Unfairly	53	1.05	2.2	



Interpretation

There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=305) in the past year and persons with no police contact (n=771) in their belief that Portland Police do not treat people disrespectfully because of their mental health status. Persons who *felt they were treated unfairly (n=39) were significantly less likely to believe Portland Police do not treat people disrespectfully because of their mental health status* compared to both persons who felt they were treated fairly and those without police contact.

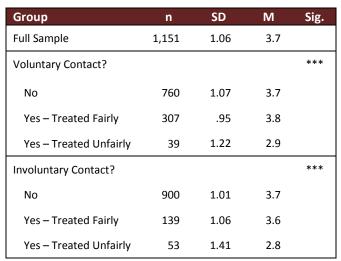
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=138) were equally likely as those that were not contacted (n=909) to believe Portland Police do not treat people disrespectfully because of their mental health status. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to believe Portland Police do not treat people disrespectfully because of their mental health status* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

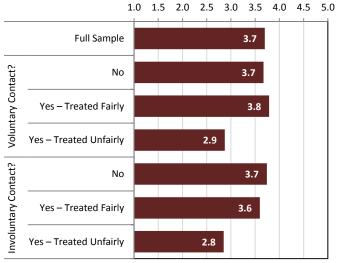
 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #12	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
I (do not) worry that Portland Police may stereotype me because of my race or ethnicity*	0	0	0	0	0

^{*}Item scoring and question wording has been reversed from original survey for ease of interpretation (i.e., higher scores now reflect a more positive evaluation of the police).

Analysis





Interpretation

There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=307) in the past year and persons with no police contact (n=760) in worrying that Portland Police may stereotype them because of their race or ethnicity. Persons who *felt they were* treated unfairly (n=39) were significantly less likely to not worry that Portland Police may stereotype them because of their race or ethnicity.

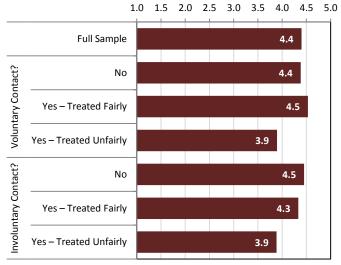
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=139) were equally likely as those that were not contacted (n=900) to not worry that Portland Police may stereotype them because of their race or ethnicity. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to not worry that Portland Police may stereotype them because of their race or ethnicity* compared to persons who felt they were treated fairly or were not contacted by police in the past year.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #13	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)
If I saw a crime happening in my neighborhood I would call the Portland Police to report it	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,181	.76	4.4	
Voluntary Contact?				***
No	785	.77	4.4	
Yes – Treated Fairly	311	.67	4.5	
Yes – Treated Unfairly	38	1.09	3.9	
Involuntary Contact?				***
No	925	.72	4.5	
Yes – Treated Fairly	143	.79	4.3	
Yes – Treated Unfairly	52	1.11	3.9	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=311) in the past year were the most likely to call the Portland Police if they saw a crime happening in their neighborhood. Those who felt they were treated fairly were significantly more likely to call the Portland Police if they saw a crime happening in their neighborhood compared to both persons without police contact (n=785) and those who believed they were treated unfairly (n=38).

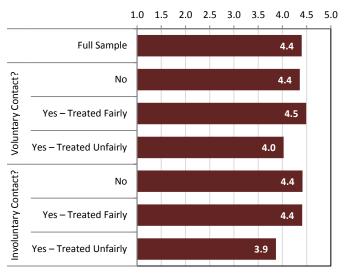
Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=143) were equally likely as those that were not contacted (n=925) to call the Portland Police if they saw a crime happening in their neighborhood. Those who were contacted by the police and felt they were treated unfairly (n=52) were significantly less likely call the Portland Police if they saw a crime happening in their neighborhood compared to persons who felt they were treated fairly or were not contacted by police in the past year.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #14	STRONGLY AGREE (5)	AGREE (4)	NEITHER AGREE /DISAGREE (3)	DISAGREE (2)	STRONGLY DISAGREE (1)	
I would work with the Portland Police to identify a person who committed a crime in my neighborhood	0	0	0	0	0	

Analysis

Group	n	SD	M	Sig.
Full Sample	1,176	.77	4.4	
Voluntary Contact?				***
No	779	.77	4.4	
Yes – Treated Fairly	311	.73	4.5	
Yes – Treated Unfairly	39	1.06	4.0	
Involuntary Contact?				***
No	918	.74	4.4	
Yes – Treated Fairly	142	.74	4.4	
Yes – Treated Unfairly	53	1.13	3.9	



Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=311) in the past year were the most likely to work with the Portland Police to identify a person who committed a crime in their neighborhood. Those who felt they were treated fairly were significantly more likely to work with the Portland Police to identify a person who committed a crime in their neighborhood compared to both persons without police contact (n=779) and those who believed they were treated unfairly (n=39).

Persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=142) were equally likely as those that were not contacted (n=918) to work with the Portland Police to identify a person who committed a crime in their neighborhood. Those who were contacted by the police and *felt they were treated unfairly (n=53) were significantly less likely to work with the Portland Police to identify a person who committed a crime in their neighborhood compared to persons who felt they were treated fairly or were not contacted by police in the past year.*

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

I. LEGITIMACY AND TRUST - SUMMARY

One of the unique findings in this first section is that those who have contacts perceived as "fair", whether voluntary or involuntary, have greater or equal faith and trust in the Portland Police than those who do not report any police contacts in the prior year. In some cases these differences are statistically significant and in others it is only a small or no difference. Even among persons who report being stopped involuntarily by the police, if they perceive fair treatment, there are potential gains for trust and legitimacy. This is an important finding because it illustrates the potential role that recent, direct police experiences can have in efforts to improve public trust in police.

On the other hand, persons who perceive they were treated unfairly during a voluntary or involuntary police contact in the past year express significantly less legitimacy and trust in Portland Police compared to both persons who report no contacts and those with fair contacts. This also is an important finding because it shows the strong influence a negative police encounter can have and steps should be taken to ensure positive police contacts.

The results provide support for a popular policing strategy revolving around the notion of "**procedural justice**" (Tyler & Huo, 2002). A procedural justice approach focuses on identifying the communication dynamics within police-public contacts that increase one's perception that the encounter was resolved in a fair manner. Officers that explain their actions, treat persons with respect, allow for questions and appeals, show neutral and consistent behavior, and express compassion during police-public interactions can increase a person's sense of trust in police, and willingness to assist law enforcement.

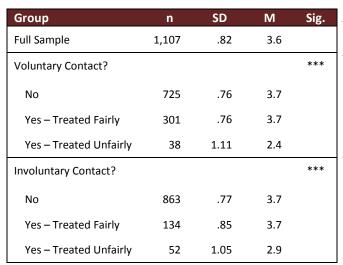
Unfortunately our survey questionnaire did not have room for follow up questions that explore the nature of a reported police contact to help explain why some felt they were treated fairly or unfairly. Nonetheless, the results indicate a strong relationship between perceptions of fairness in recent police contacts and one's perception of police trust and legitimacy. The data is also unable to support causal relationships due to its cross-sectional nature. In other words, we cannot conclude that contacts perceived as fair increases a perception of trust and legitimacy because it's also plausible that the majority of persons who had contacts already possessed higher trust and legitimacy in the police, which in turn may have influenced the nature of the contact in a positive fashion or their evaluation of the contact.

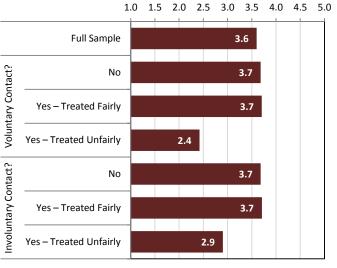
II. EVALUATION OF PPB'S PERFORMANCE OVER THE PAST 12 MONTHS

The 12 items in the following section focus on individuals' evaluations of the Portland Police Bureau's performance across a wide range of police activities over the past 12 months. These items are designed to measure public perception of PPB's activities in the community over the last year and their overall effectiveness in policing efforts. Community outreach and accountability have been identified as important goals by the Portland Police Bureau. The following 12 items measure how successful Portland citizen's feel the PPB was at achieving these important policing and departmental outcomes. The 12 public perception items fall into three major categories: 1) general satisfaction with police services, 2) police outreach with the community, and 3) specific changes that PPB has undertaken to improve its policing efforts in the community, which include implementing new training procedures and efforts to reduce use of force. The results will provide important performance feedback for PPB that can be used as a baseline to measure subsequent changes in the public's perceptions of police performance. This section tests whether police-public contacts influence perceptions of PPBs performance. That is, does having voluntary or involuntary contact with an officer influence perceptions of how well PPB is doing?

Question #1	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Fighting crime	0	0	0	0	0

Analysis





Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **fighting crime** between persons who contacted the police for help and felt they were treated fairly (n=301) and persons without police contact (n=725) in the prior year. Persons who contacted the police for help and believed they were treated unfairly (n=38) had a significantly lower evaluation of PPB's performance in fighting crime compared to those who felt they were treated fairly or had no contact.

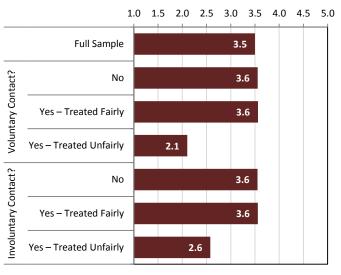
There is also no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=134) and who were not contacted by the police (n=863) in the prior year in their evaluation of PPB's performance in **fighting crime**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly* (n=52) had a significantly lower evaluation of PPB's performance in fighting crime compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #2	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Dealing with problems that concern (my) neighborhood	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,106	.92	3.5	
Voluntary Contact?				***
No	722	.85	3.6	
Yes – Treated Fairly	303	.92	3.6	
Yes – Treated Unfairly	39	1.05	2.1	
Involuntary Contact?				***
No	864	.88	3.6	
Yes – Treated Fairly	134	.87	3.6	
Yes – Treated Unfairly	52	1.19	2.6	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **dealing with problems that concern my neighborhood** between persons who contacted the police for help and felt they were treated fairly (n=303) and persons without police contact (n=722) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=39) had a significantly lower evaluation* of PPB's performance in dealing with problems that concern my neighborhood compared to those who felt they were treated fairly or had no contact.

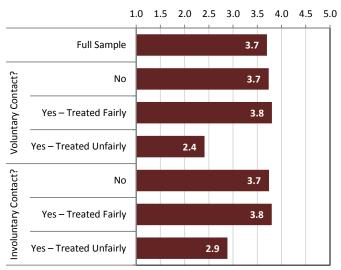
There is also no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=134) and persons who were not contacted by the police (n=864) in the prior year in their evaluation of PPB's performance in **dealing** with problems that concern my neighborhood. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly (n=52) had a significantly lower evaluation* of PPB's performance in dealing with problems that concern my neighborhood compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #3	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Being available when you need them	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,104	.89	3.7	
Voluntary Contact?				***
No	720	.82	3.7	
Yes – Treated Fairly	303	.90	3.8	
Yes – Treated Unfairly	39	1.07	2.4	
Involuntary Contact?				***
No	861	.85	3.7	
Yes – Treated Fairly	133	.92	3.8	
Yes – Treated Unfairly	52	1.11	2.9	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **being available when you need them** between persons who contacted the police for help and felt they were treated fairly (n=303) and persons without police contact (n=720) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=39) had a significantly lower evaluation* of PPB's performance in being available when you need them compared to those who felt they were treated fairly or had no contact.

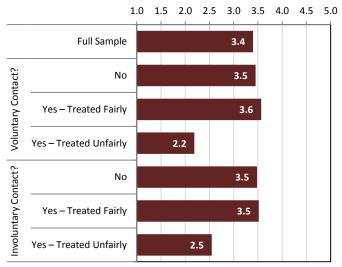
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=133) and persons who were not contacted by the police (n=861) in the prior year in their evaluation of PPB's performance in **being available when you need them**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly* (n=52) had a significantly lower evaluation of PPB's performance in being available when you need them compared to those who felt they were treated fairly or had no contact.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #4	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Understanding the concerns of (my) community	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,105	.95	3.4	
Voluntary Contact?				***
No	728	.92	3.5	
Yes – Treated Fairly	300	.88	3.6	
Yes – Treated Unfairly	37	.88	2.2	
Involuntary Contact?				***
No	866	.92	3.5	
Yes – Treated Fairly	133	.91	3.5	
Yes – Treated Unfairly	51	.95	2.5	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **understanding the concerns of my community** between persons who contacted the police for help and felt they were treated fairly (n=300) and persons without police contact (n=728) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=37) had a significantly lower evaluation* of PPB's performance in understanding the concerns of my community compared to those who felt they were treated fairly or had no contact.

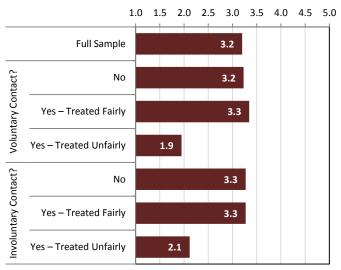
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=133) and persons who were not contacted by the police (n=866) in the prior year in their evaluation of PPB's performance in **understanding the concerns of my community**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated unfairly (n=51) had a significantly lower evaluation of PPB's performance in understanding the concerns of my community compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #5	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Building trust with (my) community	0	0	0	0	0

Analysis

Group	n	SD	M	Sig.
Full Sample	1,106	1.03	3.2	
Voluntary Contact?				***
No	731	1.02	3.2	
Yes – Treated Fairly	295	.95	3.3	
Yes – Treated Unfairly	38	.99	1.9	
Involuntary Contact?				***
No	868	1.00	3.3	
Yes – Treated Fairly	132	1.00	3.3	
Yes – Treated Unfairly	51	1.01	2.1	



Interpretation

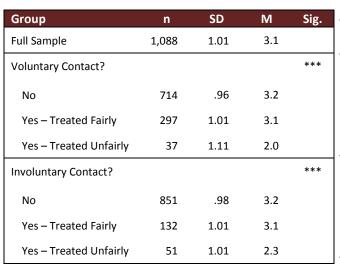
There is no statistical significant difference in evaluation of PPB's performance in **building trust with my community** between persons who contacted the police for help and felt they were treated fairly (n=295) and persons without police contact (n=731) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=38) had a significantly lower evaluation* of PPB's performance in understanding the concerns of my community compared to those who felt they were treated fairly or had no contact.

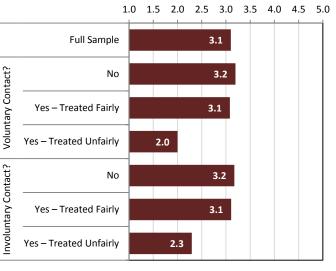
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=132) and persons who were not contacted by the police (n=868) in the prior year in their evaluation of PPB's performance in **building trust with my community**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they* were treated unfairly (n=51) had a significantly lower evaluation of PPB's performance in understanding the concerns of my community compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #6	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Involving (my) community in crime prevention efforts	0	0	0	0	0

Analysis





Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **involving my community in crime prevention efforts** between persons who contacted the police for help and felt they were treated fairly (n=297) and persons without police contact (n=714) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=37) had a significantly lower evaluation* of PPB's performance in involving my community in crime prevention efforts compared to those who felt they were treated fairly or had no contact.

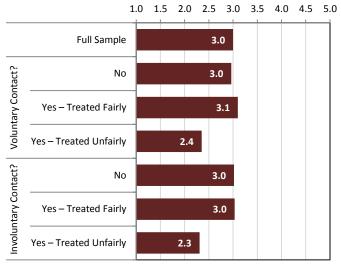
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=132) and persons who were not contacted by the police (n=851) in the prior year in their evaluation of PPB's performance in **involving my community in crime prevention efforts**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly (n=51) had a significantly lower evaluation* of PPB's performance in involving my community in crime prevention efforts compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #7	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Reducing the use of force by police officers	0	0	0	0	0

Analysis

Group	n	SD	М	Sig.
Full Sample	1,077	1.05	3.0	2.6.
Voluntary Contact?				***
No	716	1.06	3.0	
Yes – Treated Fairly	282	.98	3.1	
Yes – Treated Unfairly	37	.98	2.4	
Involuntary Contact?				***
No	840	1.02	3.0	
Yes – Treated Fairly	130	1.06	3.0	
Yes – Treated Unfairly	52	1.20	2.3	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **reducing the use of force by police officers** between persons who contacted the police for help and felt they were treated fairly (n=282) and persons without police contact (n=716) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=37) had a significantly lower evaluation* of PPB's performance in reducing the use of force by police officers compared to those who felt they were treated fairly or had no contact.

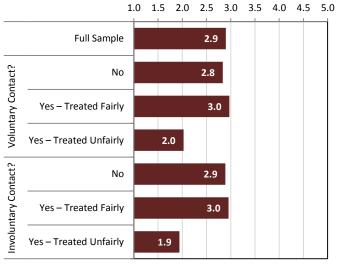
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=130) and persons who were not contacted by the police (n=840) in the prior year in their evaluation of PPB's performance in **reducing the use of force by police officers**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated unfairly (n=52) had a significantly lower evaluation of PPB's performance in reducing the use of force by police officers compared to those who felt they were treated fairly or had no contact.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Question #8	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Holding police officers accountable when they engage in improper actions	0	0	0	0	O

Analysis

Group	n	SD	M	Sig.
Full Sample	1,091	1.26	2.9	
Voluntary Contact?				***
No	726	1.26	2.8	
Yes – Treated Fairly	283	1.25	3.0	
Yes – Treated Unfairly	39	1.09	2.0	
Involuntary Contact?				***
No	850	1.25	2.9	
Yes – Treated Fairly	132	1.25	3.0	
Yes – Treated Unfairly	52	1.21	1.9	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **holding officers accountable when they engage in improper actions** between persons who contacted the police for help and felt they were treated fairly (n=283) and persons without police contact (n=726) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=39) had a significantly lower evaluation* of PPB's performance in holding officers accountable when they engage in improper actions compared to those who felt they were treated fairly or had no contact.

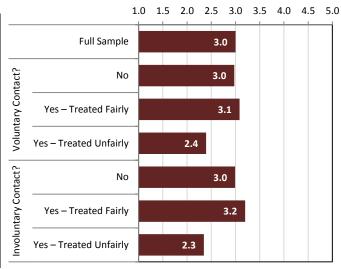
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=130) and persons who were not contacted by the police (n=840) in the prior year in their evaluation of PPB's performance in **holding officers accountable when they engage in improper actions**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly (n=52) had a significantly lower evaluation* of PPB's performance in holding officers accountable when they engage in improper actions compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #9	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Training officers to help people when they are having a mental health crisis	0	0	0	0	Ο

Analysis

Group	n	SD	M	Sig.
Full Sample	1,080	1.11	3.0	
Voluntary Contact?				**
No	718	1.09	3.0	
Yes – Treated Fairly	281	1.11	3.1	
Yes – Treated Unfairly	38	1.15	2.4	
Involuntary Contact?				***
No	842	1.08	3.0	
Yes – Treated Fairly	131	1.08	3.2	
Yes – Treated Unfairly	52	1.27	2.3	



Interpretation

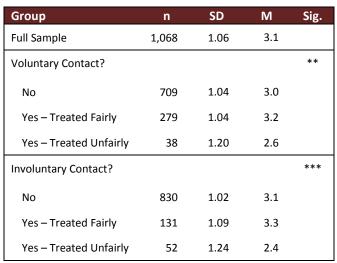
There is no statistical significant difference in evaluation of PPB's performance in **training officers when they have a mental health crisis** between persons who contacted the police for help and felt they were treated fairly (n=281) and persons without police contact (n=718) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=38) had a significantly lower evaluation* of PPB's performance in training officers when they have a mental health crisis compared to those who felt they were treated fairly or had no contact.

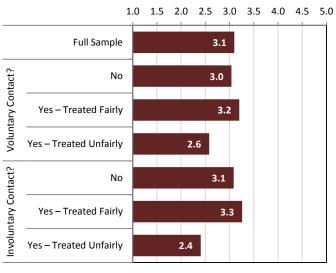
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=131) and persons who were not contacted by the police (n=842) in the prior year in their evaluation of PPB's performance in **training officers when they have a mental health crisis**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly (n=52) had a significantly lower evaluation* of PPB's performance in training officers when they have a mental health crisis compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #10	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Training officers to work with people from diverse racial and ethnic backgrounds	0	0	0	0	O

Analysis





Interpretation

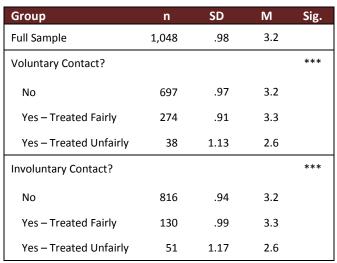
There is no statistical significant difference in evaluation of PPB's performance in **training officers to work with people from diverse racial and ethnic backgrounds** between persons who contacted the police for help and felt they were treated fairly (n=279) and persons without police contact (n=709) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly* (n=38) had a significantly lower evaluation of PPB's performance in training officers to work with people from diverse racial and ethnic backgrounds.

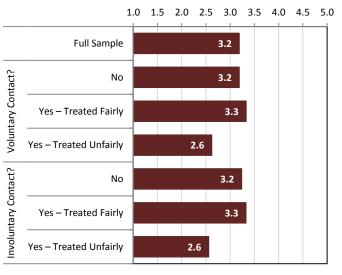
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=131) and persons who were not contacted by the police (n=830) in the prior year in their evaluation of PPB's performance in **training officers to work with people from diverse racial and ethnic backgrounds**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were treated unfairly (n=52) had a significantly lower evaluation* of PPB's performance in training officers to work with people from diverse racial and ethnic backgrounds compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #11	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Diversifying their workforce (e.g., # minorities, women)	0	0	0	0	0

Analysis





Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **diversifying their workforce** between persons who contacted the police for help and felt they were treated fairly (n=274) and persons without police contact (n=697) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=38) had a significantly lower evaluation* of PPB's performance in diversifying their workforce compared to those who felt they were treated fairly or had no contact.

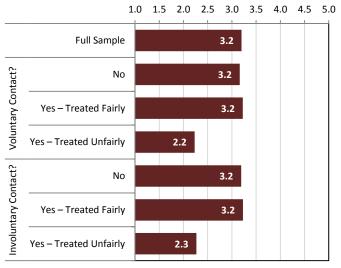
There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=130) and persons who were not contacted by the police (n=816) in the prior year in their evaluation of PPB's performance in **diversifying their workforce**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were* treated unfairly (n=51) had a significantly lower evaluation of PPB's performance in diversifying their workforce compared to those who felt they were treated fairly or had no contact.

^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Question #12	VERY GOOD (5)	GOOD (4)	FAIR (3)	POOR (2)	VERY POOR (1)
Communicating with the public	0	0	0	0	0

Analysis

Group	n	SD	М	Sig.
Эгоир	- 11	שנ	IVI	Jig.
Full Sample	1,108	1.02	3.2	
Voluntary Contact?				***
No	735	1.02	3.2	
Yes – Treated Fairly	293	.98	3.2	
Yes – Treated Unfairly	39	.96	2.2	
Involuntary Contact?				***
No	862	.99	3.2	
Yes – Treated Fairly	136	1.05	3.2	
Yes – Treated Unfairly	52	.99	2.3	



Interpretation

There is no statistical significant difference in evaluation of PPB's performance in **communicating with the public** between persons who contacted the police for help and felt they were treated fairly (n=293) and persons without police contact (n=735) in the prior year. Persons who contacted the police for help and *believed they were treated unfairly (n=39) had a significantly lower evaluation* of PPB's performance in communicating with the public compared to those who felt they were treated fairly or had no contact.

There is no statistical significant difference between persons contacted by police in the past year (i.e. traffic stop, arrest) who believed they were treated fairly (n=136) and persons who were not contacted by the police (n=862) in the prior year in their evaluation of PPB's performance in **communicating with the public**. Persons contacted by police in the past year (i.e. traffic stop, arrest) who *believed they were* treated unfairly (n=52) had a significantly lower evaluation of PPB's performance in communicating with the public compared to those who felt they were treated fairly or had no contact.

 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

II. EVALUATION OF PPB'S PERFORMANCE - SUMMARY

Persons who felt they were treated fairly during voluntary police contacts (i.e. calling for help) and involuntary contacts (i.e. traffic stop, arrest) in the past year had similar evaluations of PPB's performance across a number of indicators compared to persons reporting no police contact. These indicators include 12 questions focusing on general satisfaction with police services, police outreach with the community, and specific changes that PPB has undertaken to improve its policing efforts in the community (e.g. training, diversity). A perception of fair treatment during police contacts does not have as strong of a relationship to police performance evaluations as it does with perceptions of trust and legitimacy illustrated in Section I. For example, in 9 out of 14 comparisons in Section I, those who perceived being treated fairly during a voluntary contact were significantly more likely to express trust or legitimacy in Portland Police compared to persons with no police contacts and those who felt they were treated fairly. There were no statistical significant differences between persons with contacts perceived as fair and persons with no contact in their evaluation of police services.

However, **persons who felt they were treated <u>un</u>fairly** express significantly lower evaluations of PPB's performance across all indicators compared to persons who felt they were treated fairly or had no police contacts. These results reiterate the potential influence that negative perceptions of procedural justice based on direct contact experiences can have on overall opinions of the Police Bureau. This is an important finding because perceptions of how fairly one was treated impacts broader evaluations of police effectiveness, not just an evaluation of the direct contact incident.

The four items in this section are designed to measure public perceptions regarding the level of force used by PPB officers with Portland community members. A key component of the DOJ findings identified a pattern of excessive levels of force by PPB officers in incidents that involved individuals experiencing a mental health crisis. The following four items assess these perceptions. Community respondents are asked their opinion on whether force is more physical than necessary in all cases, and then specifically for racial or ethnic minorities, for people experiencing a mental health crisis, and for people in one's neighborhood. Including the subgroup questions in addition to a global assessment on use of force allows for a more nuanced understanding of the community's use of force perception. These measures will provide a baseline that PPB can use to evaluate the effect that subsequent use of force policy reforms and new training procedures that are designed to reduce force have on public perceptions of force. This section tests whether police-public contacts influence perceptions of police use of force. That is, does having voluntary or involuntary contact with an officer influence perceptions regarding use of force?

Question #1*	STRONGLY AGREE (1)	AGREE	NEITHER AGREE/ DISAGREE (3)	DISAGREE (4)	STRONGLY DISAGREE (5)
Portland Police officers use more physical force than necessary when dealing with:		0	0	0	0
Community members in general	O	O	O	O	O

^{*}Response scale and question wording is reversed from earlier questions so higher scores continue to reflect a more positive evaluation of the police.

Analysis



 $^{*\}underline{p} < .05, **\underline{p} < .01, ***\underline{p} < .001.$

Interpretation

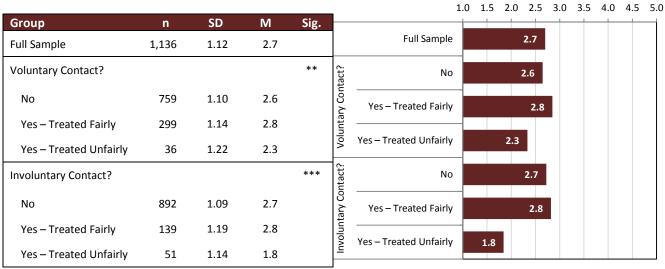
There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=296) and persons without police contact (n=758) in their opinions about Portland Police officers use more physical force than necessary when dealing with community members in general. Persons who *believed they were treated unfairly (n=39) were significantly more likely to agree* Portland Police officers use more physical force than necessary when dealing with community members in general compared to persons who express fair treatment and those without contact.

There is no statistical significant difference between persons who were contacted by police (i.e. traffic stop, arrest) and felt they were treated fairly (n=137) and persons without police contact (n=892) in their opinions about Portland Police officers use more physical force than necessary when dealing with community members in general. Those who were contacted by the police and felt they were treated unfairly (n=50) were significantly more likely to agree Portland Police officers use more physical force than necessary when dealing with community members in general compared to persons who felt they were treated fairly and those without police contact.

Question #2*	STRONGLY AGREE (1)	AGREE (2)	NEITHER AGREE/ DISAGREE (3)	DISAGREE (4)	STRONGLY DISAGREE (5)
Portland Police officers use more physical force than necessary when dealing with:		0	0	0	0
Racial or ethnic minorities	U	U	U	U	U

^{*}Response scale and question wording is reversed from earlier questions so higher scores continue to reflect a more positive evaluation of the police.

Analysis



^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Interpretation

Persons who contacted the police for help and felt they were treated fairly (n=296) were significantly less likely to agree that **Portland Police officers use more physical force than necessary when dealing with racial or ethnic minorities** compared to both persons without police contact (n=759) and persons who felt they were treated unfairly during their contact (n=36).

There is no statistical significant difference between persons who were contacted by police (i.e. traffic stop, arrest) and felt they were treated fairly (n=139) and persons without police contact (n=892) in their opinions about Portland Police officers use more physical force than necessary when dealing with racial and ethnic minorities. Those who were contacted by the police and *felt they were treated unfairly (n=51) were significantly more likely to agree* Portland Police officers use more physical force than necessary when dealing with racial and ethnic minorities compared to persons who felt they were treated fairly and those without police contact.

Question #3*	STRONGLY AGREE (1)	AGREE (2)	NEITHER AGREE/ DISAGREE (3)	DISAGREE (4)	STRONGLY DISAGREE (5)
Portland Police officers use more physical force than necessary when dealing with:		0	0	0	0
People experiencing a mental health crisis	U	O	O	O	O

^{*}Response scale and question wording is reversed from earlier questions so higher scores continue to reflect a more positive evaluation of the police.

Analysis



^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Interpretation

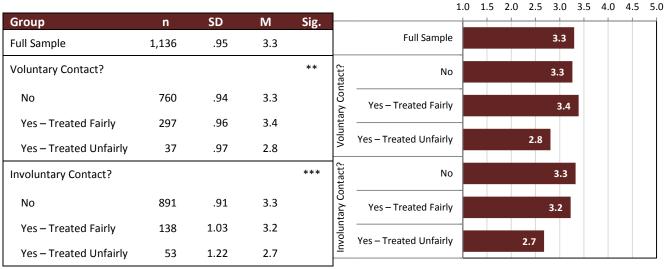
There is no statistical significant difference in personal opinions that Portland Police officers use more physical force than necessary when dealing with people experiencing a mental health crisis based on one's contact experience, whether deemed fair or unfair, or non-contact with police over the past year.

There is no statistical significant difference between persons who were contacted by police in the past year (i.e. traffic stop, arrest) and felt they were treated fairly (n=140) and persons without police contact (n=898) in their opinions about Portland Police officers use more physical force than necessary when dealing with people experiencing a mental health crisis. Those who were contacted by the police and *felt they were treated unfairly (n=52) were significantly more likely to agree* Portland Police officers use more physical force than necessary when dealing with people experiencing a mental health crisis compared to persons who felt they were treated fairly and those without police contact.

Question #4*	STRONGLY AGREE (1)	AGREE	NEITHER AGREE/ DISAGREE (3)	DISAGREE (4)	STRONGLY DISAGREE (5)
Portland Police officers use more physical force than necessary when dealing with:		0	0	0	-
People in my neighborhood	O	O	O	O	O

^{*}Response scale and question wording is reversed from earlier questions so higher scores continue to reflect a more positive evaluation of the police.

Analysis



^{*&}lt;u>p</u> < .05, **<u>p</u> < .01, ***<u>p</u> < .001.

Interpretation

There is no statistical significant difference between persons who contacted the police for help and felt they were treated fairly (n=297) and persons without police contact (n=760) in their opinions about Portland Police officers use more physical force than necessary when dealing with people in my neighborhood. Persons who *believed they were treated unfairly (n=37) were significantly more likely to agree* Portland Police officers use more physical force than necessary when dealing with people in my neighborhood compared to persons who felt they were treated fairly and those without police contact.

There is no statistical significant difference between persons who were contacted by police (i.e. traffic stop, arrest) and felt they were treated fairly (n=138) and persons without police contact (n=891) in their opinions about Portland Police officers use more physical force than necessary when dealing with people in my neighborhood. Those who were contacted by the police and *felt they were treated unfairly (n=50) were significantly more likely to agree* Portland Police officers use more physical force than necessary when dealing with people in my neighborhood compared to persons who felt they were treated fairly and those without police contact.

There was not much variation in perceptions of police use of force between persons who felt they were treated fairly during either voluntary or involuntary contacts with police and persons who had no police contacts in the prior year. This finding is similar to Section II where a perception of fair treatment is not related to differences in perceptions of quality of police services compared to those with no contact. However, consistent throughout all three sections of the report, persons who felt they were treated unfairly during voluntary and involuntary contacts were significantly more likely to agree that police officers use more force than necessary when dealing with the general public, racial/ethnic minorities, and people experiencing a mental health crisis compared to respondents who felt they were treated fairly or had no contact. This finding demonstrates that negative perceptions of fairness in a single incident may influence overall perceptions of police use of force.

VI. OVERALL SUMMARY AND RECOMMENDATIONS

The purpose of this report is to ascertain whether voluntary and involuntary police contacts in the prior year that are perceived as fair compared to unfair appear to influence opinion over the focal elements of the DOJ settlement agreement – Legitimacy and Trust, PPB Performance, and Perceptions of Use of Force. Do persons reporting no police contact have different attitudes towards police than those who have had recent contacts? Further, does the type of contact – voluntary or involuntary – affect attitudes toward the police?

The overall findings indicate that 89% of persons who voluntarily contacted the police for help and 73% of persons who were involuntarily contacted by the police believe they were treated fairly during the contact. It's important to know that, on average, Portland Police officers have done a good job making the public feel they were treated fairly during both types of recent police contacts. By increasing a sense of fairness during public contacts the Bureau will be able to increase the public's overall trust, confidence, and support. The results provide evidence that it is the manner in which the public perceives they are treated during a police contact that is critical to influencing attitudes towards the police, not whether they were involuntary stopped by the police. Done appropriately, proactive policing may not harm trust and legitimacy as long as persons perceive they are being treated fairly during their contact. Developing a better understanding of what leads to perceptions of fair treatment is an important next step.

There were; however, certain segments of the public that were significantly more likely to feel they were treated unfairly during recent police contacts (see Appendix tables, pp. 45-46). Differences in opinion over treatment were more pronounced among those reporting involuntary contacts compared to voluntary contacts. Minority respondents, particularly Spanish/Latino and "Other" race respondents, were significantly more likely to believe they were treated unfairly during voluntary police contacts. Males and Minority respondents were also significantly more likely to perceive unfair treatment during involuntary police contacts. It is unclear why some respondents felt they were treated unfairly or fairly. Perceptions of treatment can be based on many circumstances including verbal communication/miscommunication, non-verbal cues, the resolution of the contact (e.g. warning vs. citation), response time, the reason for the contact, differences in expectations, or prior attitudes towards the police. All we know is that race/ethnicity and gender is related to perceptions of fairness in a police contact. Readers interested in analyses of racial/ethnic differences in perceptions of police trust, quality of services, and use of force should refer to the first report in this series. In the future we expect additional study on the intersection of race/ethnicity, police contact, and perceptions of police will be conducted and made available on the CJPRI website (www.pdx.edu/cjpri)

Although contacts perceived as unfair are rare based on the survey results, social psychological research suggests negative associations have a more powerful influence on our memory and attitude formation

(e.g., Kensinger, 2007). Portrayals of unfair contacts shared by acquaintances, friends, family, neighbors or in the media may also have an influence over the attitudes of the general public who have limited or no recent police contact experiences. Thus, it is important to continually work towards understanding how the public, particularly different demographic populations, evaluate and judge fair treatment.

The most pronounced, and perhaps surprising, finding was that persons who believed they were treated fairly in their most recent voluntary or involuntary police contact had a higher opinion of police legitimacy and trust than persons reporting no police contact and much higher opinion compared to those who believed they were treated unfairly. It makes theoretical sense that persons who believe they were treated fairly would likely express trust in police, but it's not so obvious they would have more positive opinions regarding trust and legitimacy than persons reporting no police contact. This finding is supportive of the growing interest among law enforcement to reinforce for officers communication techniques that resolve contacts in a "procedurally just" fashion. Perceptions of police trust and legitimacy appear to be strongly influenced by real-life police contact experiences. We cannot rule out that persons who call the police for help, on average, already have higher trust in police. Thus, a causal relationship between perceiving a contact as fair and police trust cannot be confirmed with cross-sectional data because we're only measuring attitudes at one point in time. Similarly, we cannot confirm that perceptions of unfair treatment "cause" lower evaluations of trust, quality of services, and use of force based on the correlations we note; they may have had a lower opinion prior to the contact.

Despite these noted limitations about causality, the study results validate a key recommendation for addressing public opinion described in our first survey report we referred to as *Steps to Ensure Quality Police-Public Encounters*, which is repeated here:

Steps to Ensure Quality Police-Public Encounters

Recommendation 1: Explore the types of training content areas that would benefit the Bureau and officers when interacting with the public around a wide variety of contexts and scenarios. Particular emphasis should be placed on crisis intervention training, procedural justice, public relations and communication, communication strategies in diverse communities, implicit bias, 4th and 14th amendments, and community crime prevention and partnership development.

Recommendation 2: Assess existing trainings available and consider the following: Is there data to support efficacy of available trainings? How will officers respond to the training? What strategies can be used to ensure officer buy-in to the training content?

Recommendation 3: Develop evaluation plans for any training undertaken to assess outcomes (e.g. use of force, citizen complaints) and improve training delivery.

Recommendation 4: Increase the use of car and person cameras for officers and analysis of camera footage. The footage could be used to inform targeted trainings on particular encounter characteristics and assess Bureau performance.

Recommendation 5: Develop a performance recognition program that identifies and rewards officers with a record of engaging in quality police-public encounters.

To these five steps we offer an additional research step that this report's findings necessitate.

Recommendation 6: Develop a better understanding through research of the components of police-public contacts that are related to why one perceived the contact as fair or unfair. The current research is unable to discern the reasons behind respondent's judgment of treatment. Knowing these factors will allow the Bureau to develop targeted strategies that have the potential to improve the public's perceptions of their treatment during a police contact. Such research could be accomplished with a detailed follow-up questionnaire when persons have contact with the police. In addition, having evaluators rate real footage of police-public contacts can provide insight into the visual and audio queues that stimulate perceptions of fairness or unfairness.

Recommendation 7: This research suggests proactive policing strategies by themselves may not harm public perceptions, as long as officers are trained to conduct themselves in accordance with constitutional standards and communications styles that enhance perceptions of procedural justice. Tyler & Huo (2002) discuss the importance of officers thoroughly explaining their actions and motivations, treating persons with respect, allowing for questions and appeals, showing neutral and consistent behavior, and expressing compassion during police-public interactions.

The other broad recommendation category discussed in our first report we referred to as *Steps to Increase Public Knowledge* is also relevant to the findings in this second report. For example, persons who believe they were treated fairly have similar opinions of Police Bureau effectiveness and use of force as persons who have had no recent police contacts. Thus, it is still important for the Bureau to find ways to increase the public's knowledge of their successes and efforts to address key issues detailed in the DOJ findings letter. Knowledge of the Bureau's overall successes and efforts are not likely communicated through police contacts.

In conclusion, the good news is that the overwhelming majority of the public who comes into contact with Police Bureau officers feel they were treated fairly. Understanding why some persons and population groups feel they were treated unfairly is an important next step to developing strategic efforts to improve contact experiences in the future.

APPENDIX

Sample Characteristics of VOLUNTARY CONTACTS (i.e. asked police for help)

Demographic Factors	Contact – Treated Fairly			- Treated airly
Males	125	88.0%	17	12.0%
Females	183	89.7%	21	10.3%
Age 45 or older	183	90.1%	20	9.9%
Age < 45	123	87.2%	18	12.8%
White Only	250	91.2%	24	8.8%
Minorities	64	80.0%	16	20.0%ª
Spanish, Hispanic, Latino	18	72.0%	7	28.0% ^b
African American	21	87.5%	3	12.5%
Asian	14	93.3%	1	6.7%
Native American	7	70.0%	3	30.0%
Other	24	77.4%	7	22 .6% ^c
Born in Oregon	111	87.4%	16	12.6%
Born in other U.S.	174	90.2%	19	9.8%
Born outside U.S.	25	86.5%	4	13.8%
Some High School	6	75.0%	2	25.0%
HS Degree/GED	30	81.1%	7	18.9%
Some College	74	86.0%	12	14.0%
Associate Degree	35	85.4%	6	14.6%
Bachelors or higher	165	93.2%	12	6.8%

^a Minority respondents who report a voluntary police contact in the prior year were significantly more likely to believe they were treated unfairly compared to White only respondents.

^b Spanish/Latino respondents who report a voluntary police contact in the prior year were significantly more likely to believe they were treated unfairly compared to non-Spanish/Latino respondents.

^c "Other" race respondents who report a voluntary police contact in the prior year were significantly more likely to believe they were treated unfairly compared to all other respondents.

Sample Characteristics of INVOLUNTARY CONTACTS (i.e. stopped by police, arrested)

Demographic Factors	Contact – Treated Fairly			ct – Treated Jnfairly	
Males	52	61.2%	33	38.8% ^a	
Females	88	81.5%	20	18.5%	
Age 45 or older	85	73.3%	31	26.7%	
Age < 45	54	72.0%	21	28.0%	
White Only	109	79.0%	29	21.0%	
Minorities	35	59.3%	24	40.7% ^b	
Spanish, Hispanic, Latino	11	61.1%	7	38.9%	
African American	9	60.0%	6	40.0%	
Asian	6	66.7%	3	33.3%	
Native American	4	57.1%	3	42.9%	
Other	20	60.6%	13	39.4%	
Born in Oregon	54	72.0%	21	28.0%	
Born in other U.S.	75	75.0%	25	25.0%	
Born outside U.S.	13	68.4%	6	31.6%	
Some High School	4	66.7%	2	33.3%	
HS Degree/GED	16	76.2%	5	23.8%	
Some College	34	68.0%	16	32.0%	
Associate Degree	14	63.6%	8	36.4%	
Bachelors or higher	75	77.3%	22	22.7%	

^a Male respondents who report an involuntary police contact in the prior year were significantly more likely to believe they were treated unfairly compared to female respondents.

^b Minority respondents who report an involuntary police contact in the prior year were significantly more likely to believe they were treated unfairly compared to White only respondents.

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