

Assessment of the Eugene, Oregon Police Department

Findings and Recommendations

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EXECUTIVE SUMMARY

In 2016, the City of Eugene contracted with the Police Executive Research Forum (PERF) to conduct a review of the Eugene Police Department's (EPD's) work environment as it pertains to women and minorities (both sworn and civilian), particularly with respect to the agency's policies and practices regarding hiring, promotion, and assignment to special units. PERF was also tasked with assessing EPD's progress towards implementing recommendations made as the result of a 2005 review of the EPD by PERF and the International City/County Management Association (ICMA).

This report presents PERF's findings and recommendations resulting from the study. This report also includes a discussion on incorporating the principles of internal procedural justice throughout EPD, which PERF believes can help improve the agency's overall workplace culture and environment.¹ These principles include ensuring that all employees are treated with dignity, respect, and fairness, regardless of their gender, race, or sworn/civilian status.

EPD is to be commended for requesting a review of this nature. EPD leaders have recognized that there are potential issues and perceptions regarding EPD's business practices, particularly with respect to treatment of women and people of color within the agency's ranks. The agency sought to bring in an independent, outside organization to conduct an unbiased review, with the goal of ensuring that EPD is providing a fair and equitable workplace for all its members.

This report provides EPD with the information needed to help achieve this goal.

Summary of Findings and Recommendations

The recommendations in this report are based on findings from PERF's review, which included interviews with EPD and City of Eugene personnel; PERF's on-site observations; a review of

¹ Police Executive Research Forum (2014). *Legitimacy and Procedural Justice: A New Element of Police Leadership*.

http://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf;

Police Executive Research Forum (2015). *Critical Response Technical Assessment Review: Police Accountability – Findings and National Implications of an Assessment of the San Diego Police Department*. Washington, DC: Office of Community Oriented Policing Services.

<https://www.sandiego.gov/sites/default/files/legacy/police/pdf/perfrpt.pdf>.

relevant policies and related documents (including the 2005 ICMA/PERF review of EPD); an analysis of Human Resources data; and the results of a “climate survey” sent to all EPD members, both sworn and civilian. This Executive Summary presents the key findings and recommendations that are detailed further throughout the report.

Review of EPD’s Hiring Process

Finding: Overall, EPD’s recruitment and hiring process is sound. EPD has a dedicated recruitment team that reflects the agency’s diversity, and has sufficient resources and equipment to perform its function.

Additionally, EPD’s overall workforce is generally representative in terms of women and people of color. A review of human resources data provided by EPD in November 2016 found that of the department’s 181 total sworn employees:

- **11.6% (21 total sworn employees) were women**, which is just slightly below the average of 12% female sworn representation in local police departments as reported by the U.S. Department of Justice (DOJ) in Local Police Departments, 2013: Personnel, Policies and Practices.²
- **13.8% (25 total sworn employees) were people of color**. According to recent Census data, people of color make up 18% of Eugene’s total population. The 25 sworn people of color at EPD include 10 Hispanics, six African-Americans, four Asian-Americans, four American Indians, and one Pacific Islander.

Although representation of women in EPD is generally in line with national averages and representation of people of color in EPD is fairly close to the city of Eugene’s demographics, the department should continue to make a concerted effort to reach out to a diverse range of candidates as part of its recruitment strategy. This will help ensure that the department is representative of the community it serves.

- **Recommendation:** EPD should continue to emphasize outreach to women and people of color as part of its overall recruitment strategy. While women and people of color are generally well-represented within EPD, progress can continue to be made to increase the diversity of EPD’s ranks. EPD leaders should review Human Resources data on a

² Brian A. Reaves, Ph.D. 2015 Local Police Departments, 2013: Personnel, Policies, and Practices. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

periodic basis to closely monitor the makeup of current employees as well as EPD recruits.

- **Recommendation:** EPD should incorporate a variety of recruitment strategies as it looks to expand its outreach to women and people of color. Such strategies could include:
 - Establishing a police cadet program to bring greater numbers of local residents into EPD, and to promote diversity and knowledge of local communities within the ranks.³ The cadet program should include a mentoring component, in which sworn EPD members help direct, assist, and coach program participants.⁴
 - Establishing a police internship program or explorer program to attract and develop talented applicants to the department. For example, the University of Oregon's General Social Science program could be a good source of internship candidates, specifically students on the Crime, Law and Society track.⁵
 - Seeking candidates with non-traditional college majors, such as social work, education, etc. and conducting outreach to other professionals, such as teachers, nurses, and employees of non-profit organizations.⁶ This will help to ensure a diverse talent pool for the agency and can attract employees with perspectives outside the criminal justice field.

- **Recommendation:** EPD's hiring process includes the completion of a descriptive writing test (essay-type exam), in which candidates watch a video scenario, take notes, and write a report based upon the events depicted in the video. Many police agencies are moving away from including these types of tests in the hiring process, because writing a police report is a skill that can be taught and improved upon after a recruit is hired. Additionally, this type of writing test can result in dismissing candidates who are otherwise qualified and exemplify the values and traits desired of police officers. PERF therefore recommends that EPD should revisit the use of a descriptive writing test in its hiring process.

3 Morison, Kevin P. 2017. *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success*. Washington, DC: Office of Community Oriented Policing Services.

<https://ric-zai-inc.com/Publications/cops-w0831-pub.pdf>. Page 49.

4 Ibid.

5 <http://admissions.uoregon.edu/majors/gen-social-science>

6 Women in Federal Law Enforcement. 2016. *Transforming Law Enforcement by Changing the Face of Policing: 21st Century Policing: Guide to Recruiting, Hiring, Retaining and Promoting Women and Minorities*.

<http://www.wifile.org/pdf/TransformLawEnforcementbyChangingFaceofPolicing-WIFLEFinal9272016.pdf>.

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Review of EPD's Promotions Process

Finding: Overall, PERF found that there is strong representation of women in the supervisory ranks of EPD. According to EPD data reviewed at the time of this report:

- **50%** (2 out of 4) captain-level positions were held by women
- **33%** (3 out of 9) lieutenant-level positions were held by women
- **11.5%** (3 out of 26) sergeant-level positions were held by women. This puts EPD above the average of 9.5% female representation at the first-line supervisor level as reported by the DOJ in *Local Police Departments, 2013: Personnel, Policies, and Practices*.⁷

PERF found that people of color were somewhat less well-represented in EPD's supervisory ranks. According to EPD data reviewed at the time of this report:

- **None** of the captain-level positions were held by a person of color
- **None** of the lieutenant-level positions were held by a person of color
- **27%** (7 out of 26) sergeant-level positions were held by a person of color, including four Hispanics, two American Indians, and one African-American.

Additionally, the results of PERF's organizational climate survey show that many at EPD perceive that women and people of color face more challenges to receiving a promotion or a transfer to a special assignment than their white or male colleagues do.

Given these findings, PERF made several recommendations for how EPD can strengthen its promotional process to ensure that all employees are given a fair opportunity to progress within the department.

- **Recommendation:** EPD should seek to ensure that sufficient opportunities exist for women and people of color to be promoted to higher supervisory ranks within the agency. EPD should expand its training and professional development opportunities to women and people of color. Such opportunities could include sending personnel to additional local, state and national leadership schools.
- **Recommendation:** Many law enforcement agencies rely on an employee's past performance and performance evaluations when making decisions about who will be promoted. However, PERF found that EPD does not conduct formal, consistent performance evaluations, and thus the department is unable to make use of such

⁷ Brian A. Reaves, Ph.D. 2015. *Local Police Departments, 2013: Personnel, Policies, and Practices*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

evaluations as part of its promotions process. EPD should establish a consistent process for regularly reviewing and addressing employee performance to be included in agency policy. Supervisors should have quarterly discussions with their employees to discuss recent performance, and should do one annual, formal evaluation. EPD's performance evaluation framework should be specific to the agency, and should include a set of **standard, objective criteria** tailored to the work performed by EPD staff.

- **Recommendation:** EPD supervisors should be trained on how to properly conduct performance evaluations, which should be based on the following:
 - A review of the employee's incident reports, case files, and other relevant documentation. Supervisors should ensure that all documentation is complete and up to date, and that the employee's work is thorough and compliant with EPD policies.
 - The supervisor's personal assessment of the employee's skills and abilities, based on the supervisor's interactions and observations.
 - A self-assessment prepared by the employee, which may include items such as: accomplishments during the review period, challenges faced during the review period, areas for improvement, goals, etc.
 - Basic employee evaluation criteria, such as taking excessive leave, any disciplinary actions or complaints against the employee, etc.

- **Recommendation:** EPD should establish a formal, consistent process for addressing performance issues that are identified during the evaluation process. If an employee's evaluation indicates a performance problem, EPD should consider implementing the following general process:
 - The employee's first-line supervisor should work with the employee's lieutenant (or equivalent level of supervisor for civilian personnel) to identify the problem and create a plan for addressing it. At this phase, absent any obvious disciplinary issues (e.g., untruthfulness, insubordination, etc.), the focus of the plan should be on offering *guidance and direction*, not discipline. The plan may include:
 - Additional training courses
 - Counseling, when appropriate
 - Mentoring or additional on-the-job training.
 - The supervisor should then discuss the issue and the proposed plan with the employee.
 - If the problems continue, or if the employee refuses to comply with the proposed plan, then EPD's disciplinary process should be used.
 - This process should be applied consistently for every employee and should be documented in EPD policy.

- **Recommendation:** Moving forward, EPD should ensure that employee evaluations are used as the primary basis for reviewing an employee's past performance to determine suitability for promotion. The background review process that EPD currently uses should be eliminated, due to agency-wide perceptions that the process is not objective and fair.
- **Recommendation:** As EPD implements an employee performance evaluation process, the department should consider incorporating a career development plan for all employees, sworn and civilian. The inclusion of a career development plan within employee performance evaluations will allow employees to develop goals and objectives, in conjunction with their supervisors, to help shape their careers at EPD.
- **Recommendation:** EPD should strive to ensure that Acting in Capacity (AIC) assignments last no more than 90 days in duration. When it is anticipated that an assignment will last more than 90 days, the competitive promotions process should govern filling the vacancy with a qualified applicant. In exceptional cases where EPD believes an AIC assignment should last longer than 90 days, an explanation of the department's rationale should be provided, to demonstrate transparency within the department.
- **Recommendation:** EPD currently uses a promotions process that involves ranking candidates based on their scores on a written test, an assessment center- type testing where candidates participate in a series of job-related situations that are observed and evaluated by assessors, and interviews, and then promoting them in rank order when openings are available. This type of strict ranking system can be problematic, as it often does not identify those who perform job tasks better than others, but instead simply assumes that higher-ranked applicants will perform their responsibilities better than applicants who are lower on the list. EPD should work with the city's legal counsel to explore alternatives to the strict ranking system that would allow the chief of police to choose the best candidate for each job opening from a list of qualified applicants. Any such changes to EPD's promotions process will need to comply with Oregon's veteran's preference laws.

Review of EPD's Retention Rate

Finding: In general, PERF did not find significant issues with turnover among sworn EPD personnel, as the department's turnover rates are similar to those in other police agencies similar in size to EPD. However, PERF found that there were some concerns about turnover among EPD's civilian personnel, specifically with respect to the department's communications and dispatch staff. This finding is in line with research showing that police agencies frequently have challenges with turnover in communications centers, given the high-stress nature of the job. Interviews with EPD and city personnel revealed that perceived divisions between sworn and civilian personnel within the department may also be a factor in the high turnover rates among EPD's communications staff.

- **Recommendation:** To ensure that communications staff members feel that they are a full-fledged, respected part of the department, EPD leaders should take steps to promote inclusion and engagement with communications personnel. These actions could incorporate the "Recognition and Feeling Appreciated" recommendations outlined in the 2005 Association of Public Safety Communications Officials (APCO) International report. For example, EPD leaders should encourage command staff and supervisors to routinely visit the communications center to meet with communications personnel. Another opportunity is for Communications Operations staff to go on ride-alongs with EPD officers, to have a chance to interact with patrol officers and to observe how the dispatch function interacts at the Patrol level.

Review of EPD's Assignment Opportunities

Finding: Overall, PERF found that there is generally good representation of women and people of color on departmental special assignments. The composition of departmental special assignments is fairly reflective of the agency as a whole. That being said, EPD should continue to monitor the composition of departmental special assignments and take steps to ensure that the selection process for assignment to specialized units is fair and equitable for all agency members.

- **Recommendation:** EPD should regularly review the makeup of special assignments to ensure that selection to these functions reflects the diversity of the organization.
- **Recommendation:** As EPD incorporates the use of performance evaluations throughout the agency, the department should amend its policies to reflect that employees' annual

performance evaluations be made a factor in determining suitability for a specialized assignment.

Organizational Climate Survey of the Eugene Police Department

PERF conducted a survey of EPD personnel to solicit feedback on employees' perceptions of the department, their role within the organization, and the process and opportunities for promotions and special assignments. PERF received responses from 158 sworn and civilian EPD personnel. PERF used the survey findings below to inform and support the recommendations included in the other sections of the report.

Finding: Overall, most respondents had positive perceptions of the work environment at EPD.

For example:

- 69.6% of all respondents believe that EPD is a good organization to work for
- 66.5% of all respondents were satisfied with their jobs
- 56.3% of respondents felt the environment of EPD encouraged equitable, inclusive, and respectful behavior among employees
- However, only 38.6% of all respondents believe that EPD's leaders model equitable, inclusive, and respectful behavior in their interactions with employees.
- Additionally, just 35.5% of respondents felt that EPD had mechanisms in place to address issues they might have.

Finding: Overall, there is room for improvement with respect to employee perceptions of EPD's promotional and special assignment process. For example:

- 53.1% of all respondents either disagreed or strongly disagreed that EPD has an effective system for promotion
- Only 26.6 of all respondents either agreed or strongly agreed that the process for promotional opportunities was fair
- Males provided more favorable responses than females regarding the effectiveness of the system for determining special assignments

Finding: Respondents had mixed feelings about what kinds of changes should be made to the promotional process. For example:

- 63.6% of all respondents believed no changes should be made to the emphasis placed on written exams during the promotional process

- 50.0% of all respondents believed no changes should be made to the emphasis placed on interviews during the promotional process
- **However, most respondents (57.0%) felt that performance evaluations should receive more emphasis during the promotion process. This supports PERF's recommendation that EPD adopt a robust performance evaluation process and use it as the basis for promotions.**

Finding: Similarly, respondents had mixed feelings about what kinds of changes should be made to the specialized assignment process. For example:

- 68.4% of all respondents felt that no changes should be made to the emphasis placed on written exams during the specialized assignment process on seniority (50.6%), and on interviews (58.2%).
- 50.6% of all respondents felt that no changes should be made to the emphasis placed on seniority as part of the specialized assignment process
- 58.2% of all respondents felt that no changes should be made to the emphasis placed on interviews during the specialized assignment process
- However, a majority of respondents (55.7%) believed performance evaluations should be emphasized more when determining opportunities for special assignment

Finding: Overall, several broad themes emerged from the open-ended questions in the survey. These themes included:

- Lack of transparency from agency leaders/poor internal communication
- Friction between sworn and civilian staff
- Desire to have a more robust performance evaluation process
- Unfair and inconsistent process used for promotions/assignments
- Lack of trust in leadership for holding people accountable and creating a positive climate.

Workplace Environment and Procedural Justice

Finding: Based on feedback PERF received during interviews with EPD employees, as well as a review of the organizational climate survey data, PERF believes that incorporating the principles of “internal procedural justice” throughout the department can help improve the agency’s overall workplace culture and environment. These principles help to ensure that all employees are treated with dignity, respect, and fairness, and they are given opportunities to

express their views about issues in the department, regardless of their gender, race, or sworn/civilian status.

- **Recommendation:** EPD should make use of regular, ongoing department-wide meetings, involving both sworn and civilian staff. These meetings should be used to promote transparency within the agency by sharing information about upcoming changes within the agency and soliciting employee feedback. Special consideration should be given to including employees who do not work at police headquarters, such as communications center personnel.
- **Recommendation:** EPD should explore other ways to solicit feedback from employees, including circulating feedback forms, holding smaller focus groups with a cross-section of personnel, and holding regular “listening” meetings between employees and the chief of police.
- **Recommendation:** The chief of police should explore using email updates to foster two-way dialogue among EPD staff.
- **Recommendation:** EPD should explore the use of after-action briefings for all functions of the department, in order to share information, provide constructive feedback to other unit members, and encourage mentoring relationships between junior and senior staff members.
- **Recommendation:** EPD should institute an “employee of the month” program (or perhaps every three months), with one monthly/quarterly award to a sworn member, and one to a civilian member. A special email congratulating recipients should be sent to all EPD staff by the chief of police.
- **Recommendation:** EPD should promote internal ride-alongs and other job familiarization programs to build relationships among the various functions of EPD. Such programs should occur on a regular, ongoing basis, such as dispatch employees riding with officers, officers visiting the communications center and listening to calls with a dispatcher, etc.
- **Recommendation:** EPD should ensure that specific policies, practices, training, and accountability measures are in place that reflect a commitment to preventing sexual harassment and making it clear that harassment and inappropriate conduct will not be tolerated. These measures include providing regular anti-harassment training to employees and supervisors; taking action to eliminate discriminatory jokes and

comments; investigating all harassment complaints in a prompt and fair manner; enacting appropriate consequences for employees who engage in harassment; establishing rules regarding consensual romantic or sexual relationships in the context of employment supervision or evaluation; and protecting and providing support to employees who have been harassed.

Assessment of Implementation of Recommendations from the 2005 ICMA/PERF Report

Finding: In November 2004, the City of Eugene contracted with the International City/County Management Association (ICMA) and PERF to assess police-community relations, governance, and the internal management practices of the Eugene Police Department. The report from that assessment, released in 2005, contained 57 recommendations across three topics: police-community relations, governance, and police management procedures and practices.

EPD has made progress in adopting many of the recommendations from that report. Please refer to Section VII for a complete discussion of EPD's progress toward each of the 57 recommendations.

Moving Forward

In commissioning this review, EPD has signaled that it is committed to improving the working environment of the department. EPD has already taken some positive steps toward improvement, and should look to the recommendations in this report as a guide as it continues these efforts.

INTRODUCTION

In 2016, the City of Eugene contracted with the Police Executive Research Forum (PERF) to conduct a review of the Eugene Police Department's (EPD's) work environment as it pertains to women and minorities (both sworn and civilian), particularly with respect to the agency's policies and practices regarding hiring, promotion, and assignment to special units. PERF was also tasked with assessing EPD's progress towards implementing recommendations made in a 2005 review of the EPD by PERF and the International City/County Management Association (ICMA).

Scope of Services

The initial "scope of services" statement that PERF provided to the EPD consisted of seven main tasks:

- 1. Conduct Interviews and Observations of EPD and city officials to understand the history and organizational culture of the agency, to solicit involvement and buy-in from all levels of the department, and to guide the project team in ensuring that PERF's recommendations reflect the mission, vision and values of the department and its leaders.*
- 2. Review of the Department's Hiring Process, with attention given to recruitment and hiring of women and people of color.*
- 3. Review of the Department's Promotions Process to determine overall soundness and to determine that sufficient opportunities for advancement are in place for women and people of color.*
- 4. Review of the Department's Retention Rate to determine the level of sworn and civilian turnover within the agency.*
- 5. Review of Department Assignments to determine the extent to which each function reflects the diversity of the organization.*
- 6. Conduct an Organizational Climate Survey to gauge EPD staff members' (both sworn and non-sworn) concerns and perceptions regarding potential disparate treatment of female and minority officers.*
- 7. Assess the Implementation of Recommendations from the 2005 ICMA/PERF Report against current operations to determine the extent to which they have been implemented.*

Methodology

PERF used the following methods to collect information for its review of the EPD.

Interviews and on-site observations: The PERF team conducted its initial site visit in June 2016 and a follow-up site visit in March 2017 to conduct additional interviews. PERF conducted interviews with the following EPD employees and other city personnel:

- The Chief of Police
- The President and Vice President of the Eugene Police Employees' Association
- The two police captains and civilian division managers (captain equivalent)
- The Eugene Police Commission analyst
- EPD's Public Information Director
- The city's Human Resources Manager
- Technical Services Division section managers
- Violent Crimes Unit staff
- Property Crimes Unit staff
- Special Investigations Unit staff
- Evidence Control Unit staff
- Forensic Evidence Unit staff
- Internal Affairs analyst
- Department recruiting staff members
- Records staff
- Police lieutenants
- Patrol sergeants
- Patrol officers
- Communications staff (supervisors and employees)
- A Public Safety Officer.

Data collection and analysis: PERF reviewed EPD staffing data containing sworn and civilian demographics and department assignments, as well as Fiscal Year 2007-2016 sworn and civilian employee turnover data. PERF also conducted an organizational climate survey of more than 300 sworn and civilian employees to elicit their views on EPD's workplace environment.

This report presents the findings and observations that emerged from PERF's review and contains recommendations on how EPD can strengthen its policies and practices to improve its operations. The recommendations contained in this report are based on current research and progressive policing practices.

About the City of Eugene and the Eugene Police Department

Eugene is the second largest city in Oregon.⁸ The city is 44 square miles in size with an estimated 2016 population of 166,575.⁹ As of 2010 (the most recent year for which detailed Census data are available), 82.0% of the city's residents were white, 7.8% were Hispanic or Latino, 1.3% were Black or African American, 0.8% were American Indian and Alaska Natives, 0.2% were Native Hawaiian and Other Pacific Islander, 3.8% were Two or More Races, 4.0% were Asian, and 0.2 were some other race.¹⁰

The Eugene Police Department is comprised of approximately 186 sworn officers and 132 civilians.¹¹ Organizationally, the department is comprised of the Police Operations Division, the Investigative Division, the Operations Support Division, and the Technical Services Division.

8City of Eugene Website, <https://www.eugene-or.gov/1383/About-Eugene>

9U.S. Census Bureau, <https://www.census.gov/quickfacts/table/PST045216/4123850,41>

10 U.S. Census Bureau, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

11 Organizational Chart, Eugene Police Department, July 1, 2016. <https://www.eugene-or.gov/ArchiveCenter/ViewFile/Item/4141>

SECTION I. REVIEW OF THE EUGENE POLICE DEPARTMENT'S HIRING PROCESS

As part of its review of the Eugene Police Department (EPD), PERF reviewed the department's recruitment and hiring process. PERF interviewed EPD's recruitment staff and examined policies and practices regarding EPD's recruitment procedures and practices, recruitment materials, outreach efforts, applicant screening and testing, and applicant background checks. PERF's review placed special attention on the department's efforts to ensure that its workforce is diverse and reflective of the community that it serves.

EPD's Recruitment Efforts

PERF found that EPD has established a robust and strategic recruitment program. At the center of EPD's recruiting efforts is a recruitment team comprised of a lieutenant, two sergeants, and three officers. One important feature of the recruitment team is that it reflects racial and gender diversity. Having diverse representation on a recruitment staff is a progressive policing practice that shows the department is committed to reflecting the diversity of the community it serves.¹²

EPD's Recruiting Strategies and Methods

EPD's recruiting staff utilizes strategies to attract a diverse, qualified pool of candidates to the department. For example, EPD advertises job openings on several radio stations, including several Spanish-language stations. Recruiters also engage in targeted recruiting by posting recruitment flyers in selected areas of the city. Additionally, the phone number for EPD's recruiting unit is printed on the back of the department's business cards.

¹² Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>.

Recruiters are also exploring the use of social media to attract candidates. Police departments across the country have found the use of social media to be a useful recruitment tool, particularly with regard to attracting minorities to increase the diversity of their agencies.¹³

The department also has a comprehensive website¹⁴ dedicated to the police recruitment and hiring process, which includes recruitment videos, information on how to qualify as a police officer, an explanation of the hiring process, a contact form to get in touch with a recruiter, and information about the Oregon Physical Abilities Test (ORPAT). The website also provides information about recruiting events and career nights hosted by the EPD.

PERF also found that the EPD recruitment team has sufficient equipment to perform their function, including an event display (booth), a computer dedicated to the recruiting team with a projector and screen, recruitment materials in English and Spanish, and various promotional materials.

Analysis of EPD's Recruitment Efforts

Assessment of Recruitment Strategies: PERF's review found that, overall, EPD's recruitment efforts are sound. The department has established a formal, strategic process for engaging in outreach, including outreach to women and communities of color. EPD's recruiting efforts are led by a strong recruiting team that is diverse and has the support of the department, including sufficient resources and equipment to perform its function.

Additionally, PERF's review of EPD's recruitment videos and sample radio ads found that these materials have a clear focus on diversity, have a positive tone, and stress the department's core values ("Protect, Serve, and Care"). One of the recruiting videos ties the ORPAT physical test to real-world scenarios in which EPD officers have used skills that were tested on in the ORPAT.

Recruiting Diverse Candidates: PERF also found that EPD generally makes a concerted effort to reach out to a diverse pool of potential candidates, including women and people of color. To

13 Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>. Page 24.

14 Eugene Police Department website, <https://www.eugene-or.gov/913/Police-Hiring-Process>

better understand the representation of women and people of color in the department, PERF reviewed human resources information that was provided by EPD in November 2016. According to these data, the department's overall representation of sworn female employees is 11.6% (21 total sworn female employees). This is just slightly below the average of 12% female sworn representation in local police departments as reported by the U.S. Department of Justice (DOJ) in *Local Police Departments, 2013: Personnel, Policies and Practices*.¹⁵ Of the 143 line-level officers at EPD, 14 (10%) are female.

Out of 181 total sworn personnel at EPD, 25 (13.8%) are people of color.¹⁶ This includes 10 Hispanics, six African-Americans, four Asian-Americans, four American Indians, and one Pacific Islander. Of the department's 160 male officers, eight are Hispanic, four are American Indian, four are Asian, four are Black, one is a Pacific Islander, and one is non-specified. Of the department's 21 female officers, 17 are white, two are Black, and two are Hispanic.

EPD's rate of minority representation, at 13.8%, is below the average of 27% minority representation in local police departments as reported by the DOJ in *Local Police Departments, 2013: Personnel, Policies and Practices*.¹⁷ However, it is important to note that Eugene's population is predominantly white; people of color make up only 18% of Eugene's population, according to the most recent Census data.¹⁸ That number is closer to the representation of people of color within EPD's sworn ranks (13.8%).

Although representation of women in EPD is generally in line with national averages and representation of people of color in EPD is fairly close to the city of Eugene's demographics, the department should continue to make a concerted effort to reach out to a diverse range of candidates as part of its recruitment strategy. This will help ensure that the department is representative of the community it serves.

- **Recommendation:** EPD should continue to emphasize outreach to women and people of color as part of its overall recruitment strategy. While no deficiencies were identified in PERF's review, progress can continue to be made to increase the diversity of EPD's

15 Brian A. Reaves, Ph.D. 2015 *Local Police Departments, 2013: Personnel, Policies, and Practices*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

16 Note: one sworn member of the department is marked "non-specified."

17 Brian A. Reaves, Ph.D. 2015 *Local Police Departments, 2013: Personnel, Policies, and Practices*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

18 U.S. Census Bureau, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

ranks. Human Resources data should be reviewed on a periodic basis to closely monitor the makeup of current employees as well as EPD recruits.

- **Recommendation:** EPD should incorporate a variety of recruitment strategies as it looks to expand its outreach to women and people of color. Such strategies could include:
 - Establishing a police cadet program to bring greater numbers of local residents into EPD and to promote diversity and community knowledge within the ranks.¹⁹ The cadet program should include a mentoring component, in which sworn officers help direct, assist, and coach program participants.²⁰
 - Establishing a police internship program or explorer program to attract and develop talented applicants to the department. For example, the University of Oregon's General Social Science program could be a source of internship candidates, specifically students on the Crime, Law and Society track.²¹
 - Seeking candidates with non-traditional college majors such as social work, education, etc. and conduct outreach to other professionals such as teachers, nurses, and employees of non-profit organizations.²² This will help to ensure a diverse talent pool for the agency and attract employees with perspectives outside the criminal justice arena.

EPD's Hiring Process

Overview of EPD's Hiring Process

PERF also examined EPD's process for hiring new recruits. The hiring process includes the following steps. Like most police hiring processes, if a candidate does not pass a particular section, they are removed from the application process and must reapply at the next hiring process.

19 Morison, Kevin P. 2017. *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success*. Washington, DC: Office of Community Oriented Policing Services.

<https://ric-zai-inc.com/Publications/cops-w0831-pub.pdf>. Page 49.

20 Ibid.

21 <http://admissions.uoregon.edu/majors/gen-social-science>

22 Women in Federal Law Enforcement. 2016. *Transforming Law Enforcement by Changing the Face of Policing: 21st Century Policing: Guide to Recruiting, Hiring, Retaining and Promoting Women and Minorities*.

<http://www.wifle.org/pdf/TransformLawEnforcementbyChangingFaceofPolicing-WIFLEFinal9272016.pdf>.

Page 32.

Applicant Screening: When a vacancy occurs, the City of Eugene’s Human Resources department first screens all applicants to ensure they meet the minimum qualifications for new police recruits (e.g., must be at least 21 years old at the time of hire, no felony convictions). Applicants who pass the initial screening process are invited to take EPD’s entrance exam.

Entrance Exam: EPD’s entrance exam includes several components, including Oregon Physical Abilities Test (ORPAT), which test applicants’ physical skills, and a written multiple-choice test provided by CPS HR Consulting, a public sector human resources consulting firm. The passing point for the multiple-choice exam is determined for each wave of tests and typically ranges from 63% to 74%, though the city’s Human Resources department may adjust the passing score if they find natural gaps in the distribution of scores. For example, if the passing score is 73%, but if it is determined that adjusting the score two percentage points downward would result in a sizeable number of candidates moving forward to the next phase of the hiring process, Human Resources may elect to adjust the passing score. Both tests are given over the course of one weekend, which is a progressive practice, as it minimizes the amount of time candidates must take off from work to take these tests. Candidates must pass both the ORPAT and the written tests to move forward in the hiring process.

Personal History Questionnaire: During the testing weekend, applicants must also complete a personal history questionnaire, which is forwarded to EPD background investigators for review and follow-up. Investigators generate a summary memo for each candidate detailing information obtained during this follow-up. The city’s Human Resources staff reviews each summary memo using EPD’s background investigation guidelines, and then meets with the EPD sergeant in charge of hiring to determine which candidates are permitted to move forward in the process. For any questionable issues that arise during the background examination, a group of EPD’s hiring supervisors and city Human Resources staff will review and discuss the situation to determine if these issues preclude the suitability of a candidate moving forward in the hiring process.

Candidate Interviews: Candidates who pass the background review process then proceed to interviews with two EPD recruiting sergeants and two to three EPD officers. To the extent possible, the interview panel includes representation from a diverse cross-section of the department, including women and people of color. Interview questions are uniform for all candidates, and a standardized score sheet is used, with rankings such as “recommend,” “highly recommend,” etc. These interviews consist of behavioral and situational interview questions in addition to a role-playing exercise. Candidates’ scores are then added for this component, and

the hiring panel (hiring supervisors—an EPD lieutenant and two sergeants—along with Human Resources staff) determines the overall passing score.

Descriptive Writing Test: Candidates who pass the interview stage then take a descriptive writing test, in which they watch a video scenario, take notes, and write a report based upon the events depicted in the video. Tests are graded on a pass/fail basis by two recruiting sergeants.

Background Investigation: Candidates who pass the interview component then undergo a comprehensive background investigation (which is different from the Personal History Questionnaire mentioned above), conducted by EPD background investigators. This background check includes interviews with personal and professional references, interviews of the candidate, a criminal history check (state and federal arrest databases), and residence/address checks. The background investigator prepares a memo containing the information collected during this review. After completion of the background investigation, results of the investigation are reviewed by the EPD hiring supervisor, background investigation sergeant, and city’s Human Resources staff. The EPD hiring supervisor writes recommendation memos for those candidates that he or she would like to move forward in the hiring process, and submits them to the chief of police, who has the final decision-making authority on which candidates should advance.

Psychological Testing: Candidates who have been selected to advance receive a conditional job offer prior to psychological testing, which is provided by Law Enforcement Psychological Services and proctored by the city’s Human Resources staff. The psychological test is followed by one-on-one interviews with a licensed psychologist. The psychologist grades each candidate and presents findings at a debriefing session, attended by the hiring sergeants, the city’s Human Resources staff, EPD’s Operations Captain (or designee), and the psychologist.

From there, an eligibility list is established, and EPD determines the number of candidates it will hire. These candidates then receive a medical exam, including a stress test, and physical exam proctored by Cascade Health Solutions and McKenzie Willamette.

Analysis of EPD’s Hiring Process

While the overall hiring process employed by EPD is sound, the descriptive writing test (separate from the entrance exam multiple choice test) may be problematic in that it disqualifies otherwise capable applicants in the hiring process. Because writing a police report is a skill that can be taught and improved upon in the academy, many law enforcement agencies are moving away

from the inclusion of a descriptive writing exam as part of their hiring process. Furthermore, U.S. Justice Department consent decrees have found that some police agencies' written exams have had a disparate impact on people of color during the hiring process.

Ultimately, EPD should prioritize hiring candidates who possess the values, character traits, and capabilities desired of their employees and who exemplify characteristics such as integrity, service orientation, empathy, communication and human relations skills, self-control, a team orientation, and problem-solving skills.²³

- **Recommendation:** EPD should reconsider the use of the descriptive writing test in the department's hiring process, as it may have an adverse impact in losing otherwise qualified applicants in the hiring process, particularly those who are otherwise qualified and who exemplify values and traits desired of EPD officers.

23 Morison, Kevin P. 2017. *Hiring for the 21st Century Law Enforcement Officer: Challenges, Opportunities, and Strategies for Success*. Washington, DC: Office of Community Oriented Policing Services.
<https://ric-zai-inc.com/Publications/cops-w0831-pub.pdf>.

SECTION II. REVIEW OF THE EUGENE POLICE DEPARTMENT'S PROMOTIONS PROCESS

One of the goals of PERF's review was to determine how EPD's promotions policies and practices affect the agency's work environment, particularly as they pertain to women and people of color. To accomplish this task, PERF reviewed EPD's overall promotions process, reviewed data provided by the City of Eugene's Human Resources department, and reviewed relevant state statutory information regarding veterans' preference laws.

Overall, PERF did not find significant issues with representation of women within EPD's supervisory ranks. However, people of color are not represented in EPD's positions above the rank of sergeant.

PERF identified several opportunities to improve the overall promotions process to ensure fairness and transparency.

This section will discuss EPD's current promotions process, discuss PERF's analysis of representation of women and people of color in EPD's supervisory ranks based on data provided by the city's Human Resources division, and review several potential challenges with EPD's promotions process (such as the lack of performance evaluations and career development programs).

EPD's Promotions Process

EPD currently uses a promotions process that involves ranking candidates based on their performance on a written test, an assessment center- type testing where candidates participate in a series of job-related situations that are observed and evaluated by assessors, and interviews, and then promoting them strictly according to their numerical scores in the testing as openings become available.

Many law enforcement agencies also rely on an employee's past performance evaluations when making decisions about who will be promoted. However, PERF learned that EPD does *not* make use of performance evaluations in its promotions process, and instead conducts a "background review" that examines a candidate's job performance, work history, and personal circumstances. Background reviews of candidates applying for the position of sergeant are conducted by EPD internal staff, and background reviews of candidates applying for the position of lieutenant or

above are conducted by an outside investigative contractor. Background investigators (whether internal or external) have received specialized training by EPD, and the quality of their work is monitored to ensure consistency. (Recommendations for improving this process are discussed in the “Potential Challenges in the Promotions Process” section below.)

Review of Human Resources Data

PERF reviewed human resources information provided by EPD in November 2016 to determine representation of women and people of color in the supervisory ranks of the Eugene Police Department.

Based on PERF’s review of the data, there is generally strong representation of women in EPD’s supervisory ranks. PERF also found that people of color are fairly well-represented at the rank of sergeant, but not in higher ranks (e.g., lieutenants and captains).

Moving forward, department leaders should ensure that women and people of color are encouraged to apply for promotional opportunities as they become available, and should review human resources data periodically to ensure that adequate opportunities exist to increase representation of women and people of color in EPD’s supervisory ranks.

Women in Supervisory Ranks

PERF’s review found that there is strong representation of women in EPD’s supervisory ranks. As indicated in the “Review of the Eugene Police Department’s Hiring Process” section above, the department should continue to strive to attract women and people of color to the agency.

Out of four captain-level assignments, two are female (one captain, one civilian equivalent). Of EPD’s nine lieutenants, three (33%) are female. Out of 26 sergeants, three (11.5%) are female, which puts Eugene above the average of 9.5% female representation at the first-line supervisor level as reported by the DOJ report, *Local Police Departments, 2013: Personnel, Policies, and Practices*. Of the 143 line-level officers, 14 (10%) are female.²⁴

24 Brian A. Reaves, Ph.D. 2015. *Local Police Departments, 2013: Personnel, Policies, and Practices*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>.

Of the three female sergeants, two are white. One is Hispanic. Of the 14 line-level officers, 11 are white, two are Black, and one is Hispanic.

People of Color in Supervisory Ranks

None of the captain-level assignments or lieutenant positions is represented by a person of color within EPD.

Out of 26 sergeants, four are Hispanic (15.4%), two are American Indian (7.7%), and one is African-American (3.8%).

- **Recommendation:** EPD should seek to ensure that sufficient opportunities exist for people of color to be promoted to higher supervisory ranks within the agency. EPD should expand its training and professional development opportunities to women and people of color. Such opportunities could include sending personnel to additional local, state and national leadership schools.

Potential Challenges with the Promotions Process

PERF's review of EPD's promotions process revealed several potential challenges that the department will need to address. These challenges include using a background review in lieu of a review of past employee performance evaluations; PERF's finding that "Acting in Capacity" (AIC) assignments are lasting considerably longer than dictated by policy (90 days, barring identified reasons for extending this time frame); and the use of a strict rank order process when determining who will be promoted. This section examines each of these challenges and provides recommendations for how EPD can address them.

Lack of Performance Evaluations

To promote accountability, it is important that police departments regularly review and address employee performance issues. In many cases, performance evaluations are the only formal mechanism for assessing employee actions and behaviors, and thus they serve as an important tool for managing performance, ensuring that officers are held accountable, and encouraging

employees to define goals, improve the quality of their work, and advance in their careers.²⁵ Regular performance evaluations can also help supervisors proactively identify problems and take corrective action, such as recommending additional counseling or training.

Performance Evaluations at EPD

Unlike most other police agencies, EPD does not currently have a consistent, formal performance evaluation process. PERF learned that the lack of regular performance evaluations is a citywide problem and is not limited to EPD. Interviews with EPD employees revealed that some supervisors do conduct performance reviews, but the process is haphazard, typically taking the form of a memo with no uniform evaluation criteria.

As discussed above, because EPD lacks a consistent performance evaluation process, the department's promotions process relies in part on a background review of candidates. Most of the EPD employees whom PERF interviewed described the background review as a "free for all," in which people can say anything about a candidate in secret, and candidates are told only whether or not they passed, with no opportunity to review or rebut statements in the report. Comments in the department-wide climate survey supported this view, with many survey respondents raising concerns that the background review process breeds inconsistent treatment and favoritism.

The current lack of regular, uniform employee evaluations is problematic, particularly as employees seek promotion and/or assignment to specialized units, in that there is no objective measure to evaluate an employee's performance over time to determine his or her suitability for promotion or special assignments.

PERF therefore recommends that EPD implement a formal, consistent employee performance review process. This documentation should serve as the basis for promotions decisions, rather

25 Branly, Shannon, Andrea Luna, Sarah Mostyn, Sunny Schnitzer, and Mary Ann Wycoff. 2015. *Implementing a Comprehensive Performance Management Approach in Community Policing Organizations: An Executive Guidebook*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p331-pub.pdf>; PERF, *Critical Response Technical Assessment Review: Police Accountability – Findings and National Implications of an Assessment of the San Diego Police Department*, <https://www.sandiego.gov/sites/default/files/legacy/police/pdf/perfrpt.pdf>, see pp. 41-42 for a discussion regarding the importance of performance evaluations in police agencies.

than the subjective and unverified information gathered through the current background review process. PERF learned that the department's strategic plan, which is currently under final review, will include a comprehensive performance evaluation mechanism. PERF encourages this step. EPD should consider the following recommendations as it develops its new performance evaluation process.

- **Recommendation:** EPD should establish a consistent process for regularly reviewing and addressing employee performance. Supervisors should have quarterly discussions with their employees to discuss recent performance, and should conduct one annual, formal evaluation. EPD's performance evaluation framework should be specific to the agency, and should include a set of **standard, objective criteria** tailored to the work performed by EPD staff members.

- **Recommendation:** EPD supervisors should be trained on how to properly conduct performance evaluations, which should be based on the following:
 - A review of the employee's incident reports, case files, and other relevant documentation. Supervisors should ensure that all documentation is complete and up to date, and that the employee's work is thorough and compliant with EPD policies.
 - The supervisor's personal assessment of the employee's skills and abilities, based on the supervisor's interactions and observations.
 - A self-assessment prepared by the employee, which may include items such as: accomplishments during the review period, challenges faced during the review period, areas for improvement, goals, etc.
 - Basic employee evaluation criteria, such as taking excessive leave, any disciplinary actions or complaints against the employee, awards or honors given to the employee, significant accomplishments, etc.

- **Recommendation:** EPD should establish a formal, consistent process for addressing performance issues that are identified during the evaluation process. If an employee's evaluation indicates a performance problem, EPD should consider implementing the following general process:
 - The employee's first-line supervisor should work with the employee's lieutenant (or equivalent level of supervisor for civilian personnel) to identify the problem and create a plan for addressing it. At this phase, absent any disciplinary issues (e.g., untruthfulness, insubordination, etc.), the focus of the plan should be on offering *guidance and direction*, not discipline. The plan may include:
 - Additional training courses
 - Counseling, when appropriate

- Mentoring or additional on-the-job training
 - The supervisor should then discuss the issue and the proposed plan with the employee.
 - If the problems continue, or if the employee refuses to comply with the proposed plan, then EPD's disciplinary process should be used.
 - This process should be applied consistently for every employee and should be documented in EPD policy.
- **Recommendation:** Moving forward, EPD should ensure that employee evaluations are used as the primary basis for reviewing an employee's past performance to determine suitability for promotion. The current background review process should be eliminated due to agency-wide perceptions that it is not objective or fair.

Career Development Plans

A career development plan is a key component of a strong performance evaluation process. Career development plans are used to identify an officer's career goals, and in conjunction with the officer's supervisor, identify the skills, training and experience needed to achieve them. EPD's performance evaluations should emphasize career development and talent development at all levels.²⁶ An annual career development plan for all employees, sworn and civilian, should be part of the performance evaluation process to assist in creating meaningful paths for career advancement. These career development plans should be discussed on an ongoing basis between employees and their supervisors to develop goals and objectives and ensure that employees are achieving them.

The goals that employees outline in their career development plans can also help a police agency identify additional training needs. For example, if an EPD employee expresses the desire to become a supervisor, his or her supervisor can work with the employee to identify training that would help make the employee a more attractive candidate for promotion. Similarly, if an employee would like to be a member of EPD's senior management team, supervisors can work with the employee to identify advanced career development training (such as the FBI National Academy or PERF's Senior Management Institute for Police) and any requirements of those programs.

26 Branly, Shannon, Andrea Luna, Sarah Mostyn, Sunny Schnitzer, and Mary Ann Wycoff. 2015. *Implementing a Comprehensive Performance Management Approach in Community Policing Organizations: An Executive Guidebook*. Washington, DC: Office of Community Oriented Policing Services. Page 7.

If employees prefer to remain in Patrol or Investigations, supervisors can work with them to identify professional development opportunities to enhance their skills (for example, a Patrol supervisor can identify courses, such as narcotics traffic interdiction training, for employees who have expressed interest).

- **Recommendation:** As EPD implements an employee performance evaluation process, the department should consider incorporating a career development plan for all employees, sworn and civilian. The inclusion of a career development plan within employee performance evaluations will allow employees to develop goals and objectives in conjunction with their supervisors to shape their careers.

Acting in Capacity (AIC) Assignments

Another issue with EPD's promotions process is how the department handles Acting in Capacity (AIC) assignments. AIC assignments are defined in EPD Policy 1015 ("Special Team, Ad-Hoc & AIC Assignments"). AIC assignments occur when "an employee of a certain rank is temporarily assigned to serve as a unit supervisor."²⁷ Sworn and civilian EPD employees may hold AIC assignments. Per policy, AIC appointments lasting longer than 90 days are to be posted to begin the application process, unless there is an identified business reason for not doing so.

During interviews, EPD employees frequently told PERF that it was not unheard of for AIC assignments to last considerably longer than the 90 days as stipulated in policy. Employees said that in some cases, an AIC assignment has lasted for several years. This concern was also expressed in several responses to the department-wide climate survey. EPD should ensure that AIC assignments are used sparingly to address staffing shortages. These assignments should not be used as a substitute for addressing long-term staffing needs.

To ensure fairness and transparency in the promotions process, EPD should ensure that its policy is followed regarding the duration of AIC assignments. Vacancies anticipated to last more than 90 days should be filled via the promotions process and open to all qualified applicants. If the

²⁷ EPD Policy 1015 ("Special Team, Ad-Hoc & AIC Assignments").

department believes that an AIC position should continue past 90 days, an explanation should be provided to members of the department, in order to demonstrate internal procedural justice by showing transparency in the decision-making process.²⁸

- **Recommendation:** EPD should ensure that Acting in Capacity (AIC) assignments do not last more than 90 days. In exceptional cases where it is anticipated that the assignment must last more than 90 days, the competitive promotions process should be used to fill the vacancy with a qualified applicant. In those instances where EPD believes an AIC assignment should last longer than policy, an explanation of the department's rationale should be provided to demonstrate transparency within the department.

EPD's Candidate Ranking System

A third challenge with EPD's promotions process is its use of a strict ranking system in which candidates receive a numerical score and are promoted based on highest score. As discussed earlier in this section, EPD's promotions process involves ranking candidates based on their performance on a written test, scenarios and interviews, and promoting them strictly according to their numerical testing scores as openings become available.

Challenges with the Ranking System

One of the problems with using a strict numerical test scoring system is that it is based on the underlying assumption that there is a strict correlation between ranking on a test and job performance. This is potentially problematic, as this kind of test score ranking often does not identify those who can perform job tasks better than others, but instead simply assumes that applicants who receive the highest test scores will perform their responsibilities better than applicants lower on the list.

Additionally, the use of ranking in a selection procedure when the ranking fails to identify those who can better perform the job violates the federal Equal Employment Opportunity Commission Uniform Guidelines for Employee Selection²⁹. According to the Uniform Guidelines, the use of ranking in a valid selection procedure "should measure those aspects of performance which

²⁸ Please refer to Section VI of this report for a detailed explanation of the tenets of procedural justice and how they can be applied within EPD.

²⁹ EEOC has administrative and mediation enforcement programs to ensure compliance.

differentiate among levels of job performance.”³⁰ Furthermore, when the use of ranking in a selection procedure has a greater adverse impact than use of the same selection procedure on a pass/fail basis, the Uniform Guidelines require that... “the user should have sufficient evidence of validity and utility to support the use of ranking basis.”³¹

Alternatives to the Strict Ranking Process

PERF believes it is advisable for EPD to discontinue the strict numerical rank order process and instead implement some type of “grouping” or “banding” system. This type of system still involves ranking applicant scores, but applicants are placed into categories, or “bands,” based on their scores (e.g., the highest three scores are in the top band, or all scores over 85% are in the top band, etc.). When making a final decision about who should receive the promotion, the chief of police would be able to choose from any applicant whose name is in the top band of the most qualified candidates. This system provides more flexibility in the promotions process, as it gives the chief of police the opportunity to look beyond the limits of numerical scoring and instead select the person who the chief believes is the best candidate for the job.

However, one potential challenge with implementing a banding process is that it is likely to violate Oregon’s veteran’s preference law³² if it does not also contain a specific method for giving special consideration to veterans at every stage of the process.

ORS 408.230 states that public employers such as police departments must provide a veterans’ preference by adding extra points to a veteran’s overall application score during the initial application screening and the application exam, and a preference to veterans for those phases of the hiring process that do not result in a score (such as an interview).³³

30 EEOC Uniform Guidelines for Employee Selection, 29 CFR 1697.14(c)(9).

31 29 CFR 1607.5(G).

32 Oregon Revised Statute (ORS) 408.230.

33 From <https://www.oregonlaws.org/ors/408.230>: “(a) For an initial application screening used to develop a list of persons for interviews, the employer shall add five preference points to a veteran’s score and 10 preference points to a disabled veteran’s score.

(b) For an application examination, given after the initial application screening, that results in a score, the employer shall add preference points to the total combined examination score without allocating the points to any single feature or part of the examination. The employer shall add five preference points to a veteran’s score and 10 preference points to a disabled veteran’s score.

As a result, while implementing a banding system may provide greater flexibility in the promotions process, the system would have to be crafted carefully to ensure that it still gives special consideration to veterans at each stage of the promotions process – during testing and interviews, and when the chief of police makes a final decision.

- **Recommendation:** EPD should work with the city’s legal counsel to devise a method to provide the chief of police with options to choose the best candidate for each job opening, while remaining in compliance with Oregon’s veterans’ preference laws.

(c) For an application examination that consists of an interview, an evaluation of the veteran’s performance, experience or training, a supervisor’s rating or any other method of ranking an applicant that does not result in a score, the employer shall give a preference to the veteran or disabled veteran. An employer that uses an application examination of the type described in this paragraph shall devise and apply methods by which the employer gives special consideration in the employer’s hiring decision to veterans and disabled veterans.”

SECTION III. REVIEW OF THE EUGENE POLICE DEPARTMENT'S EMPLOYEE TURNOVER RATE

PERF reviewed retention (turnover) data for sworn officers and civilian personnel for Fiscal Year (FY) 2007 to FY 2016.³⁴ Total turnover rates (for sworn and civilian personnel combined) appear in the table below.

Eugene Police Department Turnover Rates										
	FY16	FY15	FY14	FY13	FY12	FY11	FY10	FY09	FY08	FY07
As Of	7/1/2016	7/1/2015	7/1/2014	7/1/2013	7/1/2012	7/1/2011	7/1/2010	7/1/2009	7/1/2008	7/1/2007
Eugene Police Department Number of Employees	305	304	303	304	313	301	312	303	309	311
Number of Retirements (in previous twelve months)	9	8	9	9	7	9	3	2	2	6
Number of Other Terminations (in previous twelve months)	27	20	15	16	19	14	11	24	19	16
Total Terminations	36	28	24	25	26	23	14	26	21	22
Turnover Percentage	11.80%	9.21%	7.92%	8.22%	8.31%	7.64%	4.49%	8.58%	6.80%	7.07%

*EPD's fiscal year spans from July 1 through June 30.

In the City of Eugene, “termination” refers to employee retirements as well as other reasons employees leave the department. Examples of such other reasons are: Probationary Termination; (when the employee did not successfully complete the probationary period), Moved; Death; Personal; and Health Reasons).

As the table above illustrates, EPD's total turnover rates ranged from a high of 11.8% in FY 2016 to a low of 4.9% in FY 2010. PERF's review of the department's overall turnover rate found that EPD's turnover rates are typical of large police agencies and are not a cause for concern.

This section examines the turnover rates for both sworn and civilian personnel.

³⁴ Provided by the City of Eugene's Human Resources department.

Turnover Data for Sworn Personnel

PERF reviewed turnover rates for sworn personnel for the period FY 2007 to FY 2016. These figures are presented in the table below.

Sworn Personnel Turnover

Year	Total turnover (# of sworn employees who left EPD)	Number of Employees Who Left Due to Retirement	Number of Employees Who Left for any other Reason
FY 2016	10	5	5
FY 2015	7	2	5
FY 2014	10	4	6
FY 2013	6	4	2
FY 2012	7	3	4
FY 2011	8	4	4
FY 2010	1	0	1
FY 2009	12	2	10
FY 2008	8	0	8
FY 2007	6	2	4

For sworn personnel, the number of total turnovers ranged from a high of 12 employees in FY 2009 to a low of one employee in FY 2010. It is important to note that not all turnovers are a result of retirement. For example, of the 12 employees who left EPD in FY 2009, only two officers retired from the agency; the other ten left EPD for other reasons.

PERF also examined turnover rates for sworn women and people of color. Between FY2007 and FY 2016, a total of eight sworn persons of color left the agency. Of those, three left for personal reasons, two left for other employment opportunities, one moved, one left for a long-term military appointment, and one was terminated for disciplinary reasons.

Additionally, during this time, 15 sworn women left the agency. Of these women, seven retired, and eight left the department for other reasons (three left for personal reasons, two left for other employment opportunities, one did not successfully complete her probationary period, one left for health reasons, and one left for a long-term military appointment).

Based on PERF's review of the data provided, there do not appear to be any areas of concern in the retention rates for sworn personnel, based on PERF's extensive experience conducting workload and management studies for agencies similar in size to EPD.

Turnover Data for Civilian Personnel

PERF also reviewed retention rates for civilian personnel for the time period FY 2007 to FY 2016. Of the 170 civilians who left the department during this time, 100 were from Communications Operations (e.g., EPD's dispatch function). Of these 100, many left either for personal reasons or the inability to successfully complete the probationary period.

Various EPD and city personnel told PERF that they believe the high turnover rates among communications employees are due in part to perceived divisions between sworn and civilian staff. For example, some of these employees believe there is friction between sworn and civilian personnel, which can contribute to job dissatisfaction. PERF learned that some communications employees left EPD because they felt that EPD's training has too much of a focus on sworn personnel. Additionally, Central Lane 911 (the communications center responsible for EPD dispatch) is located in a separate facility several miles from EPD headquarters, which potentially results in communications personnel feeling isolated from other EPD staff (particularly sworn staff). These factors contribute to the perception among many communications personnel that they do not feel they are "part of the team." It should be noted that based on PERF's experience, these are common issues within the communications function of law enforcement agencies and are not unique to Eugene.

Nationally, police agencies frequently have challenges with turnover in communications centers because of the high-stress nature of the job. Recognizing these challenges, APCO International (the Association of Public Safety Communications Officials) released a report titled *Staffing and Retention in Public Safety Communication Centers*, to help call centers address staffing and retention problems.³⁵ Though this report was released in 2005, the findings and recommendations are still applicable today. For example, the report includes recommendations regarding "Recognition and Feeling Appreciated," which are aimed at increasing morale and fostering a sense of inclusion among communications personnel. Those recommendations include:

- Look for occasions to celebrate successes
- Recognize good work

³⁵ APCO International, 2005. *Staffing and Retention in Public Safety Communication Centers*, p. 63.
<https://www.apcointl.org/doc/conference-documents/personnel-human-factor/283-project-retains-effective-practices-guide-2005/file.html>

- Survey employees to learn what they value
 - Create positive working relationships
 - Reinforce desirable behavior
 - Accentuate the positive
 - Develop a positive working relationship with the media.³⁶
- **Recommendation:** To ensure that communications staff members feel that they are a valued part of the Police Department, EPD leaders should take steps to promote inclusion and engagement with communications personnel. These actions could incorporate the recommendations outlined in the 2005 APCO International report. For example, EPD leaders should encourage command staff and supervisors to routinely visit the communications center to meet with communications personnel. Another opportunity is for Communications Operations staff members to go on ride-alongs with EPD officers, to have a chance to interact with patrol officers and to observe how the dispatch function interacts at the Patrol level.

³⁶ Ibid. Page 62.

SECTION IV. REVIEW OF EPD'S ASSIGNMENT OPPORTUNITIES

PERF's review also included an examination of whether EPD's process of designating officers for specialized assignments is fair and equitable, particularly with respect to female employees and employees of color. To accomplish this task, PERF reviewed human resources information provided by the department on November 7, 2016. For the purpose of this report, a "specialized assignment" refers to a non-patrol assignment given to sworn personnel, such as an investigative position or a School Resource Officer (SRO).

Specialized Assignment Process

In EPD, when a vacancy occurs in a specialized assignment, the supervisor in charge of the selection process generates a memo that details the minimum requirements required for the position and an explanation of the selection process.³⁷

The minimum requirements for a specialized assignment are that: (1) the employee has completed his or her probationary period; and (2) the employee is in good standing (defined in the policy as performing satisfactorily in their current assignment and not under investigation for any criminal allegation or allegation of serious misconduct).³⁸

Per policy, the selection process consists of any or all of the following steps: a memorandum of interest written by the applicant and forwarded through his or her chain of command; an oral interview; a written exercise; and/or scenario-based exercises. In addition, the administrator of the selection process for that particular vacancy may elect to add additional components, such as a community panel.³⁹

Additionally, a performance review is conducted for all candidates, which measures their quality of work, productivity, and if the candidate possesses a positive work ethic. The administrator of the selection process again may add qualities to be reviewed during the performance review (such as the candidate's "demonstrated or documented desire" to work in the assignment). After

37 Eugene Police Department Policy 1015. Special Team, Ad-Hoc & AIC Assignments. Effective date 8-05-15.

38 Ibid.

39 Ibid.

the performance reviews are conducted, the process administrator prepares a memo for the respective division manager with his or her recommendations. The division manager typically makes the final recommendation for the vacancy.⁴⁰

Review of Specialized Assignment Data

PERF's review of employee data provided by the city's Human Resources department found that there were 56 out of 181 sworn personnel serving in a specialized assignment.

Of these 56 officers who were serving in a specialized assignment, 49 (87.5%) were male and seven (12.5%) were female.

- Of the 49 males, 44 (89.8%) were white, two (4.1%) were Asian, two (4.1%) were American Indian, and one (2.0%) was African American.
- Of the seven females, six (85.7%) were white and one (14.3%) was African American.

To put this data in context, the overall female sworn representation in EPD is 11.6% (21 sworn women), and overall representation of people of color is 13.8% (25 sworn persons of color).

Based on this information, PERF found that overall there is generally good representation of women and people of color on departmental special assignments. The composition of departmental special assignments is fairly reflective of the agency as a whole.

That being said, EPD should continue to monitor the composition of departmental special assignments and take steps to ensure that the selection process for assignment to specialized units is fair and equitable for all agency members.

- **Recommendation:** EPD should regularly review the makeup of special assignments to ensure that selection to these functions reflects the diversity of the organization.
- **Recommendation:** The importance of regular employee performance evaluations has been discussed previously in this report. As EPD incorporates the use of performance evaluations throughout the agency, policy should be amended to reflect that employees'

⁴⁰ Ibid.

annual performance evaluations be made a factor in determining suitability for a specialized assignment.

SECTION V. ORGANIZATIONAL CLIMATE SURVEY OF THE EUGENE POLICE DEPARTMENT

With input from the Eugene Police Department (EPD), PERF designed an “organizational climate” survey to solicit EPD employees’ perceptions of the department. The survey provided information about how employees felt about the department, their role within the organization, and the processes and opportunities regarding promotion and unit assignment. The survey was distributed to both sworn and civilian employees.⁴¹

The goal of the climate study was to determine the overall workplace climate at EPD, and to identify any areas of interest to guide the development of EPD’s policies and practices going forward. In particular, survey results can be used in conjunction with PERF’s recommendations to help EPD leaders incorporate principles of internal procedural justice within the agency (see Section VI of this report for more information on internal procedural justice).

This section discusses the climate survey, including its development, methodology, and findings. The findings from the survey support many of the recommendations in this report.

Survey Background and Methodology

Survey Instrument: The survey included 26 statements designed to assess employee perceptions of the work environment at EPD, the department’s promotion and special assignment process, and factors that employees believe should be emphasized in the promotion process and for determining special assignments. Additionally, the survey contained four demographic questions. (See Appendix B for the survey instrument.)

Data Collection: On January 14, 2017, EPD employees were notified by the chief of police that PERF would be conducting a department climate survey. PERF sent an email containing a link to the survey, a user name, and a password to all 303 people who were employed at EPD at the time the survey was fielded. PERF began collecting data on January 19, 2017. PERF sent an additional email on February 7 to remind EPD personnel about the survey. The chief of police sent a final email reminder on February 24. During each of these communications, EPD

⁴¹ Note that while EPD policy and EPD’s website makes reference to civilian personnel, the interchangeable term “non-sworn” was used in the climate survey.

employees were notified that their responses to the survey would be anonymous. Data collection concluded on March 7, 2017.

Survey Sample: At the close of the survey period, PERF had received a response from 158 sworn and civilian EPD employees, for a 52.1% response rate. The demographics of the sample are shown in Table 1 below.

Table 1. Demographics of Survey Sample (N=158)

Demographic Category	Percent
Gender	
Male	63.3%
Female	34.2%
Other	1.3%
Years of Service	
0-5 years	20.3%
6-10 years	15.2%
11-15 years	18.4%
15-20 years	19.6%
20+ years	25.9%
Employment Type	
Sworn	54.4%
Non-sworn	45.6%
Race	
White	84.2%
Non-White	12.7%

Survey Results

This section presents the results of the Eugene Police Department Climate Survey. The results are divided into three categories:

- Perception of the work environment at EPD;
- Perceptions of the promotion and special assignment process; and
- Factors that employees believe should be emphasized in the promotion process and for determining special assignment opportunities.

Perceptions of the Work Environment at EPD

The first section of the survey contained five statements pertaining to the work environment at EPD. Respondents were asked to use a five-point Likert scale (“strongly disagree,” “disagree,” “neutral/no opinion,” “agree,” “strongly agree”). The results for items assessing perceptions of the work environment at the Eugene Police Department are displayed in Table 2.

Most respondents agreed or strongly agreed with the statement that the EPD “is a good organization to work for” and said they were satisfied with their jobs as an EPD employee (69.6% and 66.5%, respectively).

While 56.3% of respondents agreed or strongly agreed that the environment of EPD encourages equitable, inclusive, and respectful behavior among employees, only 38.6% believed these traits were modeled by EPD leaders. Finally, just over one-third (35.5%) of respondents felt that mechanisms are in place to address issues they might have.⁴²

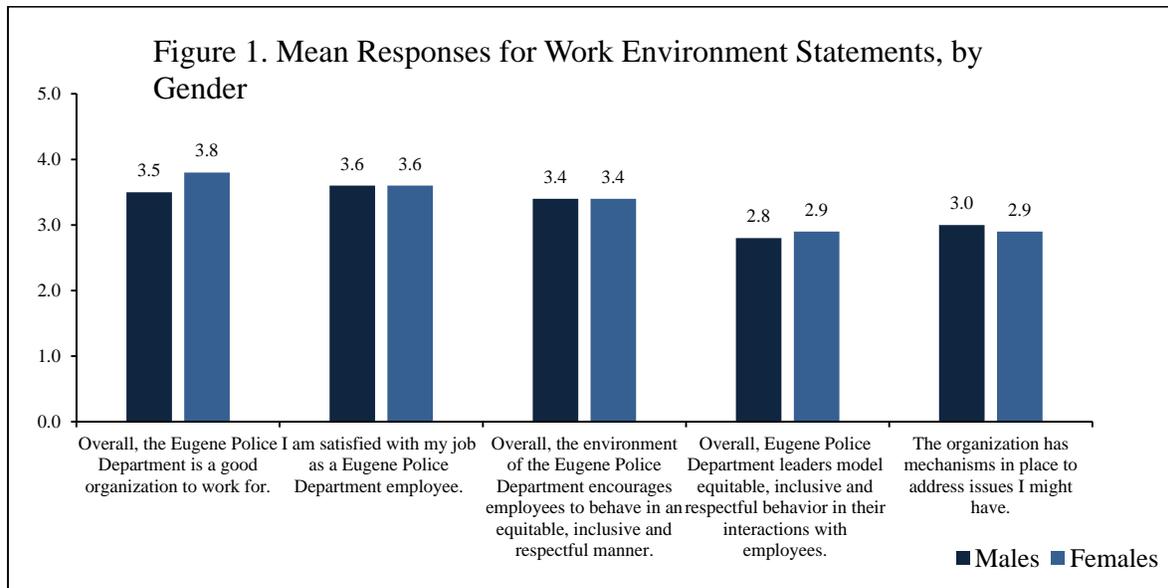
⁴² Percentages derived by combining “agree” and “strongly agree.”

Table 2. Perceptions of the Work Environment at the Eugene Police Department

Item	Strongly disagree	Disagree	Neutral/ No opinion	Agree	Strongly agree	Mean Rating*
Overall, the Eugene Police Department is a good organization to work for.	3.8%	16.5%	10.1%	54.4%	15.2%	3.6
I am satisfied with my job as a Eugene Police Department employee.	5.7%	12.7%	14.6%	51.9%	14.6%	3.6
Overall, the environment of the Eugene Police Department encourages employees to behave in an equitable, inclusive, and respectful manner.	6.3%	20.3%	17.1%	46.2%	10.1%	3.3
Overall, Eugene Police Department leaders model equitable, inclusive, and respectful behavior in their interactions with employees.	20.9%	21.5%	19.0%	30.4%	8.2%	2.8
The organization has mechanisms in place to address issues I might have.	11.4%	26.6%	24.7%	28.5%	7.0%	2.9

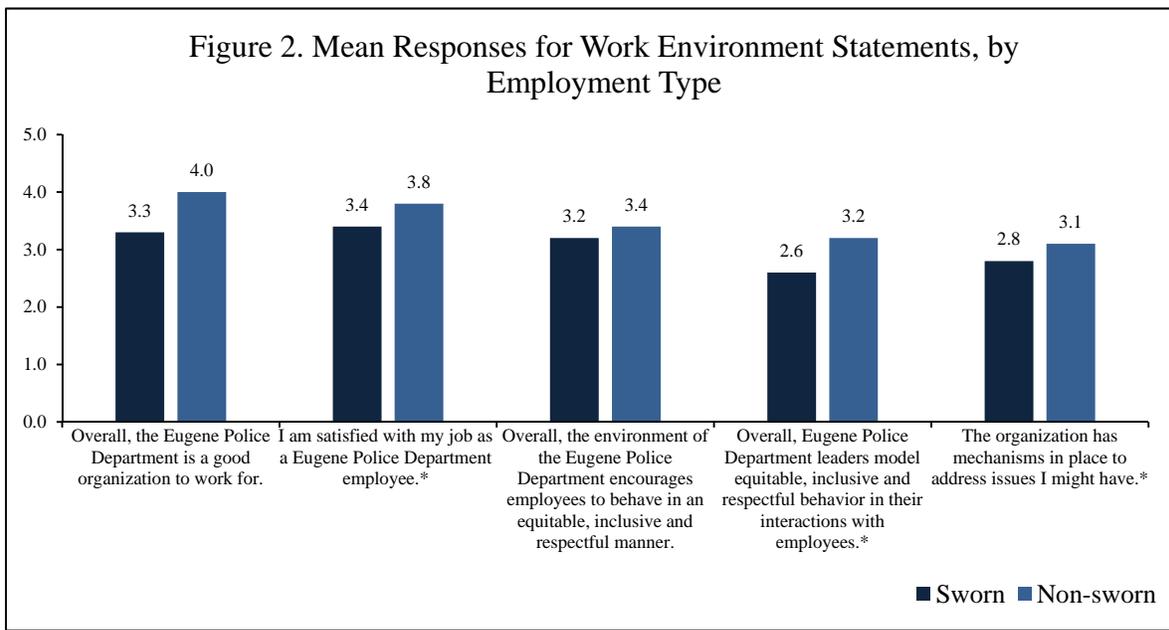
*On a scale in which 1="Strongly Disagree" and 5="Strongly Agree"

PERF compared the mean responses of male and female employees for the five statements assessing the work environment at the EPD. These results are displayed in Figure 1 below.



Males and females were evenly split on their satisfaction with being an EPD employee and their perceptions of whether EPD encourages employees to behave in an equitable, inclusive, and respectful manner. There were slight differences between the responses from males and females on whether EPD is a good organization to work for, the behavior modeled by leadership, and if there are mechanisms in place to address issues they might have; however, these differences were not statistically significant.

PERF also compared the mean responses of sworn and non-sworn employees for the same five statements. These responses are presented in Figure 2 below.



*Denotes statements in which differences in mean responses were statistically significant.

As Figure 2 illustrates, sworn and non-sworn employees were divided on every item assessing their perceptions of the work environment at EPD, with non-sworn employees expressing greater approval of the department by every measure. Though, these differences were only statistically significant for three of the five statements, regarding their job satisfaction, the behavior modeled by leaders when interacting with employees, and the mechanisms in place to address issues employees may experience.⁴³

⁴³Independent-samples t-tests were conducted to compare mean responses of sworn and non-sworn employees for items assessing the work environment at the Eugene Police Department. There were significant differences in the mean ratings for sworn and non-sworn employees for three items – job satisfaction [sworn (M=3.4, SD=1.1), non-sworn (M=3.8, SD=1.0); $t(153)=-2.03, p=.04$], behavior modeled by EPD leadership [sworn (M=2.6, SD=1.3), non-sworn (M=3.2, SD=1.2); $t(153)=-2.90,$

Perceptions of the Promotion and Special Assignment Process

The next section of the survey contained eleven statements pertaining to the promotion and special assignment process. Respondents were asked to use a five-point Likert scale (“strongly disagree,” “disagree,” “neutral/no opinion,” “agree,” “strongly agree”). The mean was calculated by adding all of the values for each variable, then dividing by the number of values. Thus, a mean rating of 5 would be the most favorable towards the promotion and special assignment process, and a mean rating of 1 would be the least favorable. The results for items assessing perceptions of the promotion and special assignment process are displayed in Table 3 below.

Table 3: Perceptions of Promotion and Special Assignment Process

Item	Strongly disagree	Disagree	Neutral/ No opinion	Agree	Strongly agree	Mean Rating*
The Eugene Police Department has an effective system for promotion.	15.8%	37.3%	22.8%	21.5%	2.5%	2.6
The Eugene Police Department has an effective system for determining special assignments.	7.0%	25.9%	33.5%	31.0%	1.9%	2.9
The process for promotion opportunities is fair.	13.9%	24.1%	34.8%	24.1%	2.5%	2.7
Special assignments are provided to those who demonstrate appropriate work performance.	9.5%	23.4%	35.4%	30.4%	1.3%	2.9
I am evaluated according to my ability to advance unit objectives.	15.8%	17.1%	32.3%	29.7%	3.8%	2.8

p=.004], and mechanisms to address issues [sworn (M=2.8, SD=1.1), non-sworn (M=3.1, SD=1.1); t(148)=-1.99, p=.04]. Thus, these results suggest employment type influences perceptions of the work environment at the Eugene Police Department.

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Supervisors encourage my input and consider my suggestions.	9.5%	17.1%	20.9%	41.1%	10.8%	3.3
I believe women face promotional challenges which men do not encounter.	22.8%	35.4%	29.1%	8.2%	3.8%	2.3
I believe women face challenges obtaining special assignments and/or opportunities for professional development which men do not encounter.	20.3%	37.3%	27.2%	11.4%	2.5%	2.4
I believe people of color face promotional challenges which Caucasians do not encounter.	23.4%	42.4%	29.1%	2.5%	1.3%	2.1
I believe people of color face challenges obtaining special assignments and/or opportunities for professional development which Caucasians do not encounter.	24.1%	42.4%	29.1%	1.3%	1.3%	2.1
The working relationship between sworn and non-sworn employees is constructive towards achieving departmental goals.	11.4%	20.3%	24.7%	35.4%	7.6%	3.1

*On a scale in which 1="Strongly Disagree" and 5="Strongly Agree"

As shown in Table 2, mean ratings for statements regarding the promotion and special assignment process were fairly low. Only two statements had mean ratings slightly above the neutral mid-point of 3.0 ("Supervisors encourage my input and consider my suggestions," and "The working relationship between sworn and non-sworn employees is constructive towards achieving departmental goals").

Overall, the majority of respondents **either disagreed or strongly disagreed** that there is an effective system for promotion (53.1%) and that the process for promotion opportunities is fair (38.0%).

Regarding perceptions of bias, most respondents disagree or strongly disagree with the statement that women face promotional challenges which men do not encounter (58.2%), that women face challenges obtaining special assignments and/or opportunities for professional development which men do not encounter (57.6%), that people of color face promotional challenges which Caucasians do not encounter (65.8%), and that people of color face challenges obtaining special

assignments and/or opportunities for professional development which Caucasians do not encounter (66.5%).⁴⁴

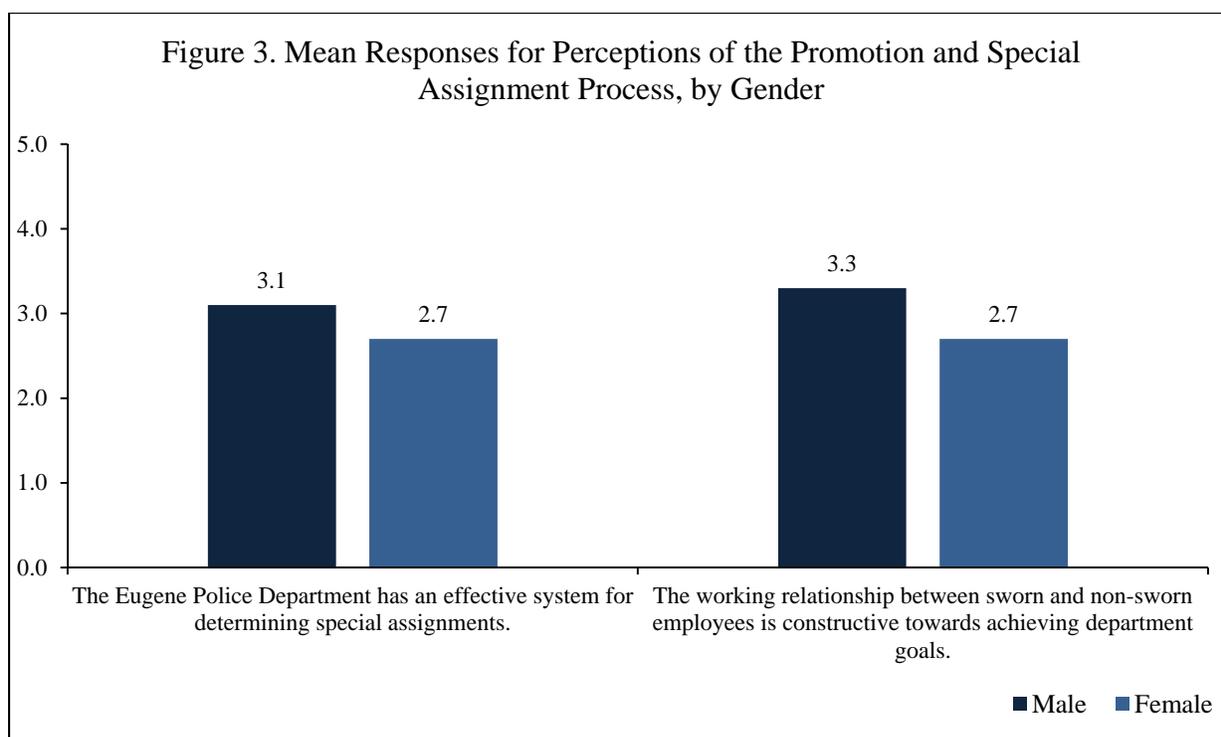
Comparing Male/Female Perceptions of the Promotions and Special Assignments Process

PERF compared the mean responses for males and females for the 11 statements regarding the promotion and special assignment process. Differences were found in mean responses for males and females for each statement, but the differences were statistically significant with respect to only two statements. **First, on average, males provided more favorable responses about the effectiveness of the system for determining special assignments, and females provided less favorable responses about the effectiveness of the system for determining special assignments.** Second, on average, males provided more favorable responses about the working relationship between sworn and non-sworn employees.⁴⁵

For the sake of brevity, only the mean responses for the statistically significant items are displayed in Figure 3 below.

⁴⁴ Percentages derived by combining “disagree” and “strongly disagree.”

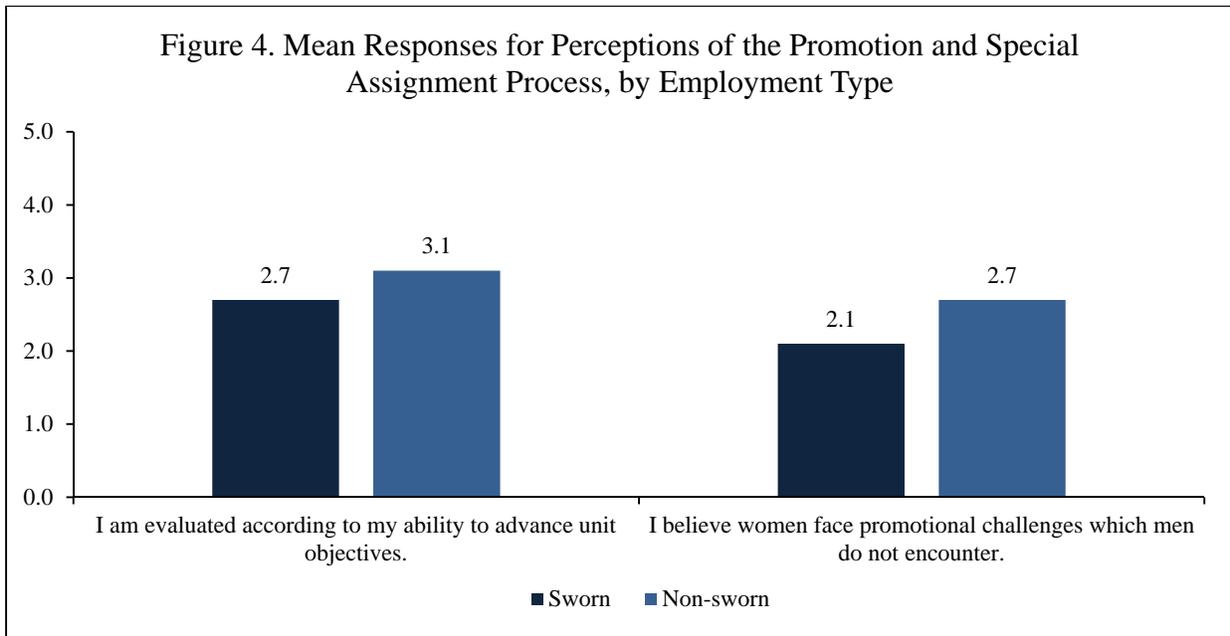
⁴⁵ Independent-samples t-tests were conducted to compare mean responses of males and females for items assessing perceptions of the promotion and special assignment process. There were significant differences in the mean ratings for males and females for two items – an effective system for determining special assignments exists at EPD [males (M=3.1, SD=.94), females (M=2.7, SD=.97); t(103)=-2.23, p=.03], and the working relationship between sworn and non-sworn employees is constructive towards achieving departmental goals [males (M=3.3, SD=1.1), females (M=2.7,SD=1.3); t(91)=-2.52, p=.01]. Thus, these results suggest gender influences perceptions the promotional and special assignment process, at least for the aforementioned items.



Comparing Sworn/Civilian Perceptions of the Promotional and Special Assignment Process

PERF also compared the mean responses for sworn and non-sworn employees on the statements regarding promotion and specialized assignments. Statistically significant differences were found for two of the 11 statements. First, on average, civilian employees had a more favorable perception regarding being evaluated according to their ability to advance unit objectives. Second, on average, civilian employees were more likely to say that women face promotional challenges that men do not encounter.⁴⁶ The mean responses for these statements are shown in Figure 4.

⁴⁶Independent-samples t-tests were conducted to compare mean responses of sworn and non-sworn employees for items assessing perceptions of the promotion and special assignment process. There were significant differences in the mean ratings for sworn and non-sworn employees for two items – being evaluated according to ability to advance unit objectives [sworn (M=2.7, SD=1.1), non-sworn (M=3.1, SD=1.1); t(150)=-2.05, p=.04], and the belief women face promotional challenges which men do not encounter [sworn (M=2.1, SD=1.0), non-sworn (M=2.7,SD=.95); t(153)=-3.99, p=.000]. Thus, these results suggest employment type influences perceptions on these two items used to assess the promotional and special assignment process.



Factors Emphasized in the Promotion Process and Special Assignment Opportunities

In this section of the survey, respondents were asked how much emphasis should be placed on the following items in the promotion process and when determining opportunities for special assignments:

- Written exams;
- Assessment from outside of the department (e.g., independent reviewers);
- Officer performance evaluations;
- Seniority; and
- Interviews.

Respondents were asked to rate each item using the categories “less emphasis,” “same emphasis/no change,” or “more emphasis” (as compared to the amount of emphasis currently placed on that item in EPD’s promotion and assignment process). The results for the emphasis respondents believe each item should receive are displayed in Tables 3 and 4 below.

Table 3. Respondents’ Recommendations About Emphasis Placed on Factors Influencing the Promotion Process

	Less Emphasis (% of Respondents)	Same Emphasis/No Change (% of Respondents)	More Emphasis (% of Respondents)
Written exams	19.0%	63.3%	10.8%
Assessment from outside of the department (e.g. independent reviewers)	19.0%	46.8%	25.9%
Officer performance evaluations	4.4%	2.9%	57.0%
Seniority	24.6%	46.8%	17.7%
Interview	19.0%	50.0%	22.2%

As Table 3 illustrates, regarding the promotions process, majorities or pluralities of respondents believe that no changes should be made to the emphasis placed on written exams (63.3%), on independent reviewers (46.8%), on seniority (46.8%), and on interviews (50.0%). **However, most respondents (57.0%) said that performance evaluations should receive more emphasis during the promotion process. This supports PERF’s recommendation that EPD adopt a robust performance evaluation process and use it as the basis for promotions. (For details about implementing a performance evaluation process, see Section II of this report.)**

Table 4. Respondents’ Recommendations About Emphasis Placed on Factors Influencing Special Assignment Opportunities

	Less Emphasis (% of Respondents)	Same Emphasis/No Change (% of Respondents)	More Emphasis (% of Respondents)
Written exams	15.2%	68.4%	9.5%
Assessment from outside of the department (e.g. independent reviewers)	25.3%	48.7%	17.7%
Officer performance evaluations	1.9%	33.5%	55.7%
Seniority	24.7%	50.6%	17.1%
Interview	12.7%	58.2%	21.5%

Just as with the promotion process, regarding specialized assignments, majorities or pluralities of respondents felt no changes should be made in the emphasis placed on written exams (68.4%), on independent reviewers (48.7%), on seniority (50.6%), and on interviews (58.2%). However,

the majority (55.7%) believed performance evaluations should be emphasized more when determining opportunities for special assignment.

PERF also compared the responses of sworn employees to those provided by non-sworn employees. Table 5 presents the amount of emphasis that employees believe should be placed on factors influencing the promotion process, broken down by sworn and civilian personnel.

Table 5. Respondents’ Recommendations About Emphasis Placed on Factors Influencing the Promotion Process Opportunities, by Employee Type

	Less Emphasis (% of Respondents)		Same Emphasis/No Change (% of Respondents)		More Emphasis (% of Respondents)	
	Sworn	Non-sworn	Sworn	Non-sworn	Sworn	Non-sworn
Written exams	20.9%	16.7%	34.6%	66.7%	11.6%	9.7%
Assessment from outside of the department (e.g. independent reviewers)	24.4%	12.5%	43.0%	51.4%	25.6%	26.4%
Officer performance evaluations	5.8%	2.8%	26.7%	31.9%	60.5%	52.8%
Seniority	22.1%	27.8%	43.0%	51.4%	25.6%	8.3%
Interview	22.1%	15.3%	54.7%	44.4%	16.3%	29.2%

As Table 5 demonstrates, a quarter of sworn employees thought seniority should receive more emphasis in the promotion process, but only 8% of non-sworn respondents felt seniority should receive more emphasis. Twenty-nine percent of non-sworn members called for greater emphasis on interviews, compared to only 16% of sworn members who thought there should be more emphasis on interviews.

Table 6 presents the amount of emphasis that employees believe should be placed on factors influencing specialized assignments, broken down by sworn and civilian personnel.

Table 6. Respondents’ Recommendations About Emphasis Placed on Factors Influencing Special Assignment Opportunities, by Employee Type

	Less Emphasis (% of Respondents)		Same Emphasis/No Change (% of Respondents)		More Emphasis (% of Respondents)	
	Sworn	Non-sworn	Sworn	Non-sworn	Sworn	Non-sworn
Written exams	16.3%	13.9%	69.8%	66.7%	10.5%	8.3%
Assessment from outside of the department (e.g. independent reviewers)	29.1%	20.8%	53.5%	43.0%	14.0%	22.2%
Officer performance evaluations	2.3%	1.4%	31.4%	36.1%	61.6%	48.6%
Seniority	23.3%	26.4%	48.8%	52.8%	24.4%	8.3%
Interview	11.6%	13.9%	70.9%	43.1%	14.0%	30.6%

As Table 6 shows, more non-sworn employees (22.2%) felt outside assessments should receive more emphasis, but 14% of sworn officers felt the same. While almost 71% of sworn employees believe the emphasis on interviews should not be changed, 30.6% of non-sworn employees called for more emphasis on interviews.

Open-Ended Survey Questions

At the end of each section of the survey, respondents were asked if they had any additional comments based upon their responses for those sections. In addition, at the end of the survey, PERF asked the following open-ended question: “Are there ways the department could improve the overall environment within the agency as well as better serve the community?” Respondents were asked to write in responses.

Approximately 65% of the 158 respondents to this survey chose to answer the last open-ended question. This level of response rate is unusual. In PERF’s experience, generally only about 20% of respondents answer an open-ended question of this nature. Responses to this question were generally long, which is also unusual in PERF’s experience.

Several common themes emerged from the responses to the open-ended questions. These themes included:

- Lack of transparency from agency leaders/poor internal communication
- Friction between sworn and civilian staff
- Desire to have a more robust performance evaluation process
- Unfair and inconsistent process used for promotions/assignments
- Lack of trust in leadership for holding people accountable and creating a positive climate.

SECTION VI. WORKPLACE ENVIRONMENT AND PROCEDURAL JUSTICE

During PERF's review of the Eugene Police Department (EPD), one common theme that emerged was the belief among many EPD personnel that the agency's culture has not always reflected strong values of leadership, fairness, and internal transparency. In PERF's "organizational climate" survey, EPD personnel cited a lack of transparency from agency leaders, poor internal communication, an unfair and inconsistent process used for promotions and assignments, friction between sworn and civilian staff, and a lack of trust in leadership for holding people accountable and creating a positive working environment. Respondents also expressed a desire to have a more robust performance evaluation process.

Further, as noted in the climate survey in Section V, 56.3% of respondents believe the environment of EPD encourages equitable, inclusive, and respectful behavior among employees, but only 38.6% believe these traits were modeled by EPD leaders. And overall, only 24% of respondents said there is an effective system for promotion within EPD.

These types of concerns are central to the concept of "internal procedural justice." This section discusses the principles of internal procedural justice and provides recommendations for how EPD can apply these principles within the agency. PERF believes that incorporating the principles of internal procedural justice throughout the department can help improve the agency's overall workplace culture and environment. This includes ensuring that all employees are treated with dignity, respect, and fairness, and are given opportunities to share their views about issues, regardless of their gender, race, or sworn or civilian status.

Internal Procedural Justice

Procedural justice is one of the key concepts discussed by the President's Task Force on 21st Century Policing.⁴⁷ This Task Force was created by executive order in 2014 by President Obama to identify best practices in law enforcement and provide recommendations on how policing

⁴⁷ President's Task Force on 21st Century Policing (2015). *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

practices can help reduce crime while at the same time increasing public trust.⁴⁸ As described in the Task Force’s Final Report, procedurally just behavior is based on four central principles:

1. Treating people with dignity and respect
2. Giving individuals ‘voice’ during encounters
3. Being neutral and transparent in decision-making
4. Conveying trustworthy motives.

In the field of policing, “*external procedural justice*” refers to the way in which officers apply these principles when interacting with members of the public. Research has shown that external procedural justice is critical for increasing the public’s trust in the police.⁴⁹

Similarly, “*internal procedural justice*” refers to the way in which these principles – treating people with dignity, respect, and fairness and giving them a “voice” in decisions – are applied within a police agency, by department employees, to the benefit of other employees and the department as a whole.⁵⁰

Recommendation 1.4 of the President’s Task Force on 21st Century Policing states: “Internal procedural justice begins with the clear articulation of organizational core values and the

⁴⁸ Ibid.

⁴⁹ Police Executive Research Forum (2014). *Legitimacy and Procedural Justice: A New Element of Police Leadership*.

http://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf ;

President’s Task Force on 21st Century Policing (2015). *Final Report of the President’s Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.

http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

⁵⁰ Police Executive Research Forum (2014). *Legitimacy and Procedural Justice: A New Element of Police Leadership*.

http://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf ;

Police Executive Research Forum (2015). *Critical Response Technical Assessment Review: Police Accountability – Findings and National Implications of an Assessment of the San Diego Police Department*. Washington, DC: Office of Community Oriented Policing Services.

<https://www.sandiego.gov/sites/default/files/legacy/police/pdf/perfrpt.pdf>.

transparent creation and fair application of an organization's policies, protocols, and decision-making processes."⁵¹

Examples of how police leaders may apply aspects of procedural justice within their agencies include:

- Ensuring that disciplinary systems are fair,
- Soliciting officers' views about major policy issues,
- Creating meaningful paths for career advancement, and
- Encouraging collaboration and strong relationships between employees and supervisors.⁵²

Benefits of Internal Procedural Justice

Applying the principles of internal procedural justice can help improve organizational culture and create a safe and healthy working environment for all members of a police agency.⁵³

Research has shown that officers are more likely to show initiative, to view management's actions as legitimate, and to voluntarily comply with departmental policies when they are given a voice and are active participants in the decision-making process.⁵⁴

Additionally, there is an important link between internal and external procedural justice. As the President's Task Force report states: "[O]fficers who feel respected by their organizations are more likely to bring this respect into their interactions with the people they serve."⁵⁵ Thus, by promoting the principles of fairness, dignity, and respect within the agency, police leaders

⁵¹ President's Task Force on 21st Century Policing (2015). *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.

http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

⁵² Police Executive Research Forum (2014). *Legitimacy and Procedural Justice: A New Element of Police Leadership*.

http://www.policeforum.org/assets/docs/Free_Online_Documents/Leadership/legitimacy%20and%20procedural%20justice%20-%20a%20new%20element%20of%20police%20leadership.pdf;

President's Task Force on 21st Century Policing (2015). *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services.

http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf.

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Ibid.

provide an example of how officers should treat people outside of the agency in the same manner.

Applying Procedural Justice Principles at EPD

Based on feedback that PERF received during interviews with EPD employees, as well as a review of the organizational climate survey data, PERF believes that incorporating the principles of internal procedural justice throughout the department can help improve the agency's overall workplace culture and environment. This includes ensuring that all employees are treated with dignity, respect, and fairness, regardless of their gender, race, or sworn/civilian status.

This section discusses how the principles of internal procedural justice can help create an equitable workplace environment throughout the department.

Internal Department Communications

EPD can adopt a number of strategies to improve internal department communications, with an eye toward promoting internal procedural justice. Such strategies include soliciting input from employees, improving email communications to EPD employees, and the use of smaller "after-action" debriefing sessions.

Soliciting Input from Employees

When a new departmental policy or initiative is proposed, EPD leaders should involve members of the department by conducting briefings and soliciting their feedback. This helps promote internal procedural justice by giving employees a voice into the issues that directly affect them. EPD can use a variety of strategies to solicit employee input. For example, EPD can create a feedback form that can be filled out and submitted via a drop box at headquarters. EPD leaders can also hold small employee focus groups (involving both sworn staff and civilians) to solicit feedback into proposed departmental policies and procedures.

EPD can also hold regular departmentwide meetings to ensure that all members of the department are made aware of significant issues within the agency to promote transparency. These meetings should be held any time there is a change in policy, a new initiative is launched, or there is a major personnel change. At these meetings, EPD leaders should explain the reasons

behind these changes, and ensure that adequate time is given to answer employees' questions. EPD supervisors should hold follow-up meetings with their direct reports to ensure they understand what was discussed and to answer any additional questions.

These types of regular, ongoing meetings will promote frequent two-way communication and foster a sense of transparency and camaraderie within the organization. These meetings should not be limited to front-line officers. They should include the agency as a whole, including civilian support staff (including members from Communications Operations, the Forensic Evidence Unit, the Evidence Control Unit, and other functions that do not always have an on-site presence at EPD headquarters). This will foster a sense of connectedness with units that do not often interact directly with headquarters staff.

In addition to these meetings, the chief of police should consider holding regular "listening" meetings. These meetings do not need to have a formal agenda; rather, they can be held for all agency employees, sworn and civilian, to express issues of concern. These meetings can also be used by the chief to solicit information about any ongoing issues about which the chief should be aware.

- **Recommendation:** EPD should make use of regular, ongoing departmentwide meetings, involving both sworn and civilian staff. These meetings should be used to promote transparency within the agency by sharing information about upcoming changes within the agency and soliciting employee feedback. Special consideration should be given to involving those functions of the department that are not located at police headquarters.
- **Recommendation:** EPD should also explore other ways to solicit feedback from employees, including circulating feedback forms, holding focus groups with a cross-section of personnel, and holding regular "listening" meetings between employees and the chief of police.

Utilizing Departmentwide Emails

The chief's weekly emails should be used to encourage two-way communication. An example of this could involve posing an ethical dilemma to EPD members (sworn and civilian) and asking them to reply on how they would handle the scenario. Ideally, this ethical dilemma will address a current topic in law enforcement (such as policies on high-speed pursuits or use of electronic control weapons), keeping in mind the core values of EPD and the City of Eugene. The chief can assign a member of his or her staff (for example, a planner), to be the point of contact for

replies, and can assist the chief with follow-up to respondents. Answers that the chief considers particularly useful can be highlighted in the next email, with attribution given to those members.

- **Recommendation:** The chief of police should explore using email updates to foster two-way dialogue among EPD staff.

Holding After-action Debriefings

Patrol staff can make use of after-action debriefings in order to promote informal mentoring opportunities and promote team-building. After a Patrol team handles a particularly challenging call, supervisors should encourage the team to come back at the end of the shift to informally talk about the incident and discuss what may have worked well and what could be improved upon in the future. This does not need to be done on a daily basis, but rather when a shift sergeant believes that a particular incident or call for service warrants a discussion about tactics and strategy.

Such after-action debriefings need not be limited to the Patrol functions. Communications Operations staff can hold similar debriefings after challenging incidents to increase team-building, provide constructive feedback, and encourage mentoring relationships. Even employees who perform routine day-to-day tasks (such as civilian clerical and administrative functions within EPD) can participate in monthly meetings prior to the close of a day to accomplish these objectives.

- **Recommendation:** EPD should explore the use of after-action briefings for all functions of the department in order to share information, provide constructive feedback to other unit members, and encourage mentoring relationships between junior and senior staff.

Recognizing Exceptional Performance

Recognizing employee contributions and successes is another way to incorporate the principles of internal procedural justice at EPD. EPD should create an employee of the month (or perhaps every three months) program, highlighting the accomplishments of one sworn member and one civilian member of the department. A special email should be sent out by the chief of police to all EPD members when each month's winners are announced. Employees who earn this award should have it reflected in the performance evaluation system recommended by PERF.

- **Recommendation:** EPD should institute an employee of the month (or every three months) program, with one monthly award to a sworn member, and one to a civilian member. A special email congratulating recipients should be sent to all EPD staff by the chief of police.

Ride-Alongs and Job Familiarization

To build relationships and promote a sense of trust among the disparate elements of EPD (some of whom are located in separate facilities throughout Eugene), department leaders should consider implementing programs that let members experience aspects of agency operations that they might otherwise not see. Civilian employees could elect to go on ride-alongs with Patrol staff to experience the day-to-day events of an officer. Similarly, Patrol officers could visit the department's communications center and arrange to listen to incoming 911 calls with a dispatcher. A joint roll call with Evidence Control Unit and Forensic Evidence Unit personnel can be arranged to build familiarity with patrol officers and discuss issues of mutual concern.

EPD leaders should ensure that such cross-familiarization activities occur on a regular, ongoing basis and not be limited to a one-time event, in order to ensure ongoing communication and contact with the disparate elements of EPD.

- **Recommendation:** EPD should promote internal ride-alongs and other job familiarization programs to build relationships among the various functions of EPD. Such programs should occur on a regular, ongoing basis, such as dispatch riding with officers, officers visiting the communications center and listening to calls with a dispatcher, etc.

Sexual Harassment and Inappropriate Behavior

One of the main purposes of this study is to evaluate whether women have the same opportunities for promotion and career advancement in EPD that men have. As PERF conducted its review, PERF learned through interviews, survey comments and other research that EPD has had internal incidents where complaints against personnel have involved inappropriate harassment or possible sexual misconduct.

EPD Policy 1028 (Workplace Harassment Prevention) and City of Eugene Administrative Policy Manual 1.4 (Respectful Work Environment) govern the response to sexual harassment and inappropriate behavior. EPD and the city must ensure that its responses to these incidents and allegations reflect a strong commitment to preventing such behavior.

- **Recommendation:** EPD should ensure that policies, practices, training, and accountability measures are in place that reflect a strong commitment to preventing sexual harassment and making it clear that harassment and inappropriate conduct will not be tolerated at EPD. These measures include:
- Providing effective, up-to-date, and regularly scheduled anti-harassment training. Attendance at this training should be mandatory, and the training should provide personnel with education and information aimed at preventing harassment and encouraging anyone who is harassed to come forward.
 - Ensuring that all managers and supervisors are regularly trained on and understand their responsibility to prevent harassment and provide a harassment-free workplace for all employees.
 - Demonstrating to employees that EPD is serious about its response to harassment by ensuring that EPD's policies are applied consistently and fairly to everyone, including command staff.
 - Taking action to eliminate discriminatory jokes and offhand comments that are offensive. Although one bad joke is not harassment, over time a series of inappropriate jokes and comments can rise to the level of pervasive misconduct.
 - Investigating all harassment complaints in a prompt, thorough, and fair manner. This includes providing results of the investigation to the accuser and the accused.
 - Enacting appropriate consequences for employees or supervisors who engage in harassing or inappropriate conduct. Sanctions should not only stop the misconduct, but be disciplinary in nature as well. Inappropriate conduct should be addressed even if it is not severe enough to constitute unlawful harassment.
 - Considering remedial training for all who participated or were exposed to inappropriate conduct or comments.
 - Establishing and enforcing rules relating to consensual romantic or sexual relationships in the context of employment supervision or evaluation. No supervisor should influence, directly or indirectly, the salary, promotion, performance appraisals, work assignments or other working conditions for an employee with whom such a relationship exists. A supervisor's failure to report such a relationship should be

regarded as a serious lapse in workplace management and grounds for appropriate disciplinary action, up to and including termination.

- Protecting and providing support to employees who have been harassed. In addition to formal complaint procedures, EPD should offer informal procedures such as counseling to discuss concerns confidentially. EPD also should offer assistance in attempting to resolve inappropriate conduct if the complainant does not want to fill out a formal complaint, strategies for informing offending persons that their conduct is unwelcome and should cease, and mediation.

SECTION VII. ASSESSMENT OF IMPLEMENTATION OF RECOMMENDATIONS FROM 2005 ICMA/PERF REPORT

In November 2004, the City of Eugene contracted with the International City/County Management Association (ICMA) and the Police Executive Research Forum (PERF) to assess police-community relations, governance, and the internal management practices of the Eugene Police Department (EPD). The purpose of the assessment was to provide guidance to the city in its effort to improve how EPD relates to the community, and to assist the police in re-establishing trust in the community.

The report from that assessment, released in 2005, contained 57 recommendations across three topics: police-community relations, governance, and police management procedures and practices.⁵⁶ As part of PERF's current review of EPD, PERF was tasked with assessing the agency's progress towards implementing the recommendations from the 2005 report.

This section details EPD's progress towards meeting these 57 recommendations, as reported to PERF by officials from the City of Eugene and the EPD. A complete list of these recommendations can be found in Appendix 1 of this report.

Category I: Police-Community Relations

2005 ICMA/PERF Report Recommendation 1: Develop mechanisms to access more segments of the community to determine the validity of perceptions expressed in this and other reports.

According to interviews with EPD and Eugene city officials, since the release of the 2005 ICMA/PERF report, there have been several steps taken to improve EPD's response to and engagement with various segments of the community:

⁵⁶ International City/County Management Association and Police Executive Research Forum. 2005. Management Review of the Eugene Police Department. <https://www.eugene-or.gov/DocumentCenter/View/3778>

- ***Held community listening sessions:*** The department has held a series of community conversations and listening sessions with community activists, long-time residents of Eugene, communities of color, and others. EPD has held a series of meetings with members of the Latino community by meeting them after church services. EPD has also held group listening sessions with Eugene’s homeless community.
- ***Established the Office of the Police Auditor and Civilian Review Board:*** The mission of the Police Auditor’s office is “to provide an accessible, safe, impartial and responsive intake system for complaints against Eugene Police Department employees and to ensure accountability, fairness, transparency and trust in the complaint system through the intake, classification, auditing, and adjudication process of the complaint system; and to support and staff a civilian review board that monitors the work of the Police Auditor, reviews complaints cases and provides policy recommendations to the Eugene Police Department and the Police Commission.”⁵⁷

The Police Auditor’s office performs three general functions: reviews and classifies complaints of misconduct; audits the investigations based on these complaints; and analyzes trends and recommends improvements to police services.⁵⁸ The Police Auditor’s office also supports the Civilian Review Board, which provides input regarding the fairness, completeness, and thoroughness of the complaint investigation process.⁵⁹ The Office of the Police Auditor and Civilian Review Board operate independently and report to the Eugene City Council.⁶⁰

These mechanisms have helped to ensure that EPD’s responses to complaints from all members of the community are handled in a way that is fair and transparent.

- ***Hired a Community Engagement Specialist:*** The Office of Police Auditor has hired a community engagement specialist to work specifically on educating the public regarding the police oversight process and the available options for redress of complaints.
- ***Strengthened community policing and outreach:*** EPD has taken steps to strengthen its community policing and engagement efforts. For example, the department has established a team of nine community policing officers who serve the downtown Eugene area, and EPD has also increased its outreach programming for homeless residents.
- ***Established a diverse recruitment team:*** EPD established a permanent recruitment team comprised of a lieutenant, two sergeants, and three officers. The purpose of this team is to strengthen the agency’s recruitment efforts, particularly with respect to recruiting a diverse pool of candidates. One important feature of EPD’s recruitment team is that it

⁵⁷ Office of the Police Auditor’s website, <https://www.eugene-or.gov/1039/Police-Auditor>.

⁵⁸ Office of the Police Auditor’s website, <https://www.eugene-or.gov/1039/Police-Auditor>.

⁵⁹ Office of the Police Auditor’s website, <https://www.eugene-or.gov/1039/Police-Auditor>

⁶⁰ Office of the Police Auditor’s website, <https://www.eugene-or.gov/1039/Police-Auditor>.

reflects the diversity of the department. This aligns with the progressive policing practice of having diverse representation on the agency's recruitment staff.⁶¹

- ***Strengthening traffic stop data collection:*** EPD is working to develop a pilot project to collect demographic data regarding discretionary traffic stops. The goal of this project is to better understand the nature of the department's stops and identify any changes that need to be made to the policies, training, and practices surrounding traffic stops. When developing the pilot policy, EPD brought together a diverse range of community groups, as well as the Police Commission, to provide input and help create the policy. This kind of collaborative approach is important for engaging the community.

2005 ICMA/PERF Report Recommendation 2: Develop a comprehensive information outreach and feedback loop.

EPD has taken several steps towards developing a comprehensive information outreach and feedback loop. These include:

- ***Strengthening the Public Information Office:*** EPD's Public Information Office (PIO) is led by a full-time Public Information Director with a full-time assistant. They are responsible for EPD's outreach efforts, including the department's external communication with the public and news media. The PIO maintains Facebook and Twitter accounts that accept public comments. EPD regularly updates its social media sites to provide information about the agency's operations and enforcement actions, incidents of interest to the community, and public outreach events. Using social media to share information with the community is a progressive policing practice that has been effective in many police agencies.⁶²

⁶¹ Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>.

⁶² See: Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>;

Police Executive Research Forum (2013), *Social Media and Tactical Considerations for Law Enforcement*. Washington, DC: Office of Community Oriented Policing Services.

http://www.policeforum.org/assets/docs/Free_Online_Documents/Technology/social%20media%20and%20tactical%20considerations%20for%20law%20enforcement%202013.pdf

- ***Creating a Spanish language section on the agency website:*** In an effort to improve information sharing and engagement with Spanish-speaking members of the community, EPD has added a Spanish language component to its official website.⁶³
- ***Distributing information about complaints:*** The Office of Police Auditor publishes a weekly newsletter that includes information about open and closed complaints. EPD's Internal Affairs annual report also contains information on complaints received by the department. Keeping the public informed about complaints and internal affairs investigations is an important step towards improving agency transparency and accountability.
- ***Provide regular reports to city officials:*** EPD has begun providing weekly updates to the Eugene City Council regarding operational matters.

Additionally, the Office of the Police Auditor and Civilian Review Board, which are discussed in more detail under Recommendation #1 above, play an important role in strengthening transparency and accountability with respect to EPD's complaint and internal affairs process. For example, the police auditor meets with the City Council's chair, vice chair, and the mayor once per week, and the Civilian Review Board reviews internal affairs cases once per month. According to interviews with EPD and city personnel, these actions help reduce suspicion in the community regarding the complaint process.

2005 ICMA/PERF Report Recommendation 3: Determine community expectations of the police department and its role in the community, and develop policy that matches those expectations. Fully implement community policing.

EPD has taken significant steps toward this recommendation, particularly in Eugene's downtown area:

- ***Established downtown foot patrols:*** Eugene's City Council has dedicated funding to the EPD to establish downtown policing teams, with a Problem-Oriented Policing focus. These teams participate in projects that include:
 - ***Community Outreach and Response Team:*** EPD's downtown officers partner with a street clinic outreach team and other community partners to help homeless

⁶³ Eugene Police Department website, <https://www.eugene-or.gov/3042/Espao1>.

individuals, particularly those who have had previous arrests or citations. EPD officials told PERF that the team has had multiple success stories to its credit.⁶⁴

- ***Business Improvement District (BID):*** Foot patrol officers also work with Eugene’s downtown Business Improvement District (BID) and participate in downtown merchants meetings to partner with these stakeholders to address areas of mutual concern.
- ***Increased community involvement:*** EPD captains attend neighborhood meetings and are familiar with neighborhood association leaders to learn about the crime and quality of life issues in each of Eugene’s neighborhoods.
- ***Strengthened EPD policies:*** EPD has a number of mechanisms in place to engage the community and governmental stakeholders in policy development and review. These efforts include:
 - ***Soliciting community feedback:*** EPD holds public comment periods once per month for policies that are in the internal approval process, inviting the community to offer input and feedback. The goal is to “slow down” the internal approval process to ensure that stakeholders have sufficient time to comment on policy and incorporate their feedback.
 - ***Engaging the Civilian Review Board:*** Eugene’s Civilian Review Board often has policy recommendations stemming from its case reviews. While this is more of a reactive process, it nevertheless provides an important mechanism to strengthen departmental policy when policy weaknesses are identified.
 - ***Engaging the Police Auditor’s Office:*** The Police Auditor’s Office has been holding informal meetings with EPD leaders once a week to discuss and review policy issues.
 - ***Establishing a Policy Sergeant:*** In response to the 2005 ICMA/PERF report, a full-time policy sergeant’s position was established. EPD believes that this policy sergeant allows the department to create a prompt response when policy issues are identified in the department.
- ***Responded Effectively to Mass Demonstrations:*** Like many cities across the nation, Eugene was visited by the Occupy Wall Street movement in 2011. EPD was successfully able to respond to this event by engaging with Occupy Wall Street activists without making arrests or using force. EPD believes that its experience working peacefully with

⁶⁴ More information on the Community Outreach and Response Team, including a video, may be found at: <https://www.eugene-or.gov/CivicAlerts.aspx?AID=2584>.

the Occupy Wall Street movement has helped to create a model to respond to similar mass demonstrations in the future.

- **Updated EPD's Strategic Plan:** EPD is currently updating its strategic plan. One of the components of the new plan is to increase the frequency of community surveys to identify issues of interest to the community and those served by the department.
- **Established a Community Court:** While not part of a specific response by EPD, the municipal court system was awarded a grant to establish a community court that is specifically designed for persons living on the street. Community court sessions take place in a local library, which is a less formal (and less intimidating) venue than a traditional courthouse. Clients are provided with a free lunch. The court's judge, prosecutor, and defense attorney work as a team to help clients, as opposed to the adversarial nature of regular court proceedings. After their hearing, clients are connected with various service providers, based upon their unique needs. In lieu of jail, clients are simply expected to show up at community court the next week and report on their progress since the last session.

2005 ICMA/PERF Report Recommendation 4: Establish an external review board to oversee the handling of complaints coming to the attention of the Eugene Police Department.

The City of Eugene has established an external Civilian Review Board (CRB) since the 2005 ICMA/PERF report. As discussed above under Recommendation #1, the CRB, which is supported by the Police Auditor's office and reports to the Eugene City Council,⁶⁵ is tasked with providing input regarding the fairness, completeness, and thoroughness of the complaint investigation process.⁶⁶ The CRB reviews EPD internal affairs cases once per month.

To help ensure that CRB board members maintain objectivity, they undergo monthly training to develop the skills and experience needed to excel at their roles. Monthly training is varied, and has consisted of activities such as visiting the city jail, meeting with different service providers, and observing activities at the police department (such as scenario-based use-of-force training) to ensure that board members develop a wide range of knowledge pertinent to their professional duties.

⁶⁵ Office of the Police Auditor's website, <https://www.eugene-or.gov/1039/Police-Auditor>.

⁶⁶ Office of the Police Auditor's website, <https://www.eugene-or.gov/1039/Police-Auditor>

PERF learned that the city believes the CRB model that was established works well, and that oversight is thorough and efficient. City officials said that CRB meetings are not attended as heavily in the past, which the city interprets as a positive sign, because it suggests that residents trust the CRB to be fair and objective in their review of cases. A further positive indicator is that EPD members who attend a CRB meeting about their individual cases have provided the CRB with positive feedback regarding the level of objectivity that the CRB shows.

2005 ICMA/PERF Report Recommendation 5: Consider eliminating the following statement from the police department website: “The department routinely checks the police records of the people with whom we have contact, including people who file complaints. If a Police Officer has contact with you and is aware of a warrant, he/she is legally compelled to arrest you. However, we do not want this to prevent you from giving us feedback. If you have an outstanding warrant, please clear it with the Court.”

This language was removed by EPD after the publication of the 2005 ICMA/PERF report.

Category II: Governance

2005 ICMA/PERF Report Recommendation 6: The city council should develop an integrated multi-year strategic plan based on the vision and goals statement it established in May 2003.

- ***Establishment of a City Council Strategic Plan:*** Eugene’s City Council has updated its vision, goals, and outcomes, but it does not currently have a strategic plan. Departmental and city employees told PERF that this is not likely to change, and that the mayor does not have the authority to establish an agenda as Eugene is a city manager form of government.

2005 ICMA/PERF Report Recommendations 7 & 8:⁶⁷ Develop a strategic plan for the EPD that is aligned with the city council's strategic plan (Recommendation 7); and, involve the rank-and-file in the development of the EPD's strategic plan and related performance indicators as well as community residents and neighborhood groups (Recommendation 8).

- ***EPD Strategic Plan:*** Following the 2005 ICMA/PERF report, then-EPD Police Chief Robert Lehner worked with other EPD leaders to develop a formal strategic plan for the department. Since the initial strategic plan, EPD developed a second plan that expired in 2016. PERF learned that the 2016 strategic plan did not have broad agency involvement from EPD members. At the time of this report, EPD was in the process of updating its strategic plan and, as part of this process, has taken steps to ensure that significant involvement has been obtained from personnel throughout the department. The strategic plan in development is being coordinated by a volunteer EPD staff committee.
- ***Strategic Plan Metrics:*** EPD is currently developing the metrics (performance indicators) for its strategic plan. The department is taking a Six Sigma-based⁶⁸ approach to first develop the plan's metrics and then develop the plan itself, which will directly relate to the department's three goals: Keep Eugene Safe, Build Trust, and Exceptional Workforce. This plan will contain performance indicators to assess the status of implementing each task and the overall success in meeting identified goals.
- ***Community Involvement:*** The department had not contemplated involving the community during the plan's development, but will consider doing so in the future.

2005 ICMA/PERF Report Recommendation 9: Assess the actual work of the Police and Human Rights Commissions to ensure they are aligned with the policy and managerial framework for the city.

- An EPD lieutenant is assigned as a liaison to Eugene's Human Rights Commission (HRC), a city committee. With the development of Eugene's Civilian Review Board (CRB) and the Office of the Police Auditor, PERF learned that the role of the HRC in the police department has lessened. A member of the HRC is assigned to CRB meetings and vice versa. It was stated to PERF that, in the past, there was confusion between the roles of the HRC and the CRB, but this is improving. PERF learned that the relationship

⁶⁷ As these two recommendations complement one another, PERF's update combines them.

⁶⁸ Six Sigma is a methodology pioneered by Motorola Corporation in 1986 to improve the effectiveness and efficiency of corporate processes. For more information, visit: <https://www.villanovau.com/resources/six-sigma/six-sigma-methodology-dmaic-vs-dmadv/>.

between the Police Commission and CRB is positive and there is a clear delineation of duties between the two organizations.

Category III: Police Management Procedures and Practices

2005 ICMA/PERF Report Recommendation 10: Update the 2000 Hobson Report to assess current workload and capabilities.

Several staffing and related workplace studies have been issued since the 2005 ICMA/PERF report.

- **2000 Hobson Report:** In 2000, EPD commissioned a report to assess line officer staffing and deployment needs. This report is known internally at EPD as the Hobson Report. The 2005 ICMA/PERF report noted that the 2000 Hobson Report had several shortcomings in its staffing methodology, and recommended that another staffing study be commissioned to provide for more accurate staffing recommendations.
- **2007 Magellan Report:** As a result of this recommendation, in 2007 another staffing study was commissioned by EPD and conducted by the Magellan Research Corporation (known internally as the Magellan Report). EPD members stated that the Magellan Report contained recommendations that were not feasible for the department (for example, at the time the report was issued, the department could not afford to hire the recommended number of officers). The department did purchase a new Records Management System (RMS) as the result of one of the Magellan Report's recommendations, but EPD employees have expressed frustrations with it.
- **Recent staffing levels:** Unlike other agencies, EPD did not lose personnel due to the national economic downturn a decade ago, although they did have to repurpose some positions. In some cases, they have even been able to increase the department's deployment (for example, EPD's downtown bike team).
- **Specialized Unit Studies:** In addition to the overall staffing reports in 2000 and 2007, there have been recent audits of the Property Control Unit and two communications center operational assessments.

2005 ICMA/PERF Report Recommendation 11: Work with the Police Employees Union.

PERF found that, overall, the relationship between EPD management and the Eugene Police Employees Union is positive.

- ***Labor/Management Relations at EPD:*** Union officials interviewed by PERF stated that there is an open line of communication between the EPD police chief and the union president. Meetings are also held between union leaders and EPD's Internal Affairs personnel to discuss ongoing cases. PERF also learned that there has been a definite improvement in the relationship between the chief and the union over the years. Overall, PERF's impression of the relationship between the union and the department is amicable.
- ***Labor/Management Collaboration:*** Given the overall positive relation between the union and EPD management, there is a unique opportunity to leverage this relationship to collaborate on areas of interest that benefit the department, its employees, and the community as a whole. *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*, a 2015 joint publication between the Office of Community Oriented Policing Services (COPS Office) and PERF,⁶⁹ contains practical examples of collaboration between labor and management in police agencies across the United States. These examples may be of interest to union members and EPD management to address problems of mutual concern.

NOTE: 2005 ICMA/PERF Recommendations 12-32 pertain to EPD's recruitment and hiring processes. PERF's current findings and recommendations regarding EPD's recruitment and hiring processes can be found in Section I, "Review of the Eugene Police Department's Hiring Process," earlier in this report.

2005 ICMA/PERF Report Recommendation 12: Work with the Human Resources (HR) Services to develop a comprehensive recruitment strategy based on current and future public safety needs that result from an ongoing workload and forecast trend analysis.

EPD works closely with Eugene's HR division to monitor department staffing levels. Trend analyses are performed monthly (and in some instances, even more frequently) to forecast personnel shifts, such as retirements.

One staffing challenge that EPD has faced is the requirement in Oregon that law enforcement agencies must hire an employee before the employee can be sent to recruit academy training.

69 Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>.

This can result in a lengthy delay before new hires have made their way through the academy and officially start work as an EPD officer. EPD no longer runs its own police academy, so department recruits are sent to a centralized training academy run by the State of Oregon. However, EPD maintains a supplemental academy attended by EPD recruits who have successfully completed training at the state academy. This training is EPD-specific and is designed to acclimate new recruits to their roles as a new EPD officer. The recruits then begin their field training.

2005 ICMA/PERF Report Recommendation 13: The police department should work with Human Resource Services to adopt a year-round recruitment effort.

- ***EPD's Year-Round Recruitment Efforts:*** There are two components to the department's recruiting effort. First, EPD has established a year-round hiring and recruiting plan in conjunction with the city's Human Resources department. Second, EPD has established a recruitment team that is involved in year-round recruitment efforts that include community outreach, visits to career workshops, and similar activities to attract a variety of candidates to a career with EPD. These recruitment efforts are coordinated and ongoing between EPD and Human Resources.

2005 ICMA/PERF Report Recommendation 14: The recruitment effort should remain a police department function with support from Human Resource Services. The department's recruitment needs are not so great as to justify a team of full-time recruiters; however, it certainly does justify a formal, planned effort.

- ***EPD's Recruitment Team:*** EPD maintains a professional recruitment team that reflects the diversity of the organization and the community it serves. This team is part of EPD's overall formal recruitment strategy.

2005 ICMA/PERF Report Recommendation 15: Recruiters should represent the best of the department. They should be a diverse mix of officers who represent both the makeup of the community, and the race, ethnicity, and gender that is underrepresented within a department. They should be officers who are fit and present themselves well in the department's uniform. They should be well spoken and exude pride in themselves and the department.

- ***EPD Recruitment Team Members:*** EPD maintains a competitive process to recruit personnel for the team. Special consideration is given by the department to ensuring that

the ethnic and gender makeup of the team is representative of the community. Having a diverse recruitment team is important to help attract a diverse candidate pool.⁷⁰

2005 ICMA/PERF Report Recommendation 16: Recruiters need appropriate tools to make a positive impression on the best potential applicants.

- ***EPD Recruitment Team Equipment and Materials:*** EPD's recruitment team has an event display, a computer dedicated to the recruiting team (with a projector and screen), various recruitment materials in English and Spanish, and related promotional materials.

2005 ICMA/PERF Report Recommendation 17: The recruitment effort must be a formal initiative with goals, incremental objectives, timetables for key events, fixed responsibility, and a budget to support activities.

- ***Formalizing the Recruiting Function within EPD:*** EPD personnel told PERF that this recommendation has been exceeded. The EPD recruitment effort is a formal, strategic initiative that includes goals, objectives, and timetables as recommended by the PERF/ICMA report. The EPD recruitment team has a team purpose and mission statement, and each officer on the team is dedicated to a certain function (e.g., outreach, etc.).

2005 ICMA/PERF Report Recommendation 18: The department should solicit recruiting assistance from every officer on the department.

- ***Department-wide Assistance in EPD's Recruiting Strategies:*** PERF learned that while EPD has a professional, dedicated team of recruiters, recruiting at EPD also is a department-wide effort. For example, recruiting team members attend roll call meetings when vacancies for new officers are announced. Additionally, all officers in the department have recruitment cards they are required to carry and hand out in the field. Job postings are also included in the chief's weekly message to staff, and an email goes out to all city employees when a job vacancy opens. Recruitment materials are made available in the department's lobby, on its website, and at other venues. EPD also hosts career nights for persons interested in exploring a career with the department.

70 Police Executive Research Forum (2015), *Labor and Management Roundtable Discussions: Collaborating to Address Key Challenges in Policing*. Washington, DC: Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p325-pub.pdf>. Page 24.

2005 ICMA/PERF Report Recommendation 19: The role and involvement of Human Resource Services in the recruitment and selection process need to be clarified and documented so that future turf battles and disagreements are avoided.

- *Clarification of EPD and Human Resources Roles:* PERF found that no jurisdictional issues exist between Human Resources and EPD, and both their roles are well established. As a result of the 2005 ICMA/PERF report, Human Resources determined that its role was limited strictly to consultation and legal advice; overall decision-making for officer recruitment and selection is the domain of EPD.

2005 ICMA/PERF Report Recommendation 20: The department has assigned its current role in the hiring process to a captain. This police official should be designated to oversee all recruitment and selection activities. There should be one high-level manager to establish a work plan, and ensure its activities are carried out and goals and objectives are met.

- *Supervising EPD's Recruitment Efforts:* As a result of the 2005 ICMA/PERF report, responsibility for overseeing recruitment and selection activities was assigned to the Operations Support Division Manager in 2006.

2005 ICMA/PERF Report Recommendation 21: The passing score for the written exam for police officer should be static and not adjusted from exam to exam.

- *Written Exam and Passing Scores:* EPD leases its written examination from CPS HR Consulting, a consulting firm that assists public sector agencies with human resources issues. CPS HR Consulting develops validated tests for entry-level officers and other positions within the department, and performs a statistical analysis for the overall test rather than establishing a specific passing score. The passing score is generally within three to four points from exam to exam, but there is a difference in the level of difficulty for each test, which is based upon the recommendation of CPS HR Consulting. The statistical analysis provided is the tool that assists EPD with setting the test's passing score.

As EPD was able to satisfactorily explain the reason the score moves based on the individual test, PERF does not see where this creates a negative impact on test takers. EPD should ensure that there is fairness in establishing the passing score from exam to exam and using a consistent rationale for adjusting it when needed.

2005 ICMA/PERF Report Recommendation 22: The review team recognizes that the prohibition of polygraph examinations in the hiring process resides at the state level. The department should work with others in the state to lobby for change in this area.

- ***Statewide Prohibition of Pre-Employment Polygraph Examinations:*** The state's prohibition on polygraph examinations in the hiring process has not changed since the 2005 ICMA/PERF report. In prior years, previous EPD chiefs have met with members of the state legislature to encourage the removal of the prohibition with little success, but EPD will continue its efforts. PERF learned that at one point, the state Senate passed legislation to overturn the prohibition; however, the state's House Judiciary Committee chair is not in favor of this, and it is unlikely that the prohibition on polygraphs will be changed in the near future.

2005 ICMA/PERF Report Recommendation 23: The personal history questionnaire completed by applicants should be submitted to the EPD rather than Human Resource Services.

- ***Personal History Questionnaire:*** EPD has access to all information from applicants' personal history questionnaires, and is responsible for following up on any concerns identified therein. PERF found there is no confusion about the roles of EPD and Human Resources with regard to personal history questionnaires.

2005 ICMA/PERF Report Recommendation 24: A pool of background investigators should be established within the department.

- ***EPD Background Investigators:*** A pool of background investigators has been established, and those assigned to this function do not rotate, as had been the practice in the past. If a background investigator does not investigate an applicant at least once over the several years, he or she is required to reapply to be on the background investigations team to ensure that their skills remain current. All EPD background investigators participate in a comprehensive two-day training with material that can be reviewed as needed to refresh their skills as needed.

2005 ICMA/PERF Report Recommendation 25: Applicants disqualified at any stage of the process should be eliminated from further processing.

- This recommendation has been implemented.

2005 ICMA/PERF Report Recommendation 26: No applicant should be advanced to the psychological exam until his/her background investigation is complete.

- This recommendation has been implemented.

2005 ICMA/PERF Report Recommendation 27: The practice of advancing applicants based only on their interview and role play performance against the performance of others only on that day should be discontinued.

- This practice has been discontinued.

2005 ICMA/PERF Report Recommendation 28: As recommended in the Recruitment and Selection section of the 2005 ICMA/PERF report, there is a need to prepare a recruitment plan that specifically targets underrepresented populations, specifically Hispanics and females.

- *Recruitment Outreach to Hispanics and Women:* This has been implemented and is an ongoing effort on the part of the department. EPD has access to the city's affirmative action plan data to assist in outreach to Hispanics and women, and recruitment materials and radio ads have Spanish-language versions.

2005 ICMA/PERF Report Recommendation 29: Affirmative action (AA) plans should be considered living documents for the users and should be revisited every six months to ensure that goals are still meaningful and data on minority and female representation is updated regularly.

- *Updating Affirmative Action Plans:* The City of Eugene has an established citywide affirmative action (AA) plan,⁷¹ and a variety of data is collected to ensure that the city's workforce is reflective of its community. Since 2008, Human Resources has worked closely with every city department to develop action items and short- and long-term plans to address underrepresentation in city agencies. PERF learned that EPD has done a considerable job of implementing and working towards the city's AA action items.

71 Affirmative Action Plan 2015-2017, City of Eugene, Oregon. <https://www.eugene-or.gov/DocumentCenter/View/2396>.

2005 ICMA/PERF Report Recommendation 30: The EPD needs accurate and timely statistical data to develop recruitment and hiring plans.

- ***Data-based Recruitment and Hiring Plans:*** EPD is achieving this goal by way of adverse impact reports generated for the department. Adverse impact reports help to ensure that there are not areas of the recruitment and hiring process where the department is losing a disproportionate number of women or people of color. EPD should ensure that this information is reviewed on an ongoing basis, particularly when significant turnovers in staffing are anticipated (such as multiple projected retirements in a given year).

2005 ICMA/PERF Report Recommendation 31: Both Human Resource Services and the EPD should continue to assess for adverse impact in all selection processes.

- ***Adverse Impact:*** Both EPD and the city's Human Resources Services assess for adverse impact in the selection process to determine if the current processes are valid. For example, EPD changed its physical ability entrance test from the Police Officers Physical Agility Test (POPAT) to the Oregon Physical Abilities Test (ORPAT), as EPD found that the POPAT was responsible for what was considered an unacceptable attrition rate of female applicants.

2005 ICMA/PERF Report Recommendation 32: All applicants for the position of police officer should undergo the same stringent selection process.

- ***Uniformity of EPD's Selection Process:*** All EPD officer applicants now go through the same selection process.

2005 ICMA/PERF Report Recommendation 33: Academy staff should continue to improve the recruit training program, especially in the area of scenario-based training.

EPD is a proponent of incorporating scenario-based training throughout the agency.

- ***Improvements to Recruit Training:*** As stated in Recommendation 12, EPD no longer maintains its own recruit training academy, utilizing the state-run academy instead. However, EPD provides regular input to the state academy, and an EPD representative serves on a panel in the academy. These mechanisms ensure that the desired types of training that EPD wants its recruits to have are provided at the state level. The state academy makes frequent use of scenario-based training, and dedicates an entire week to de-escalation, use of force, and related training. EPD consistently requests that the state academy continue to provide this training.

Additionally, within EPD, the chief has required that in-service training incorporate more scenario-based training. This is a positive development and is to be commended. Furthermore, EPD's Pre-Academy has incorporated scenario-based training into its curriculum. The department's Defensive Tactics team is primarily responsible for developing and conducting this training at the pre-academy level, focusing primarily on electronic control weapons, OC spray, and patrol tactics. Other topics incorporate scenarios as well, including communications, report writing, building searches, and firearms training.

2005 ICMA/PERF Report Recommendation 34: The department must attract its best officers to the Field Training Officer (FTO) program.

- ***EPD's Field Training Officer Program:*** In early 2017, EPD's Field Training and Evaluation Program (FTEP) was moved from Patrol to Training to ensure consistency and ongoing monitoring at all levels (e.g., required Daily Observation Reports (DORs) and biweekly supervisor reports). In July 2017, 18 new FTOs were selected to the FTO program to allow for a more varied rotation among each of EPD's shifts as well as to ensure the diversity of the department's FTOs. FTO staff members participate in annual meetings that reinforce the importance of their role and ensure the uniformity of evaluations among FTOs. The FTO sergeant issues frequent email communications to FTO staff to address new or developing trends that they should understand.

2005 ICMA/PERF Report Recommendation 35: Academy and FTO training should contain a strong ethics component that instills the values of the department in every potential officer.

- ***Ethics Training for EPD Officers:*** Ethics training is provided at multiple levels throughout the agency. The state training academy includes an ethics component taught to recruits. Ethics training is further reinforced by EPD on an annual basis as part of in-service training. EPD should continue to explore ways to expand its ongoing ethics training and refreshers throughout the year. For example, sergeants at roll call can pose an ethical dilemma to officers and lead discussions of how they would react, keeping in mind the core values of EPD and the City of Eugene.

2005 ICMA/PERF Report Recommendation 36: In-service training represents several opportunities that need to be capitalized upon by the department and publicized widely to personnel.

EPD recognizes the need for a robust in-service training program for its officers.

- ***The Importance of In-Service Training:*** EPD uses in-service training to focus on tactical skills, firearms training, and related skills, which is supplemented by state and departmentally mandated training. In-service training is routinely publicized to the department via email announcements and training bulletins. Steps have been taken to ensure that all sworn staff attend in-service training, and accountability procedures have been initiated to ensure compliance by officers.
- ***Flexibility of EPD's In-Service Training:*** EPD maintains room in its in-service training slots to address emerging issues as needed. This flexibility allows EPD to provide in-service instruction on emerging issues of importance to the agency while still conducting its mandated training requirements. **This is a positive practice and is to be commended. By contrast, many other agencies are unable to dedicate time in in-service training, as their resources only allow enough time to address that training which is mandated by their state.** EPD is also currently exploring the use of an online training academy where department training staff can upload their own training presentations and track officers' use of the online instruction. In this way, officers can review certain trainings at their leisure, and the department can train officers on topics that EPD leaders and training staff find relevant, even if it does not fit into the department's currently scheduled in-service training.

2005 ICMA/PERF Report Recommendation 37: In-service training should have two tracks, compulsory and optional.

PERF learned that in-service training at EPD has dual tracks, and specialized in-service training is provided for officers in relevant positions.

- ***Dual-Track In-Service Training:*** EPD's in-service training includes mandatory requirements for state maintenance hours (so that officers retain their state certification), as well as departmentally-required training (training that may not be state-required, but that EPD wants its officers to receive). Training information used to be included in the department's monthly notice to employees, but EPD personnel said they do not believe this information is provided any more. As mentioned above in relation to Recommendation #36, EPD is exploring the use of an online training platform. This would allow officers to look at training options on their own and explore the variety of courses available to them. Officers who wish to take specific types of external training can submit a request to do so.
- ***Specialized In-Service Training:*** Recently, EPD has attempted to create specialized training on topics that may not apply to all sworn officers, but would benefit certain personnel. For example, a Standardized Field Sobriety Testing (SFST) class was held for Patrol officers, and surveillance techniques were presented to Investigations staff.

2005 ICMA/PERF Report Recommendation 38: The department should seek leadership, management, and supervisory training opportunities to enhance and build from that training mandated by the state.

- ***Leadership Training Opportunities:*** Members of EPD's command staff have the opportunity to attend external leadership trainings such as the FBI National Academy, PERF's Senior Management Institute for Police (SMIP), and similar professional leadership and development courses. (Since 2008, EPD has sent three people to the FBI National Academy and eight people to SMIP). In 2017, EPD held a facilitated Command Leadership Team training, which focused on leadership and mentoring employees. PERF learned that almost all lieutenants and captains have attended leadership training courses. Perceptions of leadership training for sergeants were mixed; some stated there is currently a gap in first-line supervisory training for sergeants, while others noted that sergeants regularly attend Northwest Leadership seminars spanning several days with highly-respected presenters.

In the fall of 2017, EPD trainers will hold a three-day supervisory academy for all newly-promoted sergeants as well as those supervisors who would benefit from this instruction. This is an important development and is to be commended. Promotion to sergeant is perhaps the most significant move forward in an officer's career, as they are now, for the first time, responsible for supervising others. While the state offers a one-week supervisor class for sergeants, it is designed for all sergeants throughout the state and is not agency-specific. It is also only held twice per year, and PERF learned that it is difficult to get EPD sergeants into the course. Having an in-house sergeant's course led by EPD trainers will be of great benefit to the agency.

2005 ICMA/PERF Report Recommendation 39: The department should seek the assistance of corporate, university, and professional law enforcement trainers in building their command staff and installing leadership in their officers.

- ***Utilizing Outside Training for Leadership Development:*** EPD has brought in outside presenters to conduct such training for all supervisors, either sworn or non-sworn. Recently, as stated in Recommendation 38, EPD held a facilitated Command Leadership Team training. Panels in this training included executives from the public and private sector industries.

2005 ICMA/PERF Report Recommendation 40: The placement of the crime analysis function is sufficient; however, the EPD should continue to monitor the function to ensure a strong connection is fostered with patrol, where timely receipt of crime analysis information is also vital.

- ***EPD's Crime Analysis Function:*** EPD's Crime Analysis Unit has grown since the 2005 ICMA/PERF report, and has an authorized staffing level of four civilians. The Crime Analysis Unit conducts a weekly presentation to the patrol leadership team to update them on crime patterns and make recommendations to respond accordingly.

2005 ICMA/PERF Report Recommendation 41: The EPD should reorganize organizational responsibility for both the Internal Affairs (IA) and public information functions to directly report to the Office of the Chief.

This recommendation has been implemented as a result of the 2005 ICMA/PERF report.

2005 ICMA/PERF Report Recommendation 42: Roll call should be better used to communicate information between the executive and line staff within the department.

- ***Roll Call Briefings:*** The chief of police uses portions of roll call briefings to meet with officers, sergeants and lieutenants. Additionally, every sworn member goes to in-service training nine times per year, and the chief of police speaks to officers at each training session. To further strengthen the exchange of information at roll call, EPD training staff members are developing roll call training to be delivered via Police One Academy,⁷² which is an online resource for roll call training.

EPD should also consider utilizing roll call to present information in smaller blocks throughout the course of the year that would normally be delivered via in-service training. On days when roll call training will take place, officers from other assignments can drop in as schedules permit. Roll call can also be used to discuss current events facing law enforcement. For example, officers can watch a video on a recent use of force that occurred elsewhere and discuss what they viewed.

⁷² More information on Police One Academy may be found at: <https://www.policeoneacademy.com/>

2005 ICMA/PERF Report Recommendation 43: The potential of holding periodic meetings for the chief, other city officials, the line officers, and support staff should be explored.

- ***Internal and External Communications:*** The chief of police and other EPD leaders engage in a number of activities to meet with members of the department, city government officials, and the community. For example, the chief of police holds frequent one-on-one meetings with members of the department and conducts ride-alongs with members of EPD's communications center and officers the chief has not yet gotten to know.

Externally, the chief of police meets weekly with the police auditor, meets monthly with the mayor, and meets several times (as needed) with city council members. EPD takes measures to maintain contact with communities of color, local activists, and civic groups. Lieutenants and sergeants also attend neighborhood association meetings.

Please refer to Section VI of this report, "Workplace Environment and Procedural Justice" for recommendations regarding additional steps that EPD leaders can take to engage both sworn and civilian department personnel.

2005 ICMA/PERF Report Recommendation 44: The effectiveness and quality of the command staff should be increased on a continual basis.

- ***Command Staff Professional Development:*** Captains and lieutenants are encouraged to seek leadership training and courses. Most lieutenants have been to PERF's Senior Management Institute for Police or Northwestern University's police leadership program. EPD should continue to ensure that command staff have the opportunity to take courses (as schedules and department finances permit) to further their professional development. In doing so, EPD is investing in the future of the agency, providing its next generation of leaders with the skills and experience they need.

2005 ICMA/PERF Report Recommendation 45: The department should utilize a watch commander at the rank of lieutenant during late night hours.

- ***Late Night Supervision:*** Lieutenant watch commanders are assigned to work from 5:00pm-3:00am. There is currently a gap between 3:00-7:00am, but other hours are covered by one or multiple lieutenants throughout the day. This reflects scheduled coverage, so it is important to note that there could be additional gaps if a lieutenant is sick, goes on vacation, etc. EPD has tried to make improvements to staffing to provide better command coverage during all hours.

2005 ICMA/PERF Report Recommendation 46: Sergeants need to spend more time on the street observing, supervising, and developing their subordinates.

- ***First-Line Supervision of Officers:*** Since the ICMA/PERF report was released in 2005, EPD has added several foot patrol teams and increased the number of sergeants supervising officers, thereby improving the sergeant-to-officer ratio. However, PERF learned that two sergeants were reassigned to other roles (in the Property and Policy units), leaving two teams with a sergeant who is overextended. Additionally, some EPD personnel said that the workload of first-line supervisors has increased. Some personnel also said that sergeants' workloads have increased due to EPD's new reporting system. As discussed earlier in Recommendation #10, EPD established a Records Management System and in 2014 added the Blue Team module to the department's IA Pro software package.⁷³ Some EPD personnel said that, although the Blue Team module has provided several benefits,⁷⁴ it does make it harder for sergeants to approve reports in the field.

2005 ICMA/PERF Report Recommendation 47: Sergeants should be trained in current supervisory practices and issues prior to assuming their roles as management staff.

- ***Acclimating New Sergeants to Their Supervisory Role:*** In the past, EPD conducted a weeklong supervisor's academy for new sergeants, which has been phased out. However, in the fall of 2017, training staff are preparing to hold a three-day supervisory academy for all newly promoted sergeants, as well as current supervisors who have not had previous supervisory training
- ***Field Training Program for New Sergeants:*** Currently, EPD has a Field Training Officer (FTO) program for new sergeants, who are paired with a veteran sergeant. There is a checklist with performance criteria they must meet before fully moving into their role as a supervisor.

⁷³ IAPro is a commercial software package used by Internal Affairs units. Blue Team is a program published by IAPro that allows supervisors to enter data from the field, such as use of force reports.

⁷⁴ For example, some EPD personnel said that the Blue Team module allows EPD sergeants to pay better attention to how members of their team use force.

2005 ICMA/PERF Report Recommendation 48: The investigation of disciplinary infractions is solely within the purview of the Eugene Police Department. In conjunction with Human Resource Services, the EPD should develop a table of offenses and penalties for minor offenses. This table would guide the investigating official's recommendation for discipline. The final authority to approve or disapprove the recommendation for discipline, if any, rests with the city manager who has administratively delegated this responsibility to the police chief.

- ***Departmental Discipline:*** EPD does not have an established disciplinary matrix, but the department has established a discipline-tracking database. This database is made available to supervisors, so they can view comparable levels of discipline for a given type of offense and ensure that discipline is generally consistent and based on employee actions. This approach also allows supervisors to choose the level of discipline they think is appropriate, based on their consideration of the circumstances of each case. The city's Human Resources department is also available to provide some comparable information and guidelines. Various city and department stakeholders expressed differing opinions on the value of the creation of a disciplinary matrix. PERF does not see an issue with the lack of a disciplinary matrix so long as there is consistency in discipline. If EPD leaders decide to establish one, Human Resources, the Office of Police Auditor, the union, and other entities should be involved in the discussion.

2005 ICMA/PERF Report Recommendation 49: Performance evaluations must be based on validated job criteria and performance measures.

- ***Performance Evaluations:*** PERF learned that EPD's use of performance evaluations is sporadic at best. Many EPD employees told PERF that the department does not conduct performance evaluations, while other employees said that they have received evaluations, but infrequently. Some EPD personnel also said that even when performance evaluations are conducted, there are no formal, objective, or consistent process or criteria. In some cases, evaluations were described as arbitrary. EPD personnel told PERF that this is a citywide problem and is not isolated to EPD.

However, PERF learned that the updated version of EPD's strategic plan, which was undergoing final revisions at the time of this report, will include a comprehensive performance evaluation system.

EPD's move to institute a comprehensive performance evaluation system is a positive step. Special care should be given to creating a uniform system specific to measuring characteristics that EPD and the city expects in its officers, and ensuring that these evaluations are incorporated throughout the department as needed (e.g.,

the evaluations should be used to help determine assignments to special teams). Special attention should be given to incorporating professional development goals and training for both sworn and civilian staff within the framework of EPD's performance evaluations.

Please refer to Section II, "Review of the Eugene Police Department's Promotions Process," and Section VI, "Workplace Environment and Procedural Justice" for a more detailed discussion on the importance of routine, uniform performance evaluations, particularly when making promotions or assigning personnel to specialized units.

2005 ICMA/PERF Report Recommendation 50: Evaluators must receive training in observing and recording potential behavior problems, and providing constructive feedback to address problems.

- ***Training for EPD Evaluators:*** The Strategic Plan currently undergoing final review will include a comprehensive performance evaluation system. Given the current sporadic use of performance evaluations within EPD, agency leaders and the city's Human Resources department must ensure that all supervisory personnel, both sworn and civilian, receive comprehensive training on their role as evaluators to ensure fairness and consistency among them.

2005 ICMA/PERF Report Recommendation 51: Every employee deserves to be regularly appraised of expectations and his/her job performance.

- ***Appraising Employee Performance:*** As discussed in Recommendation 49, EPD does not currently make use of a regular employee performance evaluation. Moving forward, as EPD implements its planned performance evaluation system, care should be given to ensure that all employees receive regular appraisals of their work. As stated in the 2005 ICMA/PERF report: "Without regular appraisals, employees do not know what is expected of them. If they do not know they are not meeting department expectations, they may not know how to correct their performance. A formal evaluation should be presented to each employee annually. There should also be periodic feedback sessions throughout the performance period. If changes to performance are needed, the employee has the opportunity to improve prior to the end of the rating period."⁷⁵

75 International City/County Management Association and Police Executive Research Forum. 2005. Management Review of the Eugene Police Department. <https://www.eugene-or.gov/DocumentCenter/View/3778>. Page 73.

2005 ICMA/PERF Report Recommendation 52: When employees are presented with his/her evaluation, the supervisor must go over all aspects of performance.

- ***Content of Performance Evaluations:*** As discussed in Recommendation 49, EPD does not currently make use of a regular employee performance evaluation. As EPD establishes its performance evaluation process, it should be made clear to departmental evaluators that performance evaluation is an ongoing process. As stated in the 2005 ICMA/PERF report, “The annual evaluation should not be the first time the employee hears about problems with his/her performance.” EPD should ensure that evaluators receive training in the importance of ongoing coaching and mentorship. If problems in an employee’s performance are identified as a result of a performance evaluation, the employee and his or her supervisor should jointly create an action plan to improve performance, with a mid-point meeting held six months later to discuss progress made to date.

2005 ICMA/PERF Report Recommendation 53: The department should have a fully staffed IA unit, commanded by a captain.

- ***EPD’s Internal Affairs Unit:*** EPD’s Internal Affairs Unit has grown since 2005 and is currently supervised by a captain and staffed by a lieutenant, two sergeant investigators, a program manager, and two civilian staff. EPD personnel told PERF that Internal Affairs is not viewed negatively by officers. However, some EPD personnel said that the Internal Affairs Unit may need more investigators to promptly process cases. Additionally, some personnel said that sergeants rotate every two years, and believed it might better to have sergeants serve longer rotations or allow them to stay assigned to the Internal Affairs Unit as long as they like. Some EPD employees also said that that the department should make the Internal Affairs function more attractive for high-performing investigators.

EPD should consider extending the length of time that investigators are assigned to Internal Affairs, so they can gain the experience needed for this vital function of the department. However, assignments should not last for more than three to five years. The U.S. Department of Justice’s Office of Community Oriented Policing Services (COPS Office) states in its report *Standards and Guidelines for Internal Affairs:*

Recommendations from a Community of Practice: “There are at least several reasons for limiting the tour of service. Too long a stay in Internal Affairs may, in some cases, create investigators who become biased. The development of such an attitude—or any other bias—is not helpful to the employee or the investigations. In some cases, investigators become emotionally drained or even bored after extended stays in Internal Affairs. It is a

uniquely difficult assignment and its psychological effects are important in determining whether a tour limit should apply and how long it might be.”⁷⁶

Additionally, EPD should consider creating incentives to make the position of an Internal Affairs investigator desirable, particularly for experienced investigators. The COPS Office guide to Internal Affairs (cited above) states that “Agencies should consider providing officers with incentives to work in Internal Affairs, such as an explicit policy that places service in that unit as highly advantageous for promotional or assignment purposes.”⁷⁷

2005 ICMA/PERF Report Recommendation 54: The department must remain mindful that when a complaint involves a criminal investigation, the eventual completion of an administrative (internal) investigation cannot be overlooked.

- *Investigation of Complaints Where Criminality Is Alleged:* EPD generally waits until after a criminal investigation is done before conducting the administrative review, because EPD personnel told PERF that the department cannot conduct both internal and criminal investigations at the same time. Often, EPD’s investigators can adopt some of the criminal investigation to the internal affairs investigation. The decision to conduct a concurrent or consecutive criminal/administrative investigation is made during the weekly police auditors meeting with Internal Affairs and EPD command staff. The police auditor and the chief of police must both agree to conduct a consecutive investigation. When the criminal investigation is complete, it is reviewed by Internal Affairs and the auditor’s office, who then recommend the steps that should be taken for the internal investigation.

76 “Standards and Guidelines for Internal Affairs: Recommendations from a Community of Practice.” DOJ Office of Community Oriented Policing Services. <https://ric-zai-inc.com/Publications/cops-p164-pub.pdf>. Page 60.

77 Ibid. Page 59.

2005 ICMA/PERF Report Recommendation 55: The intake process and coding of complaints needs to be formally established and clarified.

- ***Complaint Intake and Coding:*** Complaint intake and coding is performed by the Office of Police Auditor. As required by city ordinance, all complaints must go through the auditor's office for classification, as they are the community's intake point for complaints. The city ordinance goes into detail about the classification of complaints, so the auditor's office takes steps to ensure consistency.

2005 ICMA/PERF Report Recommendation 56: All personnel assigned to the IA function must receive comprehensive training on how to conduct internal investigations, and on the laws, rules, regulations and other nuances unique to this type of assignment.

- ***Internal Affairs Investigator Training:*** Internal Affairs investigators are sent to mandatory preliminary training provided outside the department. This is a progressive policing practice. Under the COPS Office guidance, "After being selected, the agency should provide as much ongoing training or professional development in investigation and Internal Affairs investigation as possible, including training in effective interview techniques, development of case strategy, laws that apply to Internal Affairs investigations, and other subjects relevant to fulfilling the investigative mission."⁷⁸

2005 ICMA/PERF Report Recommendation 57: The role of Human Resource Services in the internal investigation and discipline arena should be clarified for police department personnel. While department personnel are responsible for the timely and comprehensive conduct of investigations, the city is ultimately responsible.

- ***The Role of Human Resources in EPD's Internal Investigation and Discipline Processes:*** The only role that the city's Human Resources department performs during EPD's internal affairs investigatory process is to provide information regarding comparable discipline (see the discussion in Recommendation 48 above for more details on comparable discipline). EPD stated that the agency has a robust Internal Affairs policy, but it generally does not reference Human Resources because they do not have a role in investigations. PERF learned that in recent years, some complaints that were received by the police auditor's office were more internal in nature (harassment, etc.), but are still issues that Internal Affairs would like to know about. EPD is working to clarify

78 Ibid. Page 60.

how such investigations should be handled and when the police auditor's office should be notified.

CONCLUSION

In commissioning PERF's review of the Eugene Police Department (EPD), department and city leaders have demonstrated a desire to improve the working environment and the operations of the agency. One of the driving reasons behind the commissioning of this report was to examine the extent to which women and people of color have equal opportunities for promotion and career advancement. Overall, the department is reflective of the diversity of its community, the agency's hiring process is sound, and sworn turnover rates are in line with those of comparable law enforcement agencies. However, perceptions exist to a certain extent in the department about matters of equity and fairness, transparent leadership, a rift between sworn and civilian staff, and related issues. These perceptions were identified in PERF's interviews of EPD and city staff members, as well as in PERF's "organizational climate" survey of EPD employees. Turnover in EPD's Communications Operations unit is also an area of concern, though it should be noted that many agencies struggle with this issue.

While challenges remain in addressing some of these issues, they are not insurmountable, as EPD leaders are committed to agency-wide improvement. The recommendations contained in this report will assist EPD in moving forward. Where feasible, recommendations should be implemented with an eye toward promoting a sense of "internal procedural justice" in EPD, which involves giving EPD employees a voice in changes to the department, and providing transparency, fairness, and respect to employees.

Review of EPD's Hiring Process

PERF found that EPD's overall recruitment and hiring process is sound. However, while PERF found that women and people of color are generally represented within EPD, the department should expand its outreach efforts to promote even greater diversity in EPD's ranks. For example, EPD should consider strategies such as establishing a police cadet or internship program, and reaching out to candidates with backgrounds in social work, education, nursing, and other professions outside of law enforcement.

EPD should also revisit the use of the descriptive writing test in the department's hiring process, as it may have an adverse impact in losing otherwise qualified applicants in the hiring process, particularly those who exemplify the values and traits desired of EPD officers. Writing skills can be developed and improved upon at the training academy.

Review of EPD's Promotions Process

Based on PERF's review of the data, there is generally strong representation of women in EPD's supervisory ranks. PERF also found that while people of color are fairly well-represented at the rank of sergeant, the same is not true with respect to representation in higher ranks (e.g., lieutenants and captains). EPD should seek to ensure that sufficient opportunities exist for people of color to be promoted to higher supervisory ranks within the agency.

PERF identified several opportunities to improve the overall promotions process to ensure fairness and transparency. Performance evaluations, specific to EPD and with standard evaluation criteria, should be implemented department-wide as soon as possible, and supervisors should receive training on how to conduct reviews of their employees. As performance evaluations are rolled out at EPD, they should be the primary basis for determining whether an employee is a suitable candidate for promotion; the current background review process should be eliminated.

Acting in Capacity (AIC) assignments generally should last no more than 90 days; when it is anticipated that an assignment will last more than 90 days, the competitive promotions process should govern filling the vacancy with a qualified applicant.

Lastly, EPD should work with the city's legal counsel to devise a method to provide the chief of police with options to choose the best candidate for each job opening, while still remaining in compliance with Oregon's veterans' preference laws.

Review of EPD's Retention Rate

Overall, PERF did not find significant issues with the turnover rate among sworn officers, finding it in line with other agencies similar in size to EPD based upon previous studies conducted by PERF. However, civilian turnover was identified as an issue, specifically as it pertains to the department's communications function. This is not uncommon: communication workloads, the stress of the job, and the relationship between sworn and civilian staff, can all influence turnover in the communications function. This report outlines steps EPD can take to improve the morale of dispatchers and potentially decrease the turnover rate. EPD leaders can encourage command staff and supervisors to routinely visit the communications center to meet with communications personnel.

Review of EPD's Assignment Opportunities

PERF found that overall there is generally good representation of women and people of color on departmental special assignments. The composition of departmental special assignments is fairly reflective of the agency as a whole. That being said, EPD should regularly review the makeup of special assignments to ensure that selection to these functions reflects the diversity of the organization. And as EPD incorporates the use of performance evaluations throughout the agency, policy should be amended to reflect that employees' annual performance evaluations be made a key factor in determining suitability for a specialized assignment.

Organizational Climate Survey of the Eugene Police Department

In conjunction with EPD and city officials, PERF developed and fielded an "organizational climate" survey of the department, which was sent to all employees. The goals of the survey were to determine the overall workplace climate at EPD and to guide the development of EPD's policies and practices going forward. The survey allowed anonymous replies, in order to elicit maximum response and encourage respondents to be candid about their perceptions of the agency.

Survey results were mixed with respect to employee perceptions of the working environment at EPD. For example, most respondents believe that EPD is a good organization to work for and are satisfied with their jobs. But while a slight majority of respondents felt the environment of EPD encourages equitable, inclusive, and respectful behavior among employees, only a little more than one-third believed those traits are modeled by EPD leaders. And just over one-third of respondents felt mechanisms are in place to address issues they might have. Additionally, the survey results identified areas for improvement with respect to ensuring that EPD's promotional and special assignments processes are fair and equitable.

Workplace Environment and Procedural Justice

As PERF heard from EPD and city employees about their perceptions of the department, both in person as well as via the anonymous study, it realized that a discussion of the principles of internal procedural justice would be of value to the agency in order to promote a sense of transparency, openness, and fairness.

For example, EPD can hold regular, ongoing departmentwide meetings to inform employees about potential changes within EPD and to solicit their feedback. Such meetings should involve

both sworn and civilian employees, and not be limited to employees based out of police headquarters. “Listening” meetings can be held by the chief when needed to elicit feedback on issues EPD staff may have. Opportunities for encouraging mentoring relationships among staff should be encouraged. Departmental ride-alongs and other job familiarization programs should be considered to build relationships among the various functions of EPD. Such programs should occur on a regular, ongoing basis.

Most importantly, given past internal incidents where complaints against personnel have involved inappropriate harassment or possible sexual misconduct, EPD must communicate to staff and ensure that such allegations will be investigated and adjudicated promptly and thoroughly.

Assessment of Implementation of Recommendations from the 2005 ICMA/PERF Report

EPD has made progress in adopting most of the recommendations from the 2005 ICMA/PERF report. EPD and the City of Eugene have implemented a number of initiatives to strengthen its relationship with the community. For example, a civilian review board was created to increase transparency within the police accountability process. And EPD has significantly enhanced its recruitment and hiring practices since the report’s issuance.

Moving Forward

The Eugene Police Department is made up of talented and dedicated members who are committed to serving the City of Eugene and its residents. EPD leaders are committed to improving the agency’s core business practices. One of the most important things PERF can recommend is improving internal procedural justice at EPD, to promote fairness and equity among its employees.

One important step that EPD can take in this regard is to share the results of this report with its members. This can be accomplished by disseminating it agency-wide and organizing a series of open forums where employees can discuss the report and their concerns with the chief of police and command staff.

In addition, EPD has already created a small working group to address the department’s strategic plan. This report should become part of the plan’s framework, particularly regarding

recommendations that promote internal procedural justice and enhance opportunities for women and people of color.

EPD has many excellent employees and a unique opportunity to make improvements to take the agency to the next level. PERF wrote this report to serve as a blueprint for implementing these advances.

APPENDIX 1—2005 ICMA/PERF RECOMMENDATIONS

Recommendation 1: Develop mechanisms to access more segments of the community to determine the validity of perceptions expressed in this and other reports

Recommendation 2: Develop a comprehensive information outreach and feedback loop

Recommendation 3: Determine community expectations of the police department and its role in the community, and develop policy that matches those expectations. Fully implement community policing.

Recommendation 4: Establish an external review board to oversee the handling of complaints coming to the attention of the Eugene Police Department. However, several qualifications must be taken into account in the establishment of such a board.

Recommendation 5: Consider eliminating the following statement from the police department website: “The department routinely checks the police records of the people with whom we have contact, including people who file complaints. If a Police Officer has contact with you and is aware of a warrant, he/she is legally compelled to arrest you. However, we do not want this to prevent you from giving us feedback. If you have an outstanding warrant, please clear it with the Court.”

Recommendation 6: The city council should develop an integrated multi-year strategic plan based on the vision and goals statement it established in May 2003.

Recommendation 7: Develop a strategic plan for the EPD that is aligned with the city council’s strategic plan.

Recommendation 8: Involve the rank-and-file in the development of the EPD’s strategic plan and related performance indicators as well as community residents and neighborhood groups.

Recommendation 9: Assess the actual work of the Police and Human Rights Commissions to ensure they are aligned with the policy and managerial framework for the city.

Recommendation 10: Update the 2000 Hobson Report to assess current workload and capabilities.

Recommendation 11: Work with the Police Employees Union

Recommendation 12: Work with the Human Resources (HR) Services to develop a comprehensive recruitment strategy based on current and future public safety needs that result from an ongoing workload and forecast trend analysis.

Recommendation 13: The police department should work with Human Resource Services to adopt a year-round recruitment effort.

Recommendation 14: The recruitment effort should remain a police department function with support from Human Resource Services. The department's recruitment needs are not so great as to justify a team of full-time recruiters, however, it certainly does justify a formal, planned effort.

Recommendation 15: recruiters should represent the best of the department. They should be a diverse mix of officers who represent both the makeup of the community, and the race, ethnicity, and gender that is underrepresented within a department. They should be officers who are fit and present themselves well in the department's uniform. They should be well spoken and exude pride in themselves and the department.

Recommendation 16: Recruiters need appropriate tools to make a positive impression on the best potential applicants.

Recommendation 17: The recruitment effort must be a formal initiative with goals, incremental objectives, timetables for key events, fixed responsibility, and a budget to support activities.

Recommendation 18: The department should solicit recruiting assistance from every officer on the department.

Recommendation 19: The role and involvement of Human Resource Services in the recruitment and selection process needs to be clarified and documented so that future turf battles and disagreements are avoided.

Recommendation 20: The department has assigned its current role in the hiring process to a captain. This police official should be designated to oversee all recruitment and selection activities. There should be one high-level manager to establish a work plan, and ensure its activities are carried out and goals and objectives are met.

Recommendation 21: The passing score for the written exam for police officer should be static and not adjusted from exam to exam.

Recommendation 22: The review team recognizes that the prohibition of polygraph examinations in the hiring process resides at the state level. The department should work with others in the state to lobby for change in this area.

Recommendation 23: The personal history questionnaire completed by applicants should be submitted to the EPD rather than Human Resource Services.

Recommendation 24: A pool of background investigators should be established within the department.

Recommendation 25: Applicants disqualified at any stage of the process should be eliminated from further processing.

Recommendation 26: No applicant should be advanced to the psychological exam until his/her background investigation is complete.

Recommendation 27: The practice of advancing applicants based only on their interview and role play performance against the performance of others only on that day should be discontinued.

Recommendation 28: As recommended in the Recruitment and Selection section of the 2005 ICMA/PERF report, there is a need to prepare a recruitment plan that specifically targets underrepresented populations, specifically Hispanics and females.

Recommendation 29: Affirmative action (AA) plans should be considered living documents for the users and should be revisited every six months to ensure that goals are still meaningful and data on minority and female representation is updated regularly.

Recommendation 30: The EPD needs accurate and timely statistical data to develop recruitment and hiring plans.

Recommendation 31: Both Human Resource Services and the EPD should continue to assess for adverse impact in all selection processes.

Recommendation 32: All applicants for the position of police officer should undergo the same stringent selection process.

Recommendation 33: Academy staff should continue to improve the recruit training program, especially in the area of scenario-based training.

Recommendation 34: The department must attract its best officers to the Field Training Officer (FTO) program.

Recommendation 35: Academy and FTO training should contain a strong ethics component that instills the values of the department in every potential officer.

Recommendation 36: In-service training represents several opportunities that need to be capitalized upon by the department and publicized widely to personnel.

Recommendation 37: In-service training should have two tracks, compulsory and optional.

Recommendation 38: The department should seek leadership, management, and supervisory training opportunities to enhance and build from that training mandated by the state.

Recommendation 39: The department should seek the assistance of corporate, university, and professional law enforcement trainers in building their command staff and installing leadership in their officers.

Recommendation 40: The placement of the crime analysis function is sufficient; however, the EPD should continue to monitor the function to ensure a strong connection is fostered with patrol, where timely receipt of crime analysis information is also vital.

Recommendation 41: The EPD should reorganize organizational responsibility for both the Internal Affairs (IA) and public information functions to directly report to the Office of the Chief.

Recommendation 42: Roll call should be better used to communicate information between the executive and line staff within the department.

Recommendation 43: The potential of holding periodic meetings for the chief, other city officials, the line officers, and support staff should be explored.

Recommendation 44: The effectiveness and quality of the command staff should be increased on a continual basis.

Recommendation 45: The department should utilize a watch commander at the rank of lieutenant during late night hours.

Recommendation 46: Sergeants need to spend more time on the street observing, supervising, and developing their subordinates.

Recommendation 47: Sergeants should be trained in current supervisory practices and issues prior to assuming their roles as management staff.

Recommendation 48: The investigation of disciplinary infractions is solely within the purview of the Eugene Police Department. In conjunction with Human Resource Services, the EPD should develop a table of offenses and penalties for minor offenses. This table would guide the investigating official's recommendation for discipline. The final authority to approve or disapprove the recommendation for discipline, if any, rests with the city manager who has administratively delegated this responsibility to the police chief.

Recommendation 49: Performance evaluations must be based on validated job criteria and performance measures.

Recommendation 50: Evaluators must receive training in observing and recording potential behavior problems, and providing constructive feedback to address problems.

Recommendation 53: The department should have a fully staffed IA unit, commanded by a captain.

Recommendation 54: The department must remain mindful that when a complaint involves a criminal investigation, the eventual completion of an administrative (internal) investigation cannot be overlooked.

Recommendation 55: The intake process and coding of complaints needs to be formally established and clarified.

Recommendation 56: All personnel assigned to the IA function must receive comprehensive training on how to conduct internal investigations, and on the laws, rules, regulations and other nuances unique to this type of assignment.

Recommendation 57: The role of Human Resource Services in the internal investigation and discipline arena should be clarified for police department personnel. While department personnel are responsible for the timely and comprehensive conduct of investigations, the city is ultimately responsible.

APPENDIX 2—ORGANIZATIONAL CLIMATE SURVEY

The Police Executive Research Forum (PERF) has been hired by the City of Eugene to examine current police practices. As part of this process, PERF is conducting a climate survey of the Eugene Police Department. Our role is to understand how employees feel about the department, their role within the organization, and the process and opportunities regarding promotion/unit assignment.

This survey is confidential and the content will be submitted directly to PERF. No individual responses will be shared with the department. Results from the surveys will only be reported as aggregate numbers and broad summaries of comments without a way to identify individuals. You may stop the survey at any time or not answer questions. The survey should take between 10-15 minutes to complete. Your candid and honest responses are critical for PERF’s ability to provide an independent and accurate assessment of the Eugene Police Department.

Thank you in advance for your participation. If you have any questions about the survey, please contact Nate Ballard at 202-454-8311 or nballard@policeforum.org. Additionally, you can learn more about PERF at www.policeforum.org.

Gender Male Female Other

Years of Service 0-5 years 6-10 years 11-15 years 15-20 years 20+ years

Employee Type Sworn Non-Sworn

Race White Non-White

Listed below are statements specifically related to your job and the Eugene Police Department. Please indicate the level to which you agree with each statement.

	Strongly Disagree	Disagree	Neutral/No Opinion	Agree	Strongly Agree
Overall, the Eugene Police Department is a good organization to work for.					
I am satisfied with my job as a Eugene Police Department employee.					
Overall, the environment of the Eugene Police Department encourages employees to behave in an equitable, inclusive and respectful manner.					
Overall, Eugene Police Department leaders model equitable, inclusive and respectful behavior in their interactions with employees.					
The organization has mechanisms in place to address issues I might have.					

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For the section above, please provide additional comments if you feel strongly about the answers you have provided.

	Strongly Disagree	Disagree	Neutral/No Opinion	Agree	Strongly Agree
The Eugene Police Department has an effective system for promotion.					
The Eugene Police Department has an effective system for determining special assignments.					
The process for promotion opportunities is fair.					
Special assignments are provided to those who demonstrate appropriate work performance					
I am evaluated according to my ability to advance unit objectives.					
Supervisors encourage my input and consider my suggestions.					
I believe women face promotional challenges which men do not encounter.					
I believe women face challenges obtaining special assignments and/or opportunities for professional development which men do not encounter.					
I believe people of color face promotional challenges which Caucasians do not encounter.					
I believe people of color face challenges obtaining special assignments and/or opportunities for professional development which Caucasians do not encounter.					
The working relationship between sworn and non-sworn employees is constructive					

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towards achieving departmental goals.					
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For the section above, please provide additional comments if you feel strongly about the answers you have provided.

In the promotion process, how much emphasis should there be on the following?

	Less Emphasis	Same Emphasis/No Change	More Emphasis
Written exams			
Assessment from outside of the department (e.g. independent reviewers)			
Officer performance evaluations			
Seniority			
Interview			

For the section above, please provide additional comments if you feel strongly about the answers you have provided.

In determining special assignments or professional development opportunities, how much emphasis should there be on the following?

	Less Emphasis	Same Emphasis/No Change	More Emphasis
Written exams			
Assessment from outside of the department (e.g. independent reviewers)			
Officer performance evaluations			
Seniority			
Interview			

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For the section above, please provide additional comments if you feel strongly about the answers you have provided.

Are there ways the department could improve the overall environment within the agency as well as better serve the community?
