

## POLICE INVESTIGATIONS

### Service Description

Eugene Police Investigations division conducts in-depth investigations of financial, property and crimes against persons, processes crime scenes and prepares court documents. Programs include Crime Analysis, Financial Crimes, Property Crimes, Violent Crimes, Forensic Evidence, Property Control, the ad hoc Arson team, and the Special Investigations Section which is composed of two units: Special Investigations and Vice Narcotics.

Reports of crime often require specialized follow-up investigation to gather evidence and witnesses to a crime, identify involved persons, and prepare cases for prosecutorial review, prosecution, and trial. The Eugene Police Department (EPD) has organized its criminal investigations activities into six priority levels of response varying from very little assignment discretion (prosecutable felonies) to cases where full discretion can be exercised (low level misdemeanors and violations).

Investigation of Level 1 (violent felonies) and Level 3 (violent misdemeanors) are handled through the Violent Crimes Unit (VCU) which is responsible for investigating all crimes against persons. VCU responds to crimes such as homicide, sexual assault, robbery, assaults and other large scale Level 1 incidents requiring a major on-scene investigative effort as a team.

The Property Crimes Unit (PCU) is responsible for the follow-up investigation of the crimes of burglary, theft, unauthorized use of vehicle, animal abuse, criminal mischief, and associated lesser crimes. Financial Crimes Unit (FCU) FCU provides follow-up investigation of the crimes of identity theft, forgery, theft (by deception), fraudulent use of credit card, criminal mistreatment (financial abuse), tampering w/ drug records, and computer crimes. Cases are assigned based on solvability factors and investigators utilize various appropriate methods of investigation. Detectives also perform a public education role in an effort to reduce the volume of property crime via public service announcements (PSAs), neighborhood meetings, and meetings with businesses and other communication with potential victims.

Several units such as Forensics Evidence, Property Control and Crime Analysis provide investigative services for the Patrol Division and for many County, State, and Federal agencies to assist in the processing of evidence. These services include latent fingerprint processing and comparison analysis including searches in the Automated Fingerprint Identification System (AFIS) and the FBI's Automated Fingerprint Identification System (IAFIS); video analysis/ digital imaging; crime scene processing; reconstruction; bloodstain pattern interpretation; physical evidence screening (trace and blood);

physical match; serial number restoration; drug weighing; photography; bone identification (human vs. non-human); management of the Department's Digital Photography System; and professional court testimony.

The Investigations Division FY07 budget is \$5,457,890 and the division is staffed by 37 sworn and 13 civilian personnel.

### Historical Perspective

- 1991 Long-Range Public Safety Plan adopted.
- 1996 Public Safety Coordinating Committee (PSCC) established.
- 1997 Community Involved Policing Action Plan created.
- 1999 Eugene Police Commission created.
- 2000 Domestic Violence Investigator position funded.
- 2002 Data collection begun for traffic stops to study racial profiling.
- 2002 First Internal Affairs Auditor Report completed.
- 2002 Council approved funding for new Evidence and Property building.
- 2003 INET disbanded due to lack of regional agency funds.
- 2004 Police Forensic Evidence Building completed.
- 2005 Formation of Metro Property Crimes Working Group.

### Citizen Involvement

The Police Commission serves in an advisory capacity to the Mayor and Council and the City Manager for policing issues and the periodic review of departmental policies and proposals. The Commission is also intended to improve two-way communications between the police and the community to reduce misunderstandings regarding the nature of adopted police policies, practices and approaches. The Budget Committee and the City Council review the entire annual Public Safety budget, including the Investigations Division.

The Lane County Domestic Violence Council, Senior and Disabled Services Commission, Public Safety Coordinating Council and Neighborhood Advisory Boards all provide citizen involvement in the development of police policy.

### Customer Input

Investigations provide one-on-one opportunities for feedback from victims and witnesses regarding customer satisfaction. Full community surveys, as well as feedback from specific neighborhoods, are a primary source of customer input. Citizen forums that are part of prevention presentations and Police Commission meetings also provide the service with valuable customer input. Citizen commendations for exceptional service and complaints of

unsatisfactory customer service will continue to be an important source of direct customer input.

### **Mission**

The Investigations Division contributes to the Eugene Police Department's mission: "To enhance the quality of life in our city by providing quality police services. We work in partnership with the community to promote safety and security, enforce laws, prevent crime, and safeguard the constitutional rights of all people."

### **Outcomes**

- Appropriate and effective follow-up investigations to violent, property, and financial crimes occurring in the City of Eugene are provided.
- The impact of repetitive offenders on the property crimes rate in Eugene is reduced.
- Internal and community education regarding property crime matters and work with business and individual stakeholders to reduce property crime victimization takes place.
- Community education and prevention information for violent crime-related matters is provided.
- Arson investigators for high priority incidents such as serial arson, homicides, and intimidation are trained and on hand.
- Thorough, timely and professional forensic assistance to aid in the success of investigations and prosecutions is conducted.
- Training and education for officers and detectives to increase their processing abilities and knowledge of forensic procedures is on-going.
- The integrity of investigations is assured by preserving and storing all evidence and property of the Eugene Police Department in a professional manner.
- Strategic and tactical analysis of criminal activity that may require dedicated police response is provided to EPD and law enforcement partners.
- The community and the department receive education regarding ongoing gang-related criminal activity.
- Prostitution and narcotics crimes are investigated and the City participates in a regional strategy to reduce drug-related crimes and their impact on the community.

### **Operating Principles**

- Our Work. We are devoted to responding to the safety needs of everyone in Eugene. We work with the community to reduce crime and the fear of it, and to help maintain the quality of life.
- Our People. We are professionals, men and women dedicated to law enforcement and serving the community. We should reflect the diversity and values of our community.

- Our City. We promote the involvement of everyone to reduce crime and the fear of it. It takes a whole community to produce safety.
- Our Part in the Criminal Justice System. We are one of several agencies, both public and private, that protect Eugeniens through enforcement and crime prevention. We seek to improve the effectiveness of the whole system by working together.
- The Information We Need. We strive to maintain open communication within the organization and the community. Open communication empowers us to enact change and improvement.
- Our Decision Making. Our decisions are based on equitable and consistent treatment of people. We value participation in planning and policy making.
- Giving Recognition for Good Work. We believe in the prompt and sincere recognition of good police work, that of both our colleagues and community members. We routinely acknowledge positive performance as a norm, and we honor exceptional performance both formally and informally.
- Our Structure. We strive to be a responsive organization with a creative approach to problem solving.
- Our Future. We are working to improve the quality of life in a community about which we care and in which we feel safe.

### **Current Operating Environment**

#### External Trends

#### **Crime Trends**

Eugene continues to have a high rate of serious crime, and there has been no significant change since 1985 (as measured by the FBI Index Crime Rate). Within this overall trend, there have been some significant changes for specific types of crime. While Eugene's overall violent crime rate is low, violence against women (rape and domestic assault) are average among U.S. cities during good years but higher than average in many years. In the late 90s, robbery and aggravated assault rates increased significantly. The rate of serious property crime is higher than in 89 percent of cities in America. Burglary declined significantly since 1985 but auto theft increased. Auto theft doubled in the late 90's and doubled again in the first half of this decade. The rate of major crime is still more than twice what we experienced in 1965. Today, a home in Eugene is twice as likely to be burglarized and a car five times as likely to be stolen as in our neighbor city to the north - Corvallis. The rates for less serious crimes (minor theft, vandalism, drug offenses etc.) have risen even more dramatically and show no sign of declining. Larceny, auto theft and hard drug trade (heroin and methamphetamine) are especially prevalent. The use of computer technology to commit crimes is also growing as seen from the explosion of identity theft cases. The rate of arson in Eugene is higher than in 87% percent of U.S. cities.

## **Growth of the Community**

As the population of Eugene has steadily increased over the last several years, the number of full-time equivalent (FTE) employees has not kept pace. New growth has brought additional demands for police services including investigations.

## **Lane County Prosecution**

The Lane County District Attorney (DA) currently has the lowest number of prosecutors in twenty years. Since 2005 the DA has stopped filing most misdemeanor property crime cases and as a result, most property crime offenders are released prior to their court dates. These offenders are often the most common recidivists and, once released, continue committing crimes. In addition, many first offense drug possession and distribution cases are not filed in court by the DA. The lack of prosecution for these cases has a direct impact on property-related crimes which are closely tied to drug behavior. Without being able to address crime early on, drug activity becomes more rampant in neighborhoods generating frustration at the citizen level. Unaddressed crime also increases the possibility for increased crimes of violence and crimes against children in families with drug-addicted parents.

## **Multi-agency Efforts**

Funding concerns create a significant staffing gap for many local public safety agencies. Fewer personnel are available to work in critical multi-agency efforts to address criminal activity and the causes of crime. EPD continues to facilitate multi-agency weekly meetings where information is shared and criminal investigations are prioritized to maximize the effectiveness of the law enforcement response. The Special Investigations Unit must continue to devote time and resources to establishing and maintaining high level cooperative relationships with municipal, state, and federal organizations.

## **Reduction in Sanctions**

Jail personnel frequently refuse to accept prostitutes and narcotics suspects, even those with multiple outstanding arrest warrants, due to serious infections. This practice results in reduced sanctions for individuals committing vice and narcotic crimes.

## Internal Conditions

### **Technology**

Consolidating crime data other demographic information into accessible data warehouse systems is possible through Online Analysis Processing (OLAP) and data mining tools. These systems will be developed in user-friendly, PC-compatible format. Externally, law enforcement agencies

are developing effective databases to be used cooperatively to track crime activity. EPD will continue to work toward effective data access, using industry-standard data warehouse protocol.

## **Improvement Efforts**

The Department has implemented crime analysis and mapping to strategically guide officer deployment. To move crime analysis to the next level allowing tactical applications on a citywide basis, will require the implementation of electronic field reporting (a component of AIRS replacement) and additional resources including CopLink, a commercial law enforcement data mining/analysis program. Automated programs designed to track and document pawned merchandise will assist investigators to identify and arrest criminal offenders pawning stolen property. An electronic tracking system in marked patrol vehicles assists in locating offenders committing bank robberies. This effort is part of a collaborative effort between internal and external partners.

## **Domestic Violence/Child Abuse**

Case assignments are made using criteria that includes the level and severity of the case, the solvability of the individual case, and the case load or expectation already placed upon the individual detective. The VCU reviews 150-200 cases of alleged child abuse/ neglect monthly that are reported by Department of Human Services / Child Welfare Program (DHS / CWP). These cases are reviewed in a triage manner and many cases are not assigned due in part to the volume of cases and the lack of personnel to work them. Many of these cases could benefit (by way of presence/ prevention/ education) from police involvement. While the community may recognize that domestic violence and child abuse are a problem, there is a lack of specific information about the exact nature and extent of the problem in Eugene.

## **Property Crime Rates**

Eugene is in the top third in reported property crime when compared with cities of comparable size. The number of detectives assigned to work property crime in Eugene has remained static and, in some cases, has fallen in the past twenty years. The high property crime rates, particularly a rapidly escalating fraud and auto-theft crime rates, have adversely affected the Unit's ability to thoroughly investigate property crime.

## **Integrated Crime Data**

EPD lacks an integrated crime data collection and reporting system that would assist in the production of timely data analysis and information dissemination. The current crime reporting system does not collect useful, raw information in a form that facilitates or permits analysis. Currently, Crime Analysts must collect hard-copy police reports and field interview cards, then

hand-enter the needed information into analysis software. No systematic or useful routine crime analysis is possible with the current reporting system which must be revamped to prioritize the needs of Police Investigators and Patrol managers.

## **Performance Measures**

### **Core Processes**

#### **Investigative Follow-up to Reported Crimes**

- Percentage of time all cases of Unauthorized Use of Vehicle (UUV), Burglary, and Criminal Mistreatment which meet assignment criteria are reviewed within two working days of receipt and assigned.
- Percentage of time that initial scene investigative response in all cases warranting on-scene investigation occurs within 60 minutes of request.
- Percentage of time that a consistent turnaround time of less than three weeks from time of submission to completion of forensic evidence processing occurs.

#### **Crime Solving**

- Annual case clearance rate by crime type.
- Annual detective-assigned case clearance rate by crime type.
- Annual number of cases assigned per detective by crime type.

#### **Proactive Problem Management**

- Number of gang awareness presentations made to community groups.
- Number of annual citizen crime complaints investigated and resolved by Vice Narcotics Unit.

### **Total System:**

#### **Effectiveness**

- Part I violent and property crime rates vs. cities between 100-250,000 population (FBI-UCR, Group II cities)
- Eugene's 5-year trend of Part I crimes vs. Oregon and the U.S. for cities between 100-250,000 population (FBI-UCR, Group II cities)
- Family Disturbance incident rates vs. Oregon cities between 100-250,000 population (FBI-UCR, Group II cities)
- Percentage change in quality-of-life crimes (prostitution, vandalism, liquor law violation and drug use/distribution) as compared with Oregon cities over 25,000.

#### **Efficiency**

- Number of sworn FTE per 1000 population and per 1000 Part I crimes compared with median ICMA city
- Part I cases cleared per sworn officer compared with median ICMA city
- Number of sick leave hours taken per employee vs. median ICMA city

#### **Financial**

- Percent of stolen property value recovered annually.
- Sworn officer overtime cost per officer compared with median ICMA city.

### **Customer Satisfaction**

- Percent of residents who feel safe walking in their neighborhood after dark.
- Number of sustained complaints and commendations per 100 officers.
- Percentage of survey respondents who report satisfaction with police emergency response.

**Strategy 1: Provide appropriate and effective follow-up investigations to violent, property, and financial crimes occurring in the City of Eugene.**

Objective: Achieve a 5-year averaged overall clearance rate of 47.2% for all UCR Forcible Rapes.

Achieve an overall clearance rate of 45.7% for all UCR Robberies.

Achieve an overall UCR Burglary clearance rate of 7.0%.

Achieve an overall an overall UCR Auto Theft clearance rate of 7.25%.

Achieve an overall financial crimes clearance rate of 60%

#### **Work Activities:**

- Finalize the Organizational Staffing study to identify minimum staffing necessary to meet work demands.
- Conduct rape awareness/prevention training for female students on college campus.
- Utilize crime analysis data to predict criminal events and conduct proactive surveillance based on analysis.
- Promote use of anti theft devices such as "The Club".
- Conduct community awareness/prevention seminars for community members on identity theft.

**Strategy 2: Provide internal and community education regarding property crime matters and work with business and individual stakeholders to reduce property crime victimization.**

Objective: Issue internal and external information and bulletins and make presentations to business and stakeholder groups.

#### **Work Activities:**

- Participate in Crime Stopper Program.

- Attend Patrol briefings to highlight property crime trends.
- Utilize Crime Analysis mapping to identify and predict crime patterns.

**Strategy 3      Reduce the impact of repetitive offenders on the property crimes rate in Eugene**

Objective: Implement the Bait Car Project and place it in operational mode 10% of the time.

Participate with the Lane County Property Crimes Task Force (LCPCTF).

Work Activities

- Purchase technical equipment for the Bait Car to increase deployment opportunities.
- Attend regular LCPCTF meetings and share crime and intelligence information.

**Strategy 4:      Provide trained arson investigators for high priority incidents such as serial arson, homicides, and intimidation.**

Objective: All fires determined by the Fire Marshal to be incendiary and with workable investigative leads will be assigned to an arson investigator for investigation and follow-up within 72 hours.

Work Activities:

- Cross train with Deputy Fire marshals to ensure all arson fires are reported to police.
- Provide adequate staffing for ad-hoc Arson team to meet response time-lines.

**Strategy 5:      Maintain the integrity of investigations by preserving and storing all evidence and property of the Eugene Police Department in a professional manner.**

Objective: Monitor and track evidence and property in the PCU inventory systems, maintaining a 100% tracking rate.

By 2007, research and recommend to the AIRS consortium a viable electronic property/evidence tracking inventory system that can integrate current property control/evidence data.

Work Activities:

- Complete internal audit and review of processes to ensure accuracy in property/evidence handling.
- Contact vendors who specialize in tracking and handling large volumes of property to assess options.
- Research industry best-practices to identify viable property/evidence-tracking inventory systems.

**Strategy 6:      Investigate prostitution and narcotics crimes and participate in a regional strategy to reduce drug-related crimes and their impact on the community.**

Objective: Respond to neighborhood complaints about vice and narcotics issues to reduce the impact of drug-related crime in neighborhoods.

Participate in regional vice and narcotic enforcement strategies and the development of the Methamphetamine Use Task Force.

Work Activities:

- Detectives review incoming leads in crime tip-line and assign for follow-up those with viable suspect information.
- Attend regularly scheduled meetings of the joint Methamphetamine and Property Crimes Task Force to share intelligence information.
- Attend biweekly Metro Area law enforcement supervisors meetings to discuss current crime trends and identify strategies to address drug crimes.

# System Map

## Core Processes

### SUPPLIERS:

Vendors  
City service providers

Labor pool

Taxpayers/Budget  
Committee  
Grants

City Council  
State legislature  
Federal government

Other agencies  
Informants  
Industry

### INPUTS:

Equipment  
Materials and supplies  
Facilities  
Vehicles

Labor hours

Budget dollars

Mandates

Investigative resources  
-information  
-intelligence  
-reports  
-industry contacts

Investigative Follow-up to Reported Crimes

Crime Solving

Proactive Problem Management

### SUPPORTING PROCESSES:

Facility maintenance  
Fleet maintenance  
Information systems  
Human Resources  
Financial management  
Training  
Community relations

Seizure/forfeitures  
Inter-agency communications

Administration  
- planning and evaluation  
- leadership and management

### OUTPUTS:

On-scene presence  
Call response  
Arrests

Case clearances  
Recovered property  
Property Evidence &  
Tracking Storage  
Pre-trial Case Preparation

Training  
POP projects  
Presentations  
Prevention activities

### DIRECT

### CUSTOMERS:

Crime victims  
Law enforcement  
first responders  
People reporting  
crimes/incidents  
Witnesses  
Prosecutors  
Court  
Other agencies  
People requesting  
service

### STAKEHOLDERS:

People who live, work and visit in  
Eugene  
Citizens  
Elected officials and citizen advisors  
City Manager  
Community/neighborhood groups  
Other City departments and citizen  
advisors