

Department of Public Safety Standards & Training

# Basic Police Forecasting Report

2022-2023 Enrollment Information & Police Workforce Forecasting

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## EXECUTIVE SUMMARY

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Since 2015, hiring and separation counts of Oregon police officers have experienced a considerable increase. In an average year, from 2015 onward, 568 officers are hired, and 570 officers separate from their agencies. Between 2018 and 2021, there were more separations than hires each year, leaving staffing even further in a deficit. The 2022 statewide staffing survey supports this, with 50% of responding agencies indicating that their staffing shortages have increased compared to five years ago (2017).

Here at DPSST, the increased hiring since 2015 translated to increased academy registration numbers, and the forecast and survey responses indicate this upward hiring trend may continue through 2025.

For at least this biennium - with approximately 78% of agency hires requiring attendance at the Basic Police (BP) academy - any increase, or even plateau, in hiring will most likely result in a continued backlog of academy registrations, as was the case in 2022. The last year saw over 700 new hires, resulting in academy registrations surpassing the 400 graduate yearly capacity of the BP academy.

To note, the exact relationship between agency hiring and academy registration is a complicated one. Retirements, resignations, officer length of service, public views of policing, and even the timing of when an entry-level officer is hired during the year are all factors in agency hiring counts. Continued and more in-depth examination of these factors is key to a better understanding of academy registration forecasting.

# CONTENTS

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Executive Summary.....	i
Part One: Statewide police staffing.....	1
Introduction.....	1
Staffing survey.....	1
Statewide hiring & separations .....	1
Past & future hiring trends .....	3
Perceptions of staffing changes .....	4
Regional responses .....	5
Responses by tier .....	5
Part Two: Academy Registrations.....	7
Current academy registrations.....	7
Regional distribution of students .....	7
Top contributing agencies .....	8
Total students by county in Oregon.....	9
Survey perceptions of academy attendance .....	10
Forecasting future trends .....	11
Hiring and academy registration.....	11
implications of forecasted trends .....	13
Conclusion .....	15

# PART ONE: STATEWIDE POLICE STAFFING

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## INTRODUCTION

This report outlines past and future statewide staffing trends, how staffing is perceived by agencies, and what it means for academy registrations. For this report, we analyzed data from DPSST's in-house database, SkillsManager, as well as a statewide staffing survey.

### Staffing survey

The 2022 pilot DPSST Staffing Survey sheds light on the future regional distribution of students for Basic Police Academy. In late 2022, the Center for Policing Excellence surveyed *agencies* on their overall staffing and anticipated training needs for Basic Police Academy. Eighty-four agencies responded. The purpose of the survey is three-fold:

- To track broad changes in the policing workforce, much like the Police Executive Research Forum (PERF) 2017 National Police Workforce Survey,
- Ask agencies directly about their future needs for Basic Police Academy, and
- Serve as a starting point for an annual staffing survey that will help DPSST understand stakeholder basic training needs.

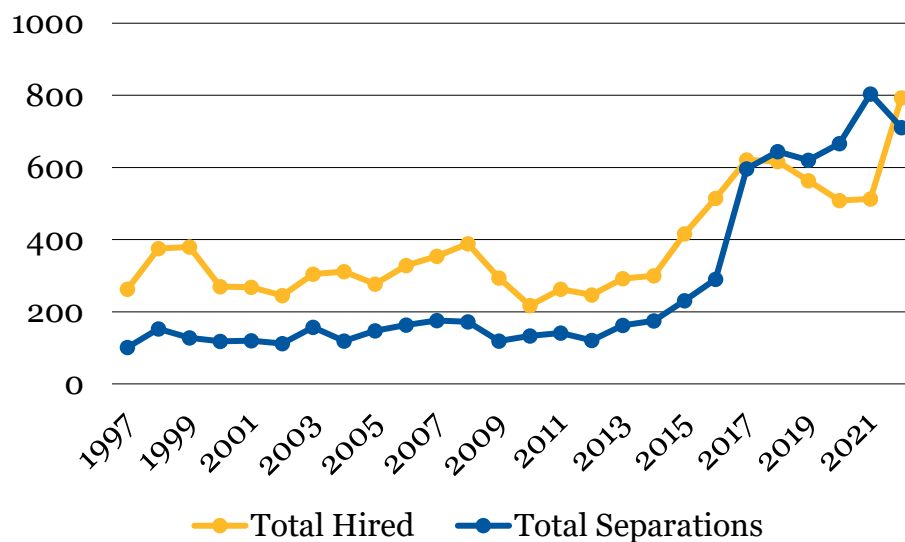
With the 2022 results and feedback in mind, the staffing survey will be adjusted slightly to become a yearly survey and subsequently, a more robust tool for understanding hiring and attendance trends in the future.

## STATEWIDE HIRING & SEPARATIONS

It is no surprise that academy registration numbers are closely tied to statewide staffing changes. To better understand current and future registration trends, it is important to examine how staffing of Oregon police agencies has changed over time. First, a few definitions are provided:

- **Hiring:** A count of any police officers who had the action “Hired” in their SkillsManager record during that period
- **Total Separations:** A combined count of any police officers who had the following actions in their SkillsManager record during that period: Resign, Retire, Discharged, Terminated, Probationary Discharge, or Deceased

*Figure 1: Statewide yearly hiring and separations, 2007-2022*



In the available study period (1997-current), hiring numbers in 2015 began an increased trend upwards, exceeding counts from any of the previous years. Prior to 2015, the yearly average was about 299 officers hired. **Since and including 2015, the Total Hired yearly average is 568 officers.**

Alongside this hiring increase, separations also began to increase, with voluntary separations (resign and retire) being the largest contributors. Prior to 2015, an average of 140 officers left their agencies each year. **In 2015 to 2022, an average of 570 officers left their agencies.** Additionally, from 2018 to 2021, there were more separations than hires each year.

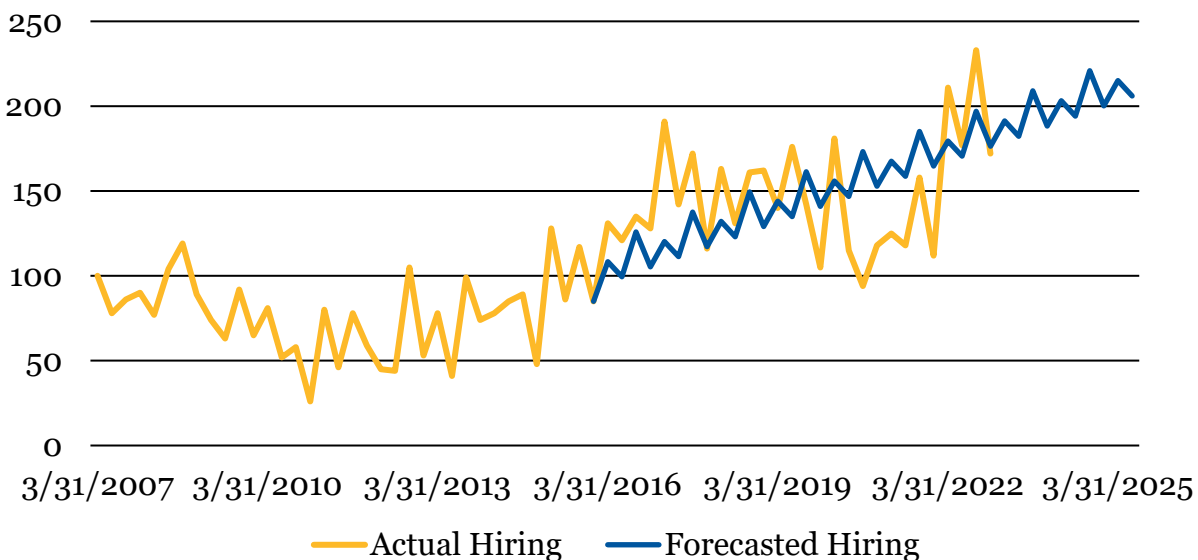
**A word about context** – it should be noted that many officers will appear in both the separation and hiring counts. In other words, not everyone hired in a year is an entry-level police officer who is required to attend the academy. Based on feedback from officers across the state - particularly in the DPSST leadership classes - and the

statewide agency survey, many of those resigning from their agencies are being hired at other Oregon agencies (lateral officers).

## PAST & FUTURE HIRING TRENDS

Changes in the police workforce are incredibly complex, including a considerable influence from social events and thus, hard to predict with certainty. For example, the graphs above and below illustrate this dramatically in 2020 and 2021. Hiring in 2020 dipped, while separations in 2020 and 2021 soared. It is reasonable to assume that many of both were related to the COVID pandemic. Anecdotal information indicates several resignations and retirements may have been also the result of significant social change brought on by the murder of George Floyd.

*Figure 2: Forecast of quarterly statewide hiring*



Additionally, the increase in separations and hiring can also be affected by past events. For example, the initial surge in retirements may be a result of a hiring surge 25 to 30 years ago, leaving a considerable number of officers in position to retire.

With the above context in mind, a simple Excel hiring forecasting model was created using historical *quarterly* data since 2007 - the first full year of classes at the current DPSST campus. Based on this model, 2023 forecasts approximately 770 hires.

Unfortunately, this relatively simple model does not consider other factors such as separations.

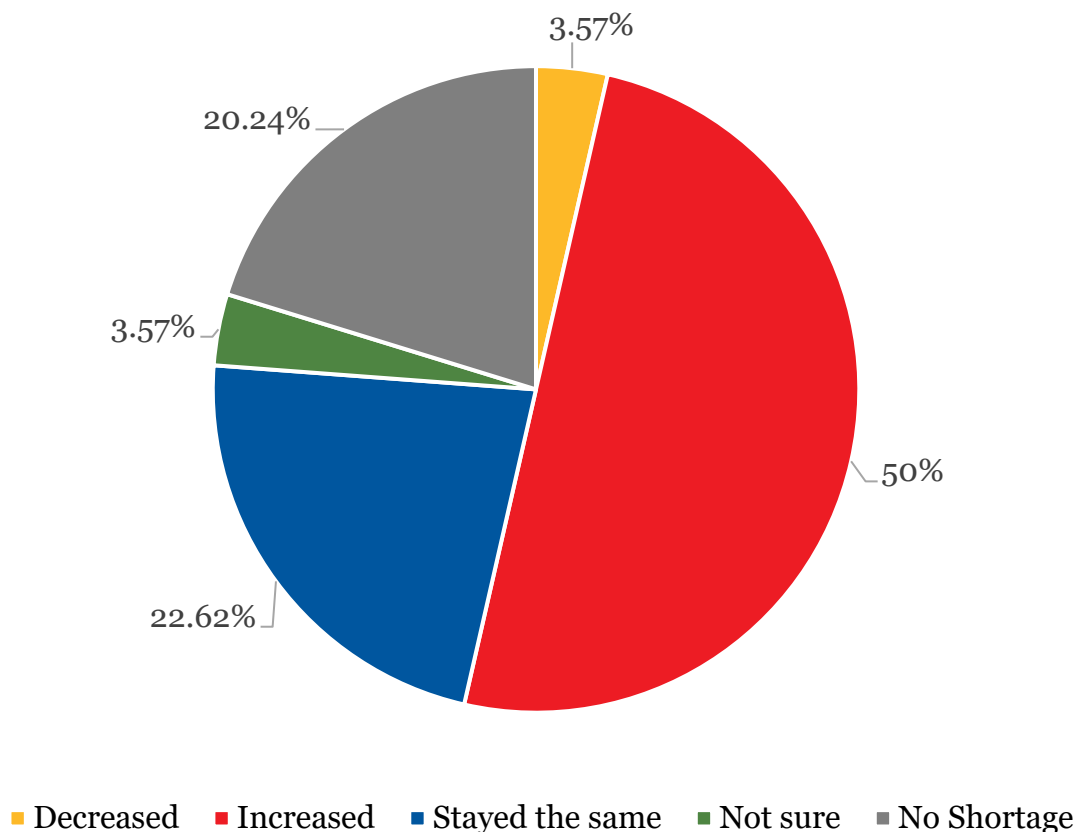
## PERCEPTIONS OF STAFFING CHANGES

It is important to consider staffing changes beyond raw numbers, which is where the statewide staffing survey is relevant.

Agencies were asked to respond to the question: If there is a shortage of full-time sworn personnel at your agency, how does that shortage compare to 5 years ago? Agencies selected one of the following responses: increased, stayed the same, decreased, N/A—my agency doesn't have a shortage of full-time sworn personnel, and not sure.

Statewide, half of the responding agencies indicated that the shortage of full-time sworn personnel has increased.

*Figure 3: Agencies responses to changes in staffing shortages in last 5 years*



## Regional responses

Breaking down the responses by region demonstrates that over half of agencies in the Eastern Region and Northwest Region perceived that their staffing shortages have increased compared to 5 years ago.

*Table 1: Perceived staffing shortages by region*

Region	% of agencies indicating perceived increase in staffing shortages
Statewide	50.0%
East	54.5 %
Northwest	51.1 %
Central	42.9 %
Southwest	44.4 %

## Responses by tier

Breaking down the results by agency tier can help clarify if perceived staffing issues are worse depending on the size of agency. Following the convention of the Oregon Criminal Justice Commission, the tier definitions are as follows:

- Tier 1: 100 or more sworn officers
- Tier 2: 25-99 officers
- Tier 3: 1-24 officers

Perceptions of staffing shortages appear to be more acute with Tier 1 and Tier 2 agencies, with 3 of 4 Tier 1 agencies and 3 of 5 Tier 2 agencies indicating their staffing issues are worse, compared to 2 of 5 of Tier 3 agencies.



*Table 2: Perceived staffing shortages by agency size*

Tier	% of agencies indicating perceived increase in staffing shortages
Statewide	50.0%
Tier 1 (100 + officers)	75.0%
Tier 2 (25- 99 officers)	61.5%
Tier 3 (1-24 officers)	40.0%

Officers shortages are an imperfect predictor of future BP enrollment because the agency may not hire even if they are experiencing shortages. The agency could also hire officers that do not need to attend Basic Police Academy. With that said, it is likely that, if most agencies are experiencing shortages, this would likely translate into higher demand for BP registrations.

## PART TWO: ACADEMY REGISTRATIONS

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### CURRENT ACADEMY REGISTRATIONS

As of the beginning of March 2023, and based on available data provided by Skills Manager, there are **394 registered** students for Basic Police Academy across cohorts 420 to 429 (Table 1). For reference, the academy starts 10 BP classes a year – capping the number of students per year at 400.

*Table 3: Total BP Students, Classes 420-429*

BP class #	BP start date	Total students
420	9/12/2022	38
421	10/10/2022	39
422	11/7/2022	38
423	12/12/2022	41
424	1/23/2023	38
425	2/20/2023	40
426	3/20/2023	40
427	4/17/2023	40
428	5/1/2023	40
429	6/12/2023	40
<b>Total</b>		<b>394</b>

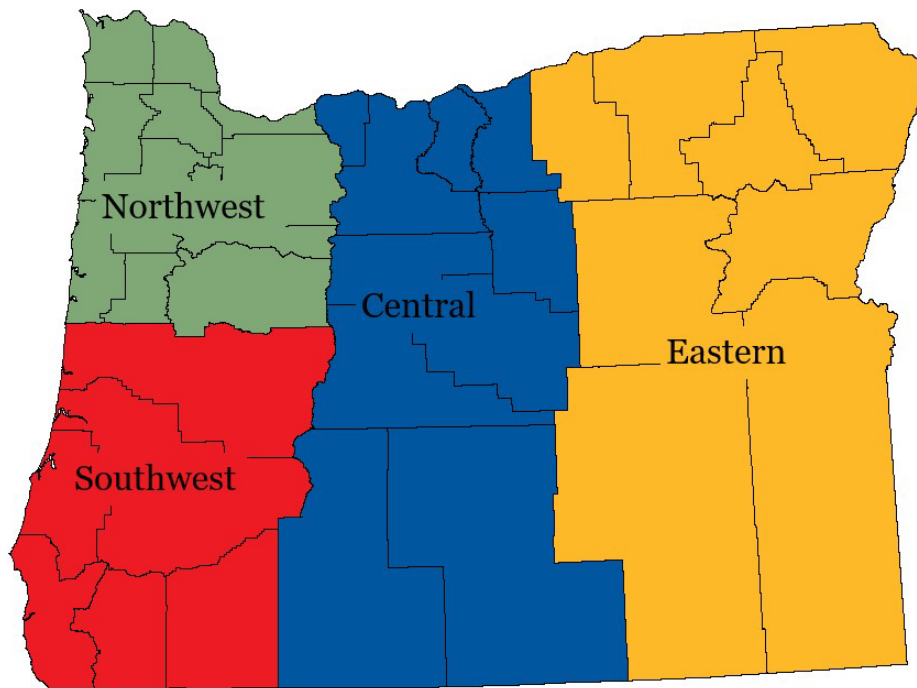
### Regional distribution of students

Based on the **394** students registered for BP classes 420-429, the data below show:

- The regional distribution of students (based on DPSST Regional Training maps)
- The top contributing law enforcement agencies (LEAs)
- A breakdown by county

DPSST divides Oregon into four regions for training purposes. Figure 1 includes maps of these DPSST regions.

Figure 4: DPSST Training Regions



The table below displays the regional distribution of the **394** students registered for Basic Police (420-429). Approximately 6 of 10 (62.69 %) students are from the Northwest Region and about 2 in 10 (21.07%) are from the Southwest Region. Fewer than 1 in 10 are from the Central Region (7.11%). The statewide category is composed of Oregon State Police (OSP) with 13 students or 3.30 %. The Eastern Region accounts for roughly 1 in 20 students or 5.84%.

Table 4: Regional Distribution of BP Classes 420-429

Region	Total number of students	Percentage (%)
Northwest	247	62.69%
Southwest	83	21.07%
Central	28	7.11%
East	23	5.84%
State	13	3.30%
<b>Total</b>	<b>394</b>	<b>100.00%</b>

### Top contributing agencies

The table below shows the agencies contributing 5 or more students to Basic Police Academy cohorts 420 to 429. Also listed are the county and region where the LEA is

based and the percentage of students from the LEA out of the 394 total students in BA classes 420 to 429. Portland Police Bureau (PPB) contributes nearly 1 in 5 of the total 394 students.

*Table 5: Agencies contributing 5 or more students to BP classes 420-429*

Agency	Total students	County	Region	Percentage
Portland Police Bureau	70	Multnomah	NW	17.77%
Eugene PD	13	Lane	SW	3.30%
Oregon State Police	13	State	State	3.30%
Clackamas County SO	11	Clackamas	NW	2.79%
Gresham PD	11	Multnomah	NW	2.79%
Beaverton PD	9	Washington	NW	2.28%
Corvallis PD	9	Benton	NW	2.28%
Medford PD	9	Jackson	SW	2.28%
Hillsboro PD	7	Washington	NW	1.78%
Klamath County SO	7	Klamath	SW	1.78%
Lane County SO	7	Lane	SW	1.78%
Marion County SO	7	Marion	NW	1.78%
Washington County SO	7	Washington	NW	1.78%
Lake Oswego PD	6	Clackamas	NW	1.52%
Linn County SO	6	Linn	NW	1.52%
McMinnville PD	6	Yamhill	NW	1.52%
Salem PD	6	Marion	NW	1.52%
Forest Grove PD	5	Washington	NW	1.27%
Lebanon PD	5	Linn	NW	1.27%
Multnomah County SO	5	Multnomah	NW	1.27%
Roseburg PD	5	Douglas	SW	1.27%
Tigard PD	5	Washington	NW	1.27%

The group of agencies who employ 4 or fewer BP students are the largest contributors to BP 420-429, accounting for 41.88% of the students. **As a single agency, Portland Police Bureau (PPB) is the second largest contributor (17.77%).**

### **Total students by county in Oregon**

Table 6 lists the number of BP students from classes 420 to 429 by their respective counties in Oregon.

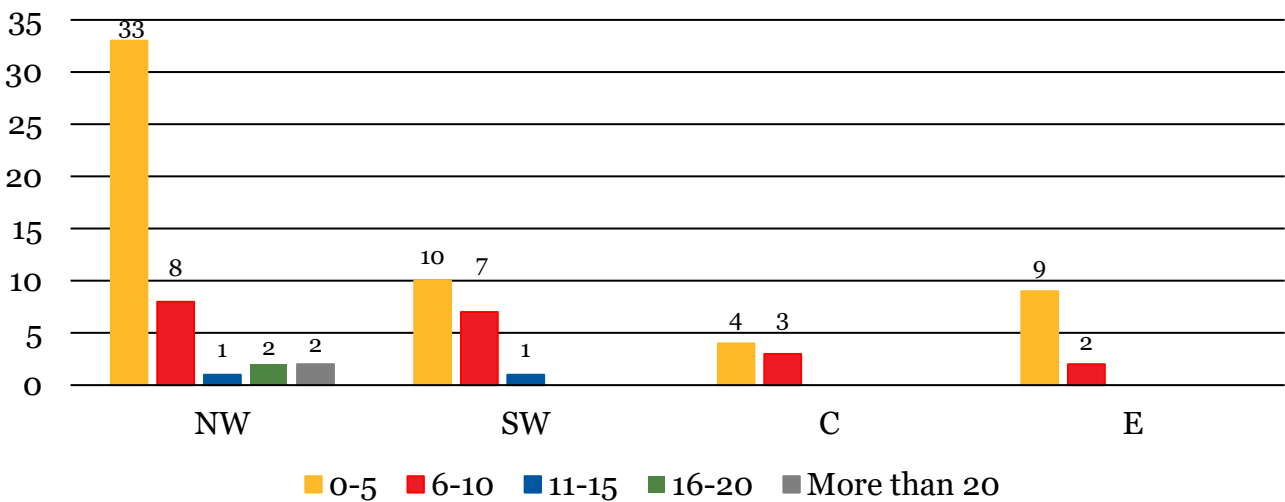
Table 6: BP 420-429 students by county

County	Total students	Percent	County	Total students	Percent
Multnomah	92	23.35%	Curry	5	1.27%
Washington	36	9.14%	Jefferson	5	1.27%
Lane	28	7.11%	Lincoln	5	1.27%
Clackamas	27	6.85%	Crook	4	1.02%
Marion	21	5.33%	Josephine	4	1.02%
Linn	18	4.57%	Harney	3	0.76%
Jackson	15	3.81%	Hood River	3	0.76%
Benton	14	3.55%	Malheur	3	0.76%
State	13	3.30%	Gilliam	2	0.51%
Douglas	12	3.05%	Grant	2	0.51%
Klamath	11	2.79%	Lake	2	0.51%
Columbia	10	2.54%	Morrow	2	0.51%
Deschutes	9	2.28%	Union	2	0.51%
Polk	9	2.28%	Wallowa	2	0.51%
Umatilla	9	2.28%	Sherman	1	0.25%
Coos	8	2.03%	Tillamook	1	0.25%
Yamhill	8	2.03%	Wasco	1	0.25%
Clatsop	6	1.52%	Wheeler	1	0.25%

### Survey perceptions of academy attendance

Agencies were asked: For the 2023 calendar year, how many people do you anticipate sending to Basic Police Academy? Agencies could respond with 0-5, 6-10, 11-15, 16-20, or more than 20. If an agency indicated more than 20, they were asked to provide a number. Note that 3 agencies indicated that they would be sending more than 20. Oregon State Police indicated they would be sending 60, Clackamas County Sheriff's Office 30, and Salem PD 22. Portland Police Bureau *did not* respond to the survey, but it is likely that they would be sending more than 20.

Figure 5: For the 2023 calendar year, how many people do you anticipate sending to Basic Police Academy



\*Oregon State Police is not represented on this chart because OSP does not correspond to a particular region in Oregon.

The survey responses mirror the results in the sample of BP Classes 420 to 429. There are more agencies in Northwest Oregon that expect to send 0-5, 6-10, 16-20, and more than 20 to Basic Police Academy. The Southwest has more agencies that anticipate sending 0-5 and 6-10 than Central and East. This means that it is likely that future Basic Police Academy enrollment will follow the rough pattern of most students coming from the Northwest, around 60 %, and roughly 20% from the Southwest, with the remainder coming from OSP (no region), East, and Central Oregon.

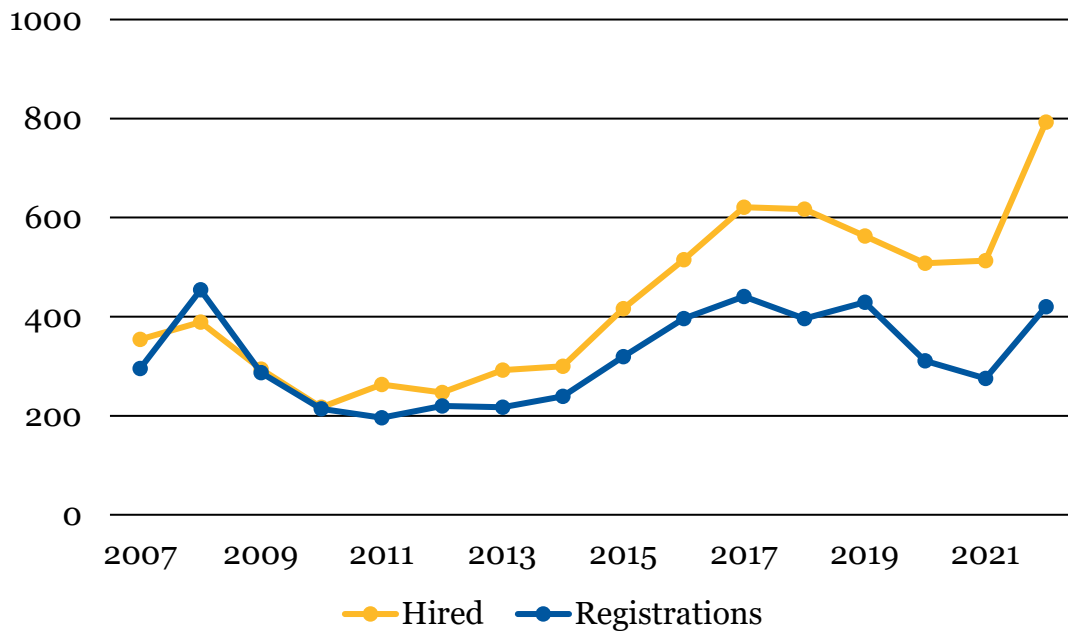
## FORECASTING FUTURE TRENDS

### Hiring and academy registration

An accurate conclusion is that when hiring increases, registrations increase. However, the exact relationship between hiring and academy registration remains unclear, leaving the question – when hiring increases *how much* do academy registrations increase?

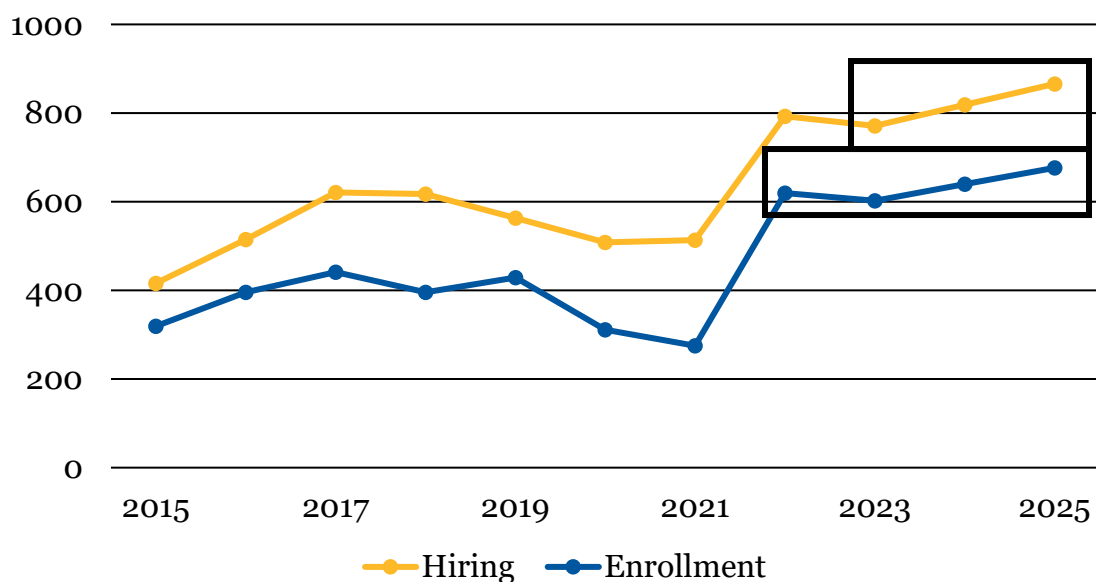
A review of historical registrations and the current delay in getting into the BP academy reveals why this is an important question. Looking at hiring and registration data since 2007 (*Figure 6*), they follow similar paths, with registration running a little lower than hiring. As noted before, this is because not every hire is an entry-level officer and required to attend the academy.

Figure 6: Yearly hiring and academy registration, 2007-2022



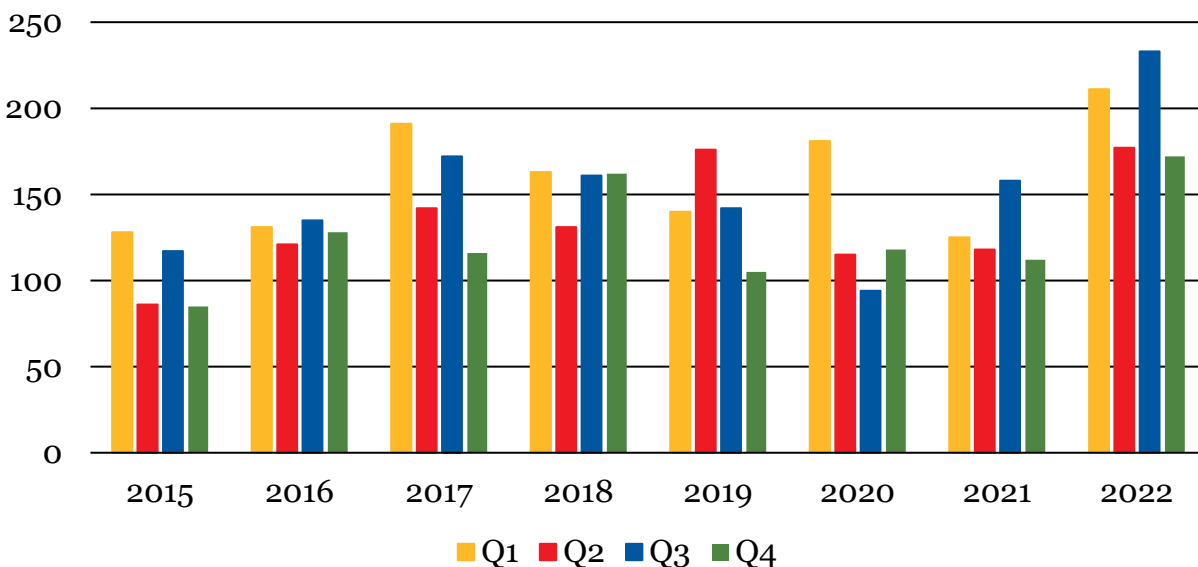
Using historical data and the registrations to hiring ratio, a very approximate estimation is that **78% of those hired need to come through the BP academy**. Figure 7 provides a closer examination of this. Using the earlier Excel forecast of hires and the 78% estimation, the yearly enrollment estimates for 2023 through 2025 are included.

Figure 7: Yearly hiring and registration with projections, 2015-2025



A notable result of this 78% estimation is that it illustrates a possible reason behind the backlog in academy attendance. Using the 78%, of 2022's 793 hires, **619 students would have needed to be registered in 2022**. This is 200 over the yearly capacity of the academy, and thus led to an approximately five month backlog by the end of 2022. Another possibility is the time of year and inconsistent rate that registration requests come to the academy. For example, in 2022, Q1 (January – March) and Q3 (July – September) saw surges in hiring and most likely, surges in registrations, pushing enrollment further out.

*Figure 8: Quarterly hiring data, 2015-2022*

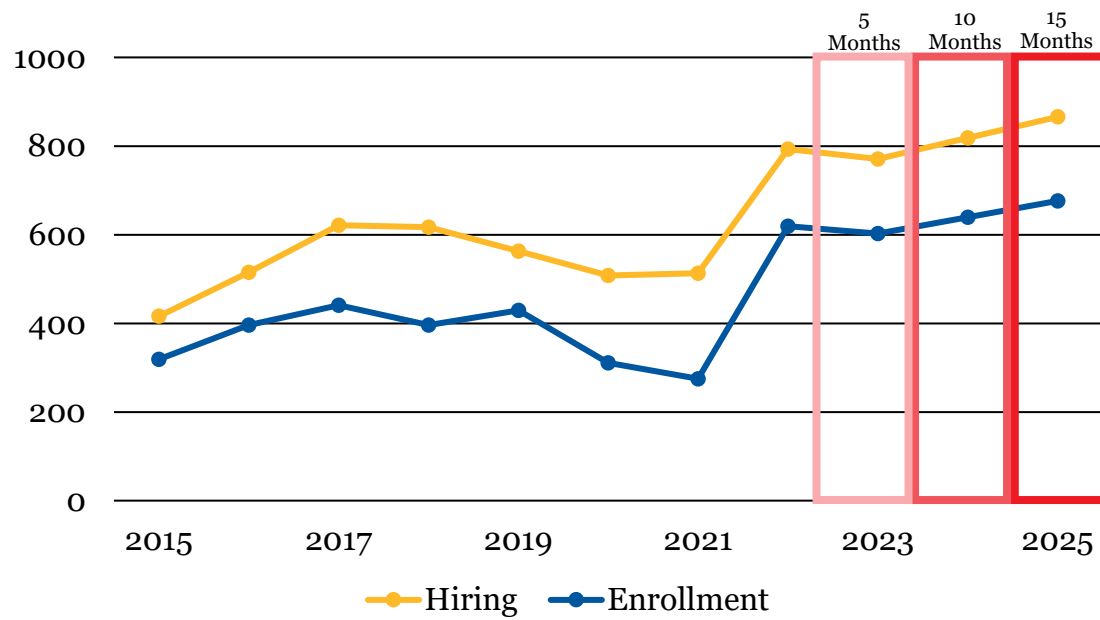


## IMPLICATIONS OF FORECASTED TRENDS

The forecasted trends have significant implications for academy operations and stakeholder agencies. Using the standard of graduating 800 student every biennium (400 students a year) – a level historically achieved by using e-board funding - the five month backlog is projected to increase each year (Figure 9). For example, if the number of new officers needing basic certification remains at 600, then the back log will increase by five months each year. At this same number of new officers, returning to the “current service level” of 640 students a biennium (320 students a year) with no e-board funding, will increase the backlog by approximately seven months each year. DPSST is already exploring innovative solutions to current and future backlogs.



Figure 9: Yearly hiring and registration with backlog projections, 2015-2025



## CONCLUSION

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Barring unforeseen circumstances or significant changes to agency hiring, the available data suggests that during this biennium, any increase, or even a plateau, in hiring will most likely result in a exceed the enrollment capacity of the Basic Police Academy, as was the case in 2022. Additionally, this will create a backlog that at current service levels will take years to resolve.

It is important to note that the exact relationship between agency hiring and academy registration is a complicated one. Retirements, resignations, officer length of service, public views of policing, and even the timing of when an entry-level officer is hired during the year are all factors in agency hiring counts.

Continued and more in-depth examination of these factors is key to a better understanding of academy registration forecasting.