

## POLICE SERVICES

### Service Description

Eugene Police Services combines incident response, investigation and community policing practices to protect the public's safety. Community policing is a law enforcement methodology that emphasizes prevention and partnerships with citizens, social service agencies, civic groups, businesses, neighborhoods and other parts of the community to address quality of life and crime-related issues.

Police Services is comprised of the Patrol, Investigations and Special Operations divisions. The Patrol division is responsible for the day-to-day law enforcement efforts of the department such as responding to calls for service, report writing, traffic enforcement, preliminary crime investigation and community outreach. The Investigations division's responsibilities include in-depth investigation of financial, property and persons crimes, crime scene processing, court document preparation, School Resource Officers (SRO) and crime analysis. The Special Operations division consists of a variety of specialized teams such as Traffic Enforcement (TEU), Interagency Narcotics Enforcement Team (INET), K-9, Special Weapons and Tactics (SWAT), Special Investigations, Major Collision Investigation (MCI) and Rapid Deployment Unit (RDU). These specialized teams are designed to handle hostage situations, civil disturbances, illegal drugs, fatal accidents, lost and missing persons, and other types of crime that cannot normally be handled at the patrol level.

Police Services is committed to proactive problem management that fosters conditions, attitudes and behaviors that prevent crime and promote a safer community. Proactive problem management is a systematic approach to addressing specific situations or community problems which require multiple strategies and interagency cooperation to solve. Programs include, but are not limited to, Neighborhood Watch, Seniors and Law Enforcement Together (SALT), the Community Response Team (CRT), Crime Prevention Specialists (CPS), Domestic Violence officer, School Resource Officers (SRO), Community Service Officers (CSO), Volunteers in Policing (VIP), Safe and Sound, CAHOOTS, Graffiti Task Force and Homeless Camping Coordinating Committee.

Police Services is staffed by 176 sworn and 39 non-sworn personnel. The FY03 budget is \$22,662,557.

### Historical Perspective

- 1991 Whiteaker Public Safety Station opened
- 1991 West University foot patrol introduced

- 1991 Long-Range Public Safety Plan adopted
- 1992 Safer Schools program introduced
- 1994 Community policing implementation grant secured
- 1995 Downtown Eugene Inc. foot patrol introduced
- 1995 West University Public Safety Station opened
- 1996 Public Safety Coordinating Committee (PSCC) established
- 1997 Community Involved Policing Action Plan created
- 1999 Eugene Police Commission created
- 2000 Whiteaker Foot Patrol introduced
- 2001 Bethel Public Safety Station opened
- 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

### Citizen Involvement

The *Long-Range Public Safety Plan* is built around the concept of citizen involvement in public safety services. The plan was adopted after extensive involvement by the Public Safety Advisory Committee.

The Department formed a Police Commission to serve in an advisory capacity for policing issues. 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 Commission reviews departmental policies and proposals, and advises the Chief, City Manager and Council. It also solicited public comment on Community Policing.

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

Full community surveys, as well as feedback from specific neighborhoods, are a primary source of customer input. Investigations provide one-on-one opportunities for feedback from victims and witnesses regarding customer satisfaction. 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 Police Services mission is 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**

- Reduce per-capita crime against people and property.
- Increase sense of personal and neighborhood safety.
- Increase the ability of neighborhoods and individuals to solve problems and resist crime.
- Improve the quality of life in Eugene.
- Promote access of residents to public safety services.
- Improve regional investigations and community problem solving.
- Coordinate interagency and cross-departmental crime prevention.
- Improve motor vehicle safety.
- Reduce the type of criminal activities and behaviors that put youth at risk.
- Increase preparedness for natural and manufactured disasters.

## **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 Eugenians 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

### **Community Policing**

With the implementation of community policing practices, citizens expect to be involved in the development of policing priorities, policies, broad-based strategies and neighborhood problem-solving activities that impact the quality and safety of their lives. Such endeavors are accomplished through a cooperative working relationship involving community entities such as: the Police Commission, Human Rights Commission, Community Response Team and neighborhood groups. This level of public involvement requires a substantial ongoing commitment from police staff and can impact operational effectiveness. As a result, police responsiveness to community issues requires a blend of traditional and community policing strategies. The success of current programs within this model has created demand for enhancements and the need for additional resources. With financial forecasts predicting a reduction in funding sources, police and community leaders will be required to closely examine alternative funding mechanisms allowing for the service demand that comes with community growth.

### **Growth of the Community**

Growth within the Eugene Urban Growth Boundary has not been uniform, with the Willakenzie, Bethel and Santa Clara areas experiencing the greatest growth in housing units during the 90s. This trend is likely to continue because these areas contain the largest amount of undeveloped residential land in Eugene. The annexations in the River Road/Santa Clara area have created a pattern of noncontiguous delivery of police services to the area. 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.

### **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 murder rate is low, other serious violent crime rates (rape, robbery and aggravated assault) are higher than in 68 percent of U.S. cities. In the late 90s, robbery and aggravated assault rates increased significantly. The rate of serious property crime is higher than in 90 percent of cities in America. Burglary rates have declined significantly since 1985 but auto theft increased significantly in the late 90s.

The rate of major crime is still more than twice what we experienced in 1965. 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. Similar to national trends, Eugene and Lane County have seen an increase in violent juvenile crime and domestic terrorism. Criminal direct-action environmental activism has increased locally. The rate of arson in Eugene is higher than in 95 percent of U.S. cities.

### **Socioeconomic & Political Trends**

Failure to maintain criminal justice services as population grows and chronic under funding are serious problems in some Western states. According to Census Bureau and International City/County Management Association (ICMA) Performance Measurement data, Eugenians and Oregonians spend a much smaller portion of their public resources on policing than average. As a result, Eugene and Oregon have historically had smaller police forces and prison systems but higher crime than most of the nation. Recently, Oregon was 44th in the nation for police officers per capita, 34th for prisoners per capita and had the 7th highest rate of serious property crime. All of these problems are slightly worse in Washington. Lane County jail capacity also has not kept pace with local crime, so jail crowding causes a large number of early releases, particularly for property crime offenses. The recent 65-bed increase in the Sheriff's Forest Work Camp will improve but not solve this problem.

### **Service Demands**

Eugene has fewer officers per capita and per crime than 80 to 90 percent of cities tracked by the ICMA. The community also has high expectations for professional police response. Since 1980, the number of officers in EPD grew 12 percent during the same period that population grew 34 percent. The very high workload and low staffing pushes EPD to be exceptionally efficient. For example, the average Eugene officer makes 2.5 times more arrests than the average officer in the cities tracked by the ICMA. A study of Patrol workload by David Hobson in 2000 showed that 50 additional line officers were needed to address the community's service demands. Such a staff increase along with supervision and support staff would result in EPD being an average size police department for a community this size. The region has made significant progress in providing social and crime prevention services for the homeless, mentally ill, substance abusers, at-risk youth, crime victims, the elderly, young families and children. However, these services are being overwhelmed by the needs in the community and are very likely to be reduced due to the state budget shortfall.

### Internal Conditions

#### **Technology**

Advancements in communications technology provide police new opportunities to improve internal systems. Available technology could allow Police Services to connect all employees to information databases regardless of location or assignment. Officers in the field would then be able to scan fingerprints and retrieve mugshots from their vehicles, a considerable time savings. Technology upgrades will require digital cellular connection to mobile computer terminals in police vehicles and standardizing all remote communication to digital media. Consolidating crime data and 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. Police Services will continue to work toward effective data access, using industry-standard data warehouse protocol. Though it has taken longer than expected, replacement of the Area Information Records System (AIRS) criminal justice database by a regional consortium of agencies is progressing and could be implemented by FY-05.

#### **Staffing**

Police Services continues to experience significant internal challenges and change. The Department's long-term commitment to increasing the diversity of the workforce is proceeding. Women represent 13.6% of sworn officers; this achieves the Affirmative Action Plan goal of full utilization. The number of people of color in the police staff has increased from 6% to 14.6% in the last 6 years. The demographics of the workforce is also producing a large number of retirements, making it difficult to maintain the staffing levels authorized in the budget. Studies of patrol and investigation officer workload show that a small police force facing a high crime rate limits the officers' ability to conduct investigations and be responsive to the needs of the community, and leads to mental and physical fatigue. Calls for service are prioritized in order to manage the workload.

#### **Facility Needs/Requirements**

Police facilities are essential in providing ongoing public safety operational services to the community. Existing facility reports identified major problems with the current building's structural system. The workspace demands have exceeded capacity. The main police safety station, which houses virtually all of the emergency and disaster response capabilities of police, is located in a building that is susceptible to damage or collapse from even moderate earthquakes. Due to lack of space, multiple locations are required to house existing staff. These inefficiencies and constraints translate into real costs in terms of lowered productivity, as police and the community attempt to work around limitations in the facility. There also continues to be demand for

additional public safety substations. The Council has authorized the construction of a new building for storage of property and evidence (greatly reducing the number of staff who must work in the basement of City Hall) and improved parking area security. As a result of two recent failed bond measures, a community discussion about new Police facilities needs will not begin until FY-05 at the earliest.

### **Improvement Efforts**

The Department has had long-term success in providing additional personal safety equipment, an effective vehicle fleet, and improved communications and automation equipment. The transition to digital radios is an example. Some additional upgrades of communications and automation systems are critical needs as a result of the growth of the community. The Department has successfully 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. A new 4-day, 10-hour schedule and five beat configuration for Patrol has significantly reduced backfill overtime usage while improving response time to calls for service. The use of comparative benchmarks such as the ICMA program has provided additional tools to identify strengths and weaknesses. The 2001 service rating from the city's annual community survey was the highest rating EPD has ever received. With the assistance of the Police Commission, Department General Orders on the use of force, large-scale incidents, ride-alongs and news media have been extensively updated.

### **Performance Measures**

#### **Core Processes**

##### Emergency/Incident Response

- Average response time for Priority 1 and 2 calls vs. median ICMA city
- Officer overtime spent on public demonstrations
- Officer hours spent on domestic terrorism and disaster preparedness
- Number of actions initiated in the field by officers

##### 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 school officers assigned per 1000 students
- Number of training hours provided annually to citizens and City employees from other departments
- Number of annual citizen crime complaints investigated and resolved by RDU, INET, Area Coordinators and TEU

### **Total System**

#### Effectiveness

- Part I violent and property crime rates vs. cities over 25,000
- Eugene's 5-year trend of Part I crimes vs. Oregon and the U.S.
- Family Disturbance incident rates vs. Oregon cities over 25,000
- Percentage change in quality-of-life crimes (prostitution, vandalism, liquor law violation and drug use/distribution) as compared with Oregon cities over 25,000
- Percent of Part I cases cleared by arrest compared to median ICMA city
- Juvenile arrest rates by crime type vs. median ICMA city
- Percent of women and people of color employed by Police Services, sworn and non-sworn
- Injury traffic accident rate vs. the median ICMA city

#### Efficiency

- Number of sworn FTE per 1000 population and per 1000 Part I crimes compared with median ICMA city
- Arrests per sworn officer compared with median ICMA city
- Part I cases cleared per sworn officer compared with median ICMA city
- Percentage of incident reports taken over the phone or by a Community Service Officer as compared to the percentage of reports taken by a sworn officer
- Number of sick leave hours taken per employee vs. median ICMA city
- Percent of arrests that are repeat offenders

#### Financial

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

#### 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: Increase the sense of personal and community safety by providing adequate staffing for incident response and resources for community policing.**

Objective: Increase to 80 from 67 percent of residents who feel it is very safe or somewhat safe to walk in their neighborhood after dark.

#### Work Activities:

- Implement focused enforcement strategies to reduce the number of criminals on the street by aggressively identifying, investigating and

prosecuting offenders.

- Increase officer presence in areas that experience higher rates of crime.
- Provide sufficient officers to meet the call-for-service load and have additional time for problem-solving activities.
- Train new officers in community problem solving techniques.
- Keep the community informed of the crime rate by ensuring the neighborhood crime statistics are updated monthly on the Internet.
- Continue to use SALT and other volunteers to assist with addressing specific community problems such as assaults on the bike paths and thefts from vehicles.
- Meet with vulnerable communities to reassure them that their issues are being addressed.
- Track hate (bias) crimes and report police department investigative efforts in addressing them.
- Continue training all staff in hate crimes response protocols and give assistance to victims of hate crimes.

Objective: Ensure all officers and civilian staff are trained and equipped for responding to natural and manufactured disasters, including terrorism incidents, by FY/05.

Work Activities:

- Provide police personnel with specialized disaster and terrorism training.
- Secure government grant funding to purchase protective gear for incidents of domestic terrorism.
- Coordinate with other City and County agencies to educate the public on what to do in the event of a natural or manufactured disaster.
- Work in cooperation with other City, County and community agencies on emergency preparedness planning.
- Conduct semi-annual cooperative emergency training exercises.
- Continue to provide a police presence at the Eugene Airport.
- Improve radio interoperability with partner jurisdictions.

**Strategy 2: Improve the public's perception of Police Services staff and activities.**

Objective: Maintain a 75 percent average and above average rating of police emergency response by survey respondents in the annual survey.

Work Activities:

- Work with Council and Budget Committee to obtain additional police staff.
- Work with the Police Commission to communicate with the community regarding service needs, departmental accomplishments and changes in

service delivery.

- Develop and implement a comprehensive public information plan.
- Continue to inform the public about how to make complaints and commendations.
- Widely report the number of complaints and commendations and the Internal Affairs Auditor's Report.
- Optimize deployment to further improve response times to calls for service.

**Strategy 3: Develop the tools and capacity to significantly reduce crime in Eugene.**

Objective: By FY/06, implement automated field reporting and tactical crime analysis, and have sufficient staff to significantly reduce crime citywide.

Work Activities:

- Provide statistical data to police employees that will help identify and address new and existing crime problems.
- Provide crime analysis products to community partners to enable them to better understand and respond to emerging crime and safety issues.
- Work with the public and other City departments using crime analysis data to target high-crime areas.
- Develop criteria for selecting targeted enforcement areas.
- Increase staff availability to participate in proactive problem-solving strategies.
- Investigate and/or implement new crime analysis products such as ATAC (Automated Tactical Analysis of Crime) to address new and existing crime problems.
- Work with Council and Budget Committee to increase resources available for police services.
- As possible, convert overtime expenses into permanent staff positions.

**Strategy 4: Improve service effectiveness through increased use of new technologies.**

Objective: By FY/05, have an electronic incident reporting system available to police employees and the public at remote sites and over the Internet.

Work Activities:

- Improve effectiveness of computers in the field by connecting them via digital cellular connection.
- Develop electronic forms processing capability.
- Implement an Internet incident reporting system for public use.

- Collaborate with other agencies to replace the AIRS system.

Objective: By FY/05, make police information easily available to employees, other agencies and the public over the Internet.

Work Activities:

- Migrate crime databases to platforms easily accessed by PCs, and offer tools for data analysis at the user level.
- Develop web-based interaction with the public to improve customer service.
- Provide access to the Internet to employees out in the field.
- Make POM, APPM and other manuals available on the Internet.

**Strategy 5: Provide police facilities that are safe and accessible for the staff and the public.**

Objective: Gain approval to relocate the main police station by FY/06-08.

Work Activities:

- Investigate funding options available for relocation.
- Participate in planning a bond measure for relocating the main police station.
- Develop and implement a plan to involve the public, city departments and other agencies in the design and location of the new police facilities.
- Work with the Police Commission and other public safety and social services agencies to gather input on the most efficient and effective design of new police facilities.

