

NOVEMBER 2020

Public Safety

Backgrounder



Introduction and purpose of this document

The singular objective of the OHSU Department of Public Safety is to support OHSU's mission of enhancing the health and well-being of all Oregonians by providing a safe and secure environment for OHSU's community of patients, visitors, employees and students through the delivery of law enforcement and public safety services in a unique academic health center environment.

The OHSU Campus Safety Review Task Force (OCSRTF), created by OHSU President Jacobs, will evaluate OHSU Department of Public Safety operations, procedures, use of force, services and structure to ensure they align with OHSU's missions and values, and follow procedurally just and equitable practices in public safety. The work of the OCSRTF is part of OHSU's continued movement towards becoming an anti-racist institution by identifying and disabling structural racism.

The nation has risen to demand changes in the way law enforcement services are delivered to our communities. The OHSU Department of Public Safety is a leader in best practices, but periodic input, review and oversight of the department is essential to maintaining that advantage and to ensure that these practices reflect and advance evolving models for anti-racist policing and safety.

To initiate and inform the work of the OCSRTF, this background document presents a broad overview, history and current description of the OHSU Department of Public Safety. This document is meant to serve only as a starting point; additional data and materials will be made readily available to the task force as needed and requested.



The setting—OHSU security needs are unique and complex

OHSU's size, geographic layout and scope present a unique and complex environment for safety and security.

OHSU is among the largest employers in Oregon, with about 18,200 people working in geographically-dispersed locations, including Marquam Hill, the South Waterfront, the West Campus and others. Altogether, OHSU occupies more than 7.9 million square feet on about 400 acres. Last year, OHSU provided health care to approximately 71,000 children and 230,000 adults in its hospitals and clinics, across a breadth of disciplines including trauma, emergency, mental illness, and seriously ill children and adults. At any given moment, patients and visitors at OHSU facilities may be facing acute health crises or other highly stressful situations.

Nearly 5,000 students are enrolled in OHSU education programs. The university is home to hundreds of research labs and programs—including the Oregon National Primate Research Center, one of only seven such facilities in the U.S.

More recently, with the arrival of COVID-19, the means by which OHSU meets its missions of health care, education, research and community outreach are evolving. To an unknown degree, this will impact the future safety and security needs of the university.

A history of the Department of Public Safety

A security presence on the OHSU campus has existed for decades, and was first called the Security and Parking Division when OHSU, previously known as the University of Oregon Medical School, was created around 1970. However, it wasn't until the 1990s that the Department of Public Safety was formally recognized as an OHSU organizational entity.

For most of its existence, the department was comprised of unarmed public safety officers, also called community service officers. Their authority for and approach to intervention in disputes or to otherwise keep the OHSU community safe was derived from and overseen by the OHSU Board of Directors and OHSU administration.

A shift in the approach to campus security began in 2004, due to an increasing number of security calls resulting in potentially violent situations. In response, OHSU authorized the use of Tasers by its public safety officers, along with training in their use.

This shift accelerated in 2007 after the mass shooting at Virginia Tech. In response, OHSU—along with colleges and universities across the country—began a process of reviewing its “critical incident readiness” for such events. The challenge of OHSU’s location on Marquam Hill quickly became apparent.

According to data reporting by the Federal Bureau of Investigation, 70% of active shooter incidents last less than five minutes. Scenario-analyses showed it would take the Portland Police Bureau a minimum of seven to nine minutes to respond to an active shooter on the Marquam Hill campus.

Simultaneously, as OHSU was experiencing rapid growth and expansion, increasing concerns related to safety and security were emerging. For example, if an individual was suspected of bringing a weapon to campus, OHSU public safety officers did not have the authority to stop or search them, or if needed, to place a mental health hold on an individual because the officers were not certified as police by the State of Oregon.

In 2008, President Joe Robertson convened a task force to consider the necessary steps to ensure the continued safety of the OHSU community. The Critical Incident Readiness Task Force, chaired by State Senator Ginny Burdick, included members from law enforcement, government and OHSU.

The task force was charged with answering two questions: Is the existing police response to an active shooting incident at an OHSU facility adequate? If not, what changes should be made to improve that response?

Over the course of several months, the 21-member task force heard from local law enforcement, including the Portland Police Bureau, OHSU community members, representatives from educational institutions that had transitioned their security departments into police departments, adjacent neighborhood representatives and others.

The task force recommended that OHSU seek legislation to empower the OHSU Department of Public Safety with police authority and that OHSU should establish an armed police presence on its campus—either by arming its own public safety officers or by contracting with a local police department for that armed presence.

The task force recommendations stemmed from its conclusion that the location of OHSU’s campus resulted in an unacceptable response time from Portland Police to an active shooter situation. The task force further asserted that the safety of the OHSU campus would be enhanced by establishing a permanent presence of certified and armed law enforcement officers, stipulating the need for specialized training to deal with vulnerable populations, including the mentally ill.

In 2009, OHSU sought and received legislative approval to transition OHSU public safety officers into police officers. The legislation, Senate Bill 658, authorized the Board of Directors, or OHSU representatives working under the authority of the Board, to commission police officers under Oregon law but—at the request of OHSU—the legislation withheld authority to arm those new officers. In other words, the OHSU public safety officers were now police officers in every legal sense with the same authority of any Oregon police officer except the permission to carry firearms.

At the time, OHSU elected to not arm its officers because President Robertson and others wanted to meaningfully

engage the OHSU community and surrounding neighborhoods on the decision of whether to contract with a local municipal police department to provide an armed campus presence or to arm OHSU’s newly certified police force.

OHSU consulted with numerous constituencies and considered the input of peer academic institutions. Two broad conclusions emerged. First, universities that had elected to contract with a local municipal police department for an armed campus presence reported concerns with service levels and difficulty integrating contracted police officers into existing command structures and academic cultures. Second, OHSU faculty, students and staff, along with adjacent neighborhood community members, expressed concern about having outside law enforcement officers policing OHSU’s unique academic and health care setting.

Based on these and supporting factors, OHSU concluded that arming its own officers—which would allow for OHSU control over policing policies, hiring, training and discipline—had the highest probability of ensuring a security presence aligned to OHSU’s values and missions.

With this input in hand, over the next several years, the Department of Public Safety embarked on the work to develop policy and training models that would form the basis of an armed OHSU police force, continuing to actively involve OHSU and community members to ensure that the evolving models reflected OHSU values and missions.

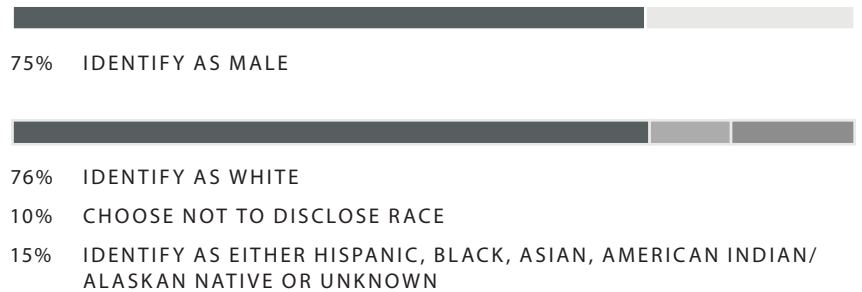
In 2013, with this work complete, OHSU again turned to the Oregon Legislature, seeking authority to arm the officers of the Department of Public Safety. The Oregon Legislature unanimously approved Senate Bill 565, which allowed OHSU police officers to be armed.

In 2014, the OHSU Board approved this move and the transition from OHSU public safety officers to fully sworn and armed OHSU police officers was complete.

Today's Department of Public Safety

OHSU police officers are organizationally part of the OHSU Department of Public Safety. Together, they are charged with enhancing the health and well-being of all Oregonians by providing a safe and secure environment for the OHSU community of patients, employees, students and visitors.

The Department of Public Safety has 47 employees, including 33 armed police officers and supervisors. Five to eight police officers are on active duty across OHSU properties at all times. Based on data provided by OHSU Human Resources, approximately:



The Department of Public Safety continually seeks opportunities to enhance the diversity of its workforce.

The department operates its own dispatch center that functions 24 hours a day, 365 days per year, overseeing all emergency and non-emergency calls. As needed, the OHSU Dispatch Center coordinates responses with the municipal Bureau of Emergency Communication, the communication center responsible for all Multnomah County public safety agencies.

The OHSU Department of Public Safety and OHSU Police respond to about 26,000 calls for service annually, the vast majority of which are associated with the health care mission.

The department serves as first responders for emergencies, violence or crimes occurring, conducts regular patrols and investigations and is responsible for threat assessment and management, pre-employment/admission background checks for employees, and students and workplace violence prevention programs. The department also fulfills additional responsibilities, listed below:

- Clinical safety, patient assistance and discharge support;
- Security assessments, OHSU access control and ID badges;

- Door and vehicle unlocks, location assistance and jump starts;
- Inclement weather support;
- Enterprise networked security camera system;
- Safety escorts, visitor assistance and dispatch assistance to maintenance and facilities;
- Life-flight, airship and helipad safety, support and fire suppression;
- Student and employee training and education related to safety and security.

The department both serves the unique needs of the health care, research and academic missions as well as traditional law enforcement services on OHSU-owned and controlled property. OHSU estimates that up to 25,000 people can come and go from OHSU's main campus on any given weekday, making the department's responsibility roughly equivalent to a mid-size Oregon city with similar calls for service.

By way of example in the last year, in addition to 366 Code Green calls (violence or imminent violence in the clinical setting) and 3,584 calls to assist clinical staff with a patient, the department responded to: 20 reported assaults; 7 burglaries; 197 disturbances; 51 calls relating to drug activity; 53 calls reporting harassment; 105 motor vehicle crashes; 2 robberies; 3 sexual assaults; 5 stolen vehicles; 370 trespass related calls; 35 reports of vandalism; 223 thefts; and 23 thefts from vehicles. Responses to these calls were made by OHSU police officers, all of whom are armed.

OHSU Public Safety Officers, who were previously members of AFSCME, became strike prohibited when they were certified as police officers by the State of Oregon, and separated into a separate AFSCME unit. That unit then formed the OHSU Police Officers Association. Membership is confined to OHSU police officers and is independent of any Oregon police union, including the Portland Police Association.

A unique model for police officer training customized for OHSU

As part of the decision associated with arming OHSU police officers in 2014, the Department of Public Safety—in partnership with OHSU and surrounding communities and relying on the input of relevant experts, including mental health professionals—undertook a rigorous process to develop hiring principles and customized police officer training.

Broadly, the department seeks to hire officers who demonstrate skills that will be highly effective within OHSU's unique environment. Potential recruits are evaluated for their existing expertise and experience, or their potential to become experts, in strategies related to crisis communication, de-escalation, interactions with persons in behavioral health crisis, trauma-informed care, cultural responsiveness and other elements related to OHSU's environment.

The OHSU police officer training is comprised of four parts:

1.

Upon hiring, OHSU police officers complete the identical 16-week State of Oregon Basic Police Academy required of all police officers in Oregon. In addition to competencies in law, firearms, defensive tactics, patrol tactics and use of force, the Basic Policy Academy requires completion of coursework in: emotional intelligence; implicit bias; communication; ethics; civil rights and responsibility; community competency; legitimacy and procedural justice; supporting victims; and interacting with people in behavioral health crisis.

2.

OHSU police officers complete an additional 100 hours of training customized to OHSU's unique health care and academic setting and focuses on strategic disengagement and de-escalation as primary modes of engagement. At its core, the OHSU training teaches that every physical intervention that cannot be avoided should be preceded by an attempt at non-physical de-escalation unless doing so would unnecessarily risk the safety of the officer, the public or the individual.

This customized OHSU training exceeds Oregon's legal requirements for de-escalation and force decisions, providing by policy a higher standard than state and federal law. Additionally, the customized training introduced by the OHSU Department of Public Safety was among the first in Oregon to include a formal policy acknowledging that police intervention is not always in the best interest of those involved, requiring efforts to disengage and de-escalate, or rely on other resources.

For example, the training demonstrates how an officer may yield distance to allow an agitated person the chance to calm down and comply, may use time given to gauge a person's behavior or may gather information from available staff before approaching. Similarly, an officer is trained to provide a person with time to reconsider their actions or wait for additional support resources to arrive in order to avoid a physical confrontation.

3.

After Oregon's Basic Police Academy training and the customized OHSU training are completed, OHSU police officers complete a six-month field training program, located at OHSU. The field training program requires new OHSU police officers to demonstrate practical proficiency not only with the skills required of all Oregon police officers but also with the disengagement and de-escalation principles of the customized OHSU training.

Under the guidance and mentorship of existing officers, this training provides a period when new officers learn incrementally and experientially how to interact with the unique missions at OHSU. Officers are also encouraged to build relationships with the OHSU community members they will be interacting with continually throughout their career.

4.

OHSU police officers are required to participate in up to 75 hours of annual training to ensure that officer competency is continuously improving. The training topics are chosen based on regulatory requirements, review of incidents and areas for potential improvement over the prior year, and trainings available through other OHSU stakeholders. Subject matters have included: police officer use of social media; restraint application; OHSU's Unconscious Bias training; review animal care area procedures; CPR, first aid and Naloxone use updates; K9 tracking procedures; active shooter and critical incident response; officer wellness; crisis communication; consent, FETI (forensic experiential trauma interview) principles, sexual harassment / assault response, and sexual violence data; trauma informed practices and addressing bias review; public safety use of force and procedures in clinical areas; skills updates in firearms, defensive tactics and patrol tactics; and legal updates.

The Department of Public Safety has also recently expanded on the cultural awareness and implicit bias training. Specifically, in that is received in the basic academy and onboarding training. In 2019, the department required all supervisors to complete classes with trainers regarding trauma-informed policing. In 2020, this training element was scheduled to enter a second phase to expand it to all OHSU police officers but has been temporarily postponed due to restrictions associated with managing COVID-19.

A review of OHSU police officers' use of force, stop and arrest record

Deadly force is defined as “force that under the circumstances in which it is used is readily capable of causing death or serious physical injury.”

During the six years since the 2014 decision to arm OHSU police officers, a firearm has never been discharged on duty at any time by any officer. Over these six years, members of the department have pointed a firearm at a person a total of nine times.

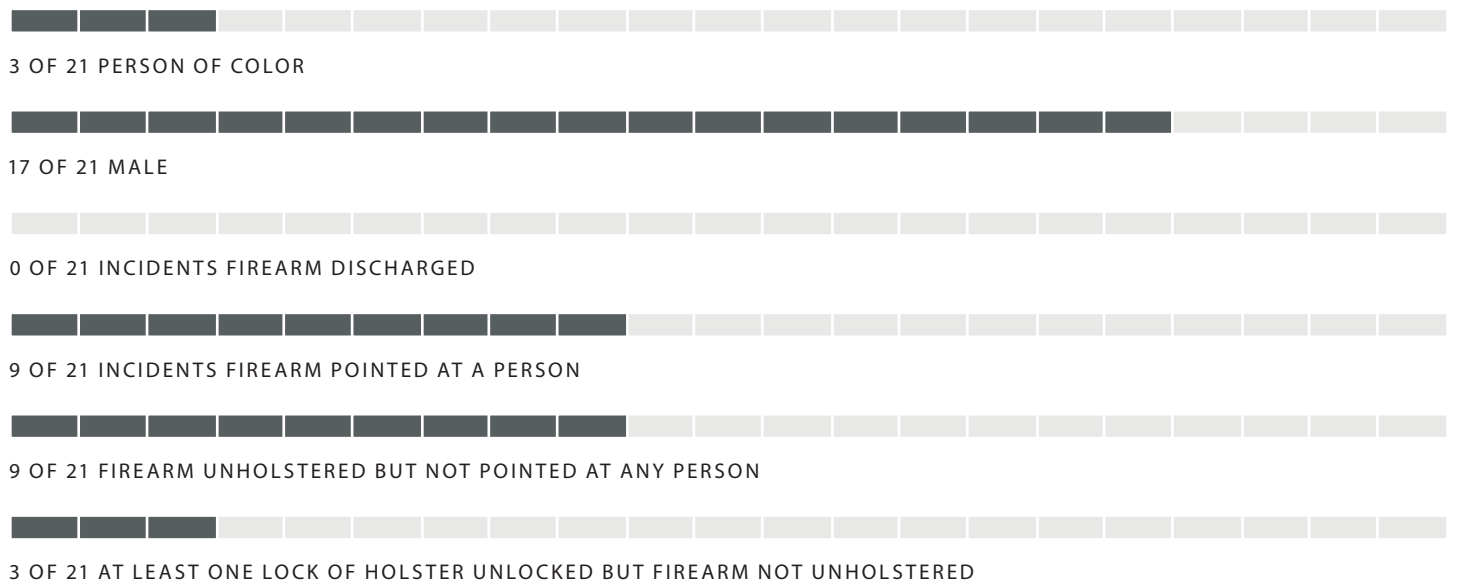
While most police agencies only require documentation when a firearm is discharged or pointed at a person, OHSU’s policy goes beyond this legal requirement and requires data collection on two additional metrics: 1) when a firearm is unholstered but not pointed at a person and 2) when an officer “unlocks” one of the four “locks” on the holster required to release the firearm.

During the same six-year time period, OHSU police officers unholstered their firearms nine times and unlocked one or more locks on their holsters three times.

OHSU also tracks four other categories of use of force—since 2014, there have been seven incidents of Taser use and no incidents of using a baton, impact weapon or OC (pepper spray).

The tables below provide this use-of-force information in summary form, including data on the racial and gender background of the people involved in these interactions and information about the reason for the interaction.

Actions involving a firearm 21 incidents | Fall, 2014 - June 2020



Reason for interaction with a firearm
21 incidents | Fall, 2014 – June 2020



Actions involving a Taser
7 incidents | 2014 – June 2020



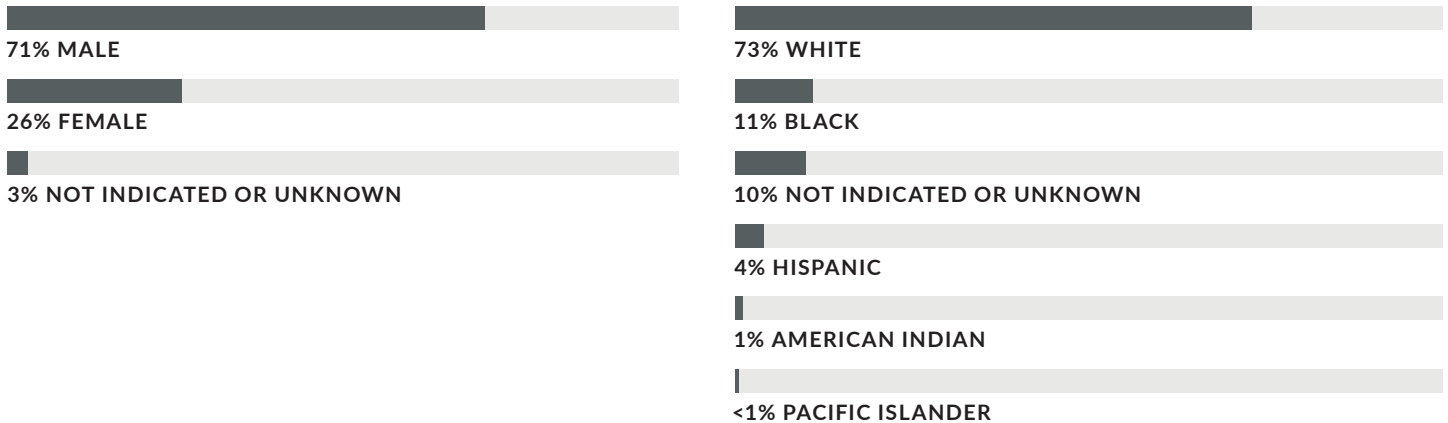
Reason for interaction with a Taser
7 incidents | 2014 – June 2020



The table below provides stop, arrest, search and citation information in summary form, including data on the racial and gender background of the people involved in these interactions and information about the reason for the interaction.

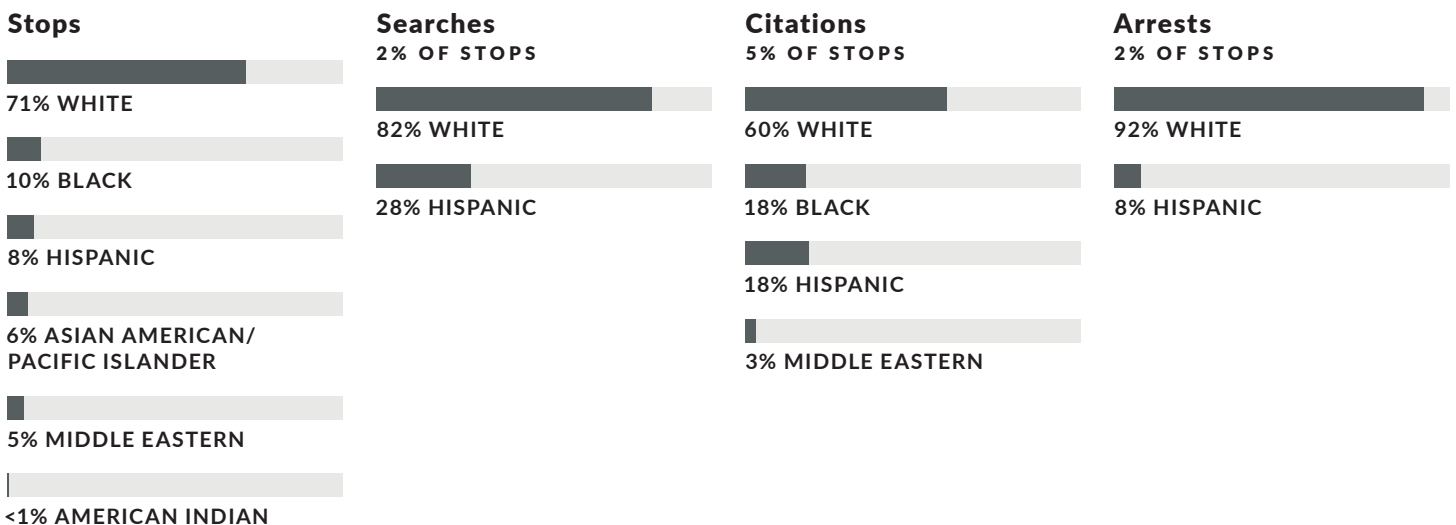
For approximately the last year, OHSU police officers made 241 arrests.

These arrests range in subject matter to include but are not limited to: assault or harassment; damage to property, theft of property, identity theft or burglary; driving while intoxicated; disorderly conduct or trespass; sexual assault, domestic violence or violations of restraining or stalking orders; failure to report as a sex offender; indecent exposure; holds for intoxication or mental illness; court issued arrest warrants; and unlawful weapons possession.



For approximately the last year, OHSU police officers made 702 stops as reported to the Oregon STOP (Statistic Transparency in Policing) program.

These are stops, or detentions, of a pedestrian or driver of a vehicle, by a law enforcement officer, not associated with a call for service. The reasons for these stops are generally common traffic and/or pedestrian stops, for violation of vehicle code or to investigate potential criminal activity.



OHSU police activities off-campus and cooperation with local law enforcement

OHSU police officers are hired and trained to ensure a safe and secure environment on OHSU properties. However, as state-certified sworn police, OHSU police officers are authorized to fulfill policing duties anywhere in Oregon. Such interventions outside of OHSU properties are infrequent and occur only when consistent with OHSU policy. For example, OHSU police officers have intervened in assaults in progress observed while driving from one OHSU location to another location. Officers also assist in OHSU-related events off campus such as EMTs and paramedics requesting assistance if they are being physically attacked by a patient during ambulance transport to OHSU.

For the purpose of recordkeeping, property storage and other administrative functions, OHSU police officers cooperate with local jurisdictions, including the Portland Police Bureau. OHSU officers also participate in joint critical incident training with the Portland Police Bureau officers and other regional law enforcement agencies.

In some cases, OHSU police officers may request specialty assistance from other law enforcement agencies, such as the Portland Police Bureau, to manage an incident requiring specific expertise, such as the Portland Police Bureau Explosive Disposal Unit, or if there is a significantly dangerous or serious incident for which additional resources are needed. The OHSU Department of Public Safety also provides support to regional law enforcement agencies in reciprocal fashion based on interagency cooperation and OHSU policy as appropriate.

The OHSU Department of Public Safety contracts with Allied Security, a national firm, to provide up to eight unarmed security guards on an as-needed basis. These individuals provide oversight services at various locations throughout OHSU to fulfill requests for an unarmed security presence, such as at the pharmacy, tram platforms, access control overnight and for special events.

Oversight of the Department of Public Safety and police

The OHSU Department of Public Safety and OHSU police officers report to the OHSU Chief of Operations who reports to the OHSU Chief Administrative Officer and Chief of Staff.

OHSU has established the Critical Incident Committee (CIC) for ongoing oversight and to review all reportable use of force by OHSU police officers on a regular basis. The fifteen-member committee has broad campus-wide representation.

The CIC is authorized to impose a number of outcomes, including investigation or recommendation of discipline, amending policies and procedures, recommending training in certain areas, or individualized coaching. As needed, the committee is empowered to stand as a review board for an individual incident.

The Department of Public Safety maintains a formal complaint process available to any member of the public and includes formal guidelines for the reporting, investigation and disposition of complaints. Additionally, the Department conducts an informal monthly survey of customer satisfaction directed to members of the OHSU community that have interacted with OHSU police officers during a call for service.