

City of Eugene

Eugene Police Department Strategic Plan

January 1, 2006

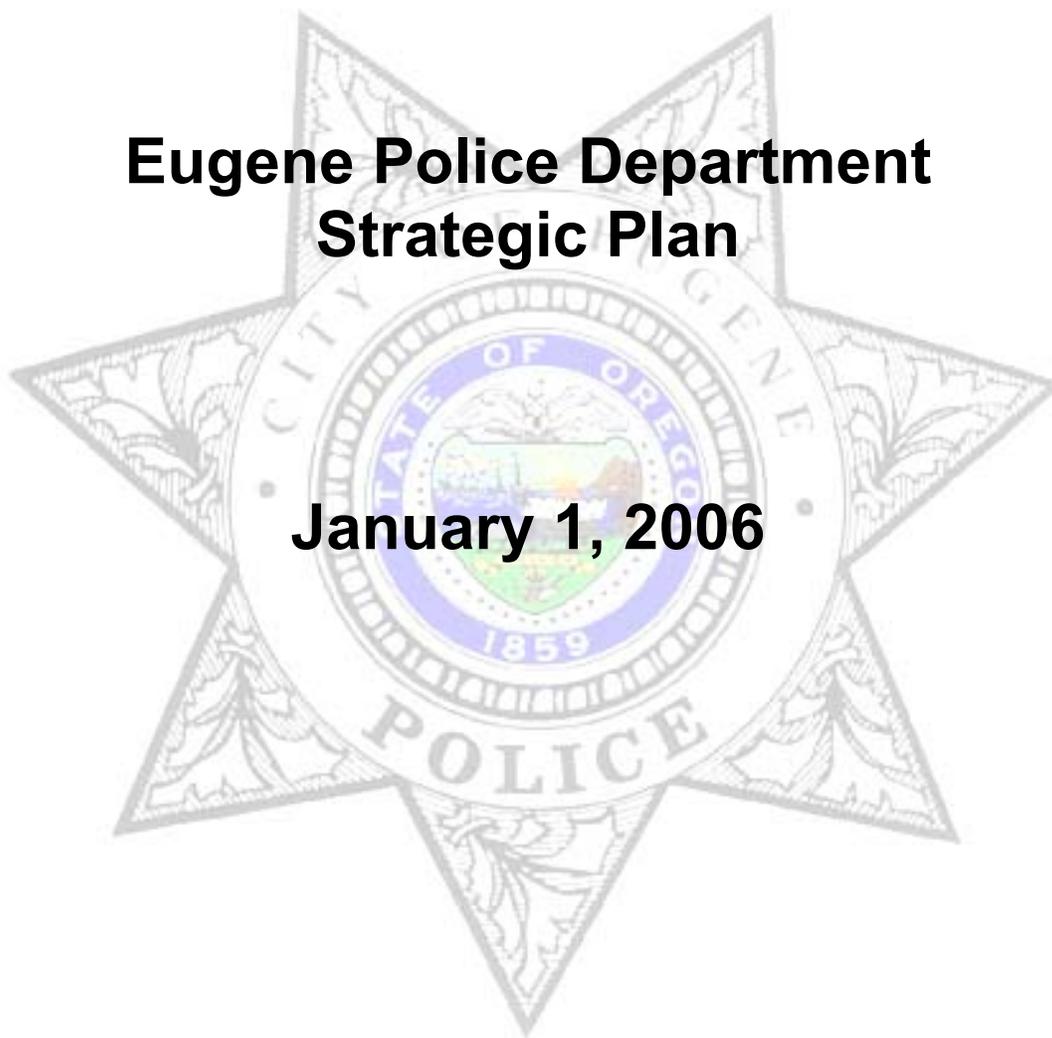


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- A. Program Descriptions**
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Message from the Chief

All organizations, big and small, should plan. Planning strategically means considering the future – what does the organization and its stakeholders want for the future? Of all the things we do, what are the most important and what changes can we make that will have the most positive effect on our future? And, how do we support and align our activities so that we are working together effectively and efficiently toward that future while taking care of the necessary business of the present?

Organizations like the Eugene Police Department (EPD) are part of larger organizations, the City of Eugene in our case, and strategic planning also means identifying our role in the larger organization and aligning our goals, programs, and activities to support the vision and goals of the larger organization.

The City of Eugene has a defined vision and goals. The EPD has a mission in support of the City's vision and goals and is made up of many related programs, objectives, and activities in support of our mission. The overall goal of this strategic planning process was to identify the various programs, their objectives and activities that support EPD's mission and develop prioritized action items (initiatives) to guide change. All of these planning elements must be aligned with and support broader City of Eugene goals and strategies and every staff member should be able to see his/her own role in one or more of the goals and objectives. A related goal is for the resulting plan is to form the basis for future organizational evaluations and resource decisions based on those evaluations. Are we meeting our various objectives? If not, do we need to make an adjustment to either the resource level applied, the service level involved, or the manner in which the work is performed; or, a combination?

These are exciting times and we face many changes. This plan represents the end product of thousands of hours of work and the input of hundreds of stakeholders both inside and outside of the organization. While the plan itself may be an end product, the process continues annually through evaluation and budgeting processes. Ultimately, our future success lies in our ability to identify the service expectations of our community, alignment of our systems and processes to those priorities, and our ability to adapt along the way as unforeseeable circumstances alter the complex environment of crime and public safety in our community.

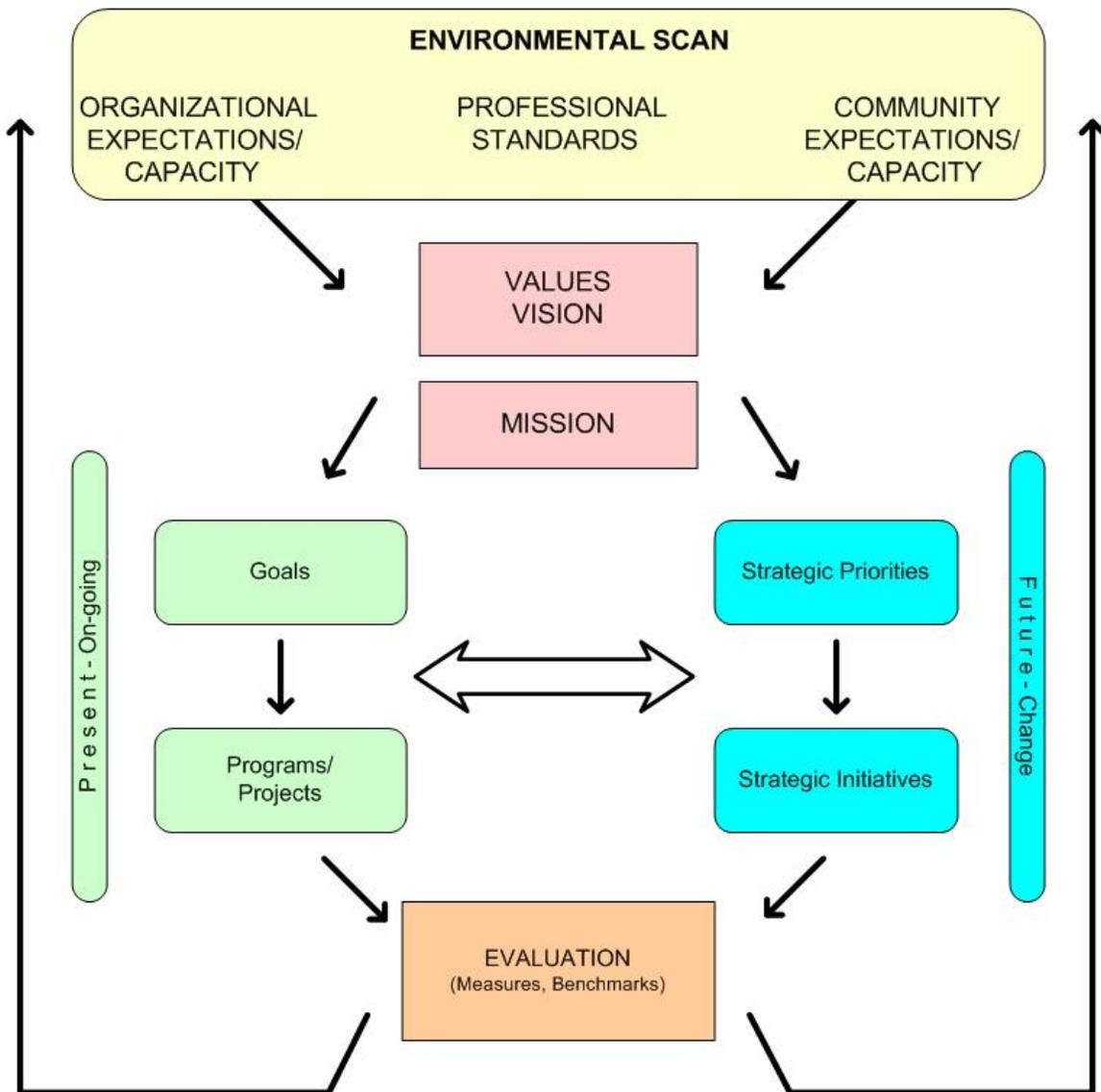
Robert M. Lehner
Chief of Police
Eugene Police Department

Organization of Strategic Plan

The Eugene Police Department (EPD) Strategic Plan incorporates most standard strategic planning elements such as values, mission, goals, etc., but a special effort was made to incorporate existing programs in recognition of the ongoing, important work of the organization which must be considered when prioritizing activities and resources. Change elements (strategic initiatives) are considered in priority areas. Resources required to develop and implement changes are balanced with ongoing activities and brought together in a formalized quarterly and annual evaluation and reporting process.

The following model was used in the planning process and for plan development.

EPD Strategic Planning Process



Environmental Scan

A traditional Strengths-Weaknesses-Obstacles-Threats (SWOT) analysis was not exclusively used as an environmental scan in favor of a more inclusive and interactive compilation of existing public and employee surveys, internal planning meetings and communications, as well as input from many community groups. This input includes comments received at many public forums including meetings of the Eugene Mayor and Council, the Police and Human Rights Commissions, and neighborhood and service organizations. It also incorporates input from a SWOT analysis and internal focus groups and planning meetings conducted in 2001-2002 for a strategic planning process that was not completed at the time. Also considered were the results of a major management study of the EPD by ICMA-PERF which included interviews with many community, city, and department stakeholders. This rich mix of input resulting from the expanded environmental scan has been synthesized into the following elements of the strategic plan and its priorities.

Values

EPD has a long-standing set of shared values that represent our people and our work. These values were reviewed and affirmed as guiding principles for our collective vision for the future and the goals, objectives, and priorities of our organization.

Vision

EPD's Vision Statement builds on the City of Eugene's Vision Statement, providing a sense of the desired future of public safety in the community and the manner in which it is provided. It builds on desired outcomes as reported in the City of Eugene budget.

Neighborhood-Based Community Policing Philosophy

The Neighborhood-Based Community Policing Philosophy is a professional statement of definition of community policing that will be used in Eugene. Elements of the definition will be used in community policing goals, several related strategic initiatives, and as evaluation criteria to gauge progress both in Eugene and as a benchmark measure for comparison with other police agencies professing a community policing philosophy.

Mission

The Eugene Police Department is one of several departments of the City of Eugene. It has a unique mission in support of the overall City's mission and goals. The mission statement is an expression of that unique role, its primary attributes, and the manner in which the organization performs its role toward achieving the stated vision.

Considerable consideration was given to revising the Mission Statement but the overall sentiment expressed by most stakeholders was that the existing mission statement remains relevant and inspiring, accurately describing EPD's unique role toward achieving the City of Eugene's vision.

Goals

For the purposes of this strategic plan, goals were defined as a few (five-ten) major areas of focus to which interdivisional, interdepartmental, and/or inter-organizational resources must be applied for a three-five year period to achieve success. Goals are stated and measurable, and when achieved, move an organization closer to its stated vision. The adopted goals broadly encompasses the work of the entire organization and its staff

Programs

EPD is an organization of many different services and activities all intended to either provide direct services to the public or necessary support without which direct services could not be provided. In order to improve the manner in which services are provided to the public and provide for better coordination, efficiency, and effectiveness of services across the EPD, the City of Eugene, and outside agencies, EPD engaged an involved process to identify and define its existing programs and their interrelationships with other programs and agencies.

For the purpose of the strategic plan, programs were defined as on-going, budgeted (resourced) sets of activities and outputs in support of stated program objectives. Program definitions are necessary to identify and prioritize the various services provided, balance workload output measures to resources applied, and evaluate program effectiveness and service quality. This process was challenging but has resulted in the necessary structure to determine priorities and resource requirements. It will also permit the assignment of program responsibilities to individuals and teams, providing increased accountability for results.

Strategic Initiatives

Programs represent ongoing, continuing services, while initiatives represent change. For the purposes of this planning process, a strategic initiative is a project intended to guide a major change area. Strategic initiatives incorporate both proposals for new programs as well as improvements to existing programs.

In addition to defining EPD's ongoing programs, staff and stakeholders were asked what major improvements (changes) were desired for the organization's future. These were considered in three strategic priority categories, as follows:

- organizational capacity: our ability to perform our mission in terms of resources and the capability of our resources;
- organizational effectiveness: desired service outcomes;
- organizational accountability: the balance of cost and benefit of our services (both in financial and social terms) and involvement of our stakeholders in evaluation of that balance.

Strategic initiatives take staff time, energy, and resources to develop and implement. For this reason, initiatives have been tentatively prioritized into short-term (1-2 year), mid-term (2-3 year), and long-term (3-5 year) priorities. A number of strategic initiatives proposed in the plan arise from the recommendations contained in the ICMA-PERF review of the selection-training-supervision systems of the department in late 2004 and reported in March 2005. Most of these are addressed in various objectives of short-term initiatives.

Each of the short-term initiatives was assigned a staff lead and a project team to fully develop, including objectives, determination of resource requirements, milestone timelines, and evaluation criteria. Mid-term and long-term initiatives will be similarly assigned and developed following adoption of the strategic plan based on priority and resource availability.

Evaluation

To ensure continuing progress in implementing the strategic plan, EPD will issue a quarterly progress report. One of the quarterly reports will combine the previous four quarters into an annual report. The timing of these reports will be such that future annual reports can be used to initiate the budget process for the coming fiscal year.

The Budget Committee passed and Mayor and Council adopted funding for a professional management consultant to oversee early implementation and evaluation of those initiatives associated with the ICMA-PERF report. To ensure consistency and coordination, a proposal will be made to expand this role to include evaluation of the overall plan implementation, including those components.

EPD Organizational Values

INTEGRITY	<i>We act consistently with our values and our Code of Ethics.</i>
HONESTY	<i>We are truthful in character and behavior.</i>
ACCOUNTABILITY	<i>We are answerable to the public and each other for our actions and take responsibility for them.</i>
TRUSTWORTHINESS	<i>We honor our word and keep our commitments.</i>
FAIRNESS	<i>Our actions and decisions are based on reason and law, equally applied to all.</i>
SERVICE	<i>We provide meaningful work for the betterment of our community.</i>
TEAMWORK	<i>We recognize we can accomplish more and achieve better results by working in groups to take advantage of our diverse skills, abilities, and perspectives.</i>
PROFESSIONALISM	<i>We understand the importance of individual excellence in our many roles and adhere to the standards and expectations of our profession.</i>
RESPECT	<i>We treat all persons with dignity and honor their rights under law.</i>
INNOVATION	<i>We are open to new ideas to improve the quality and productivity of our work.</i>

City of Eugene Vision

The Eugene City Council adopted a revised Vision and Goals Statement in June 2005, as follows:

The Eugene City Council's vision is to:

- value all people, encouraging respect and appreciation for diversity, equity, justice, and social well-being. We will embrace our differences as the source of our strength, and the basis for our success;
- preserve our physical assets and natural resources. We will sustain our pristine water, clean air, beautiful parks and open spaces, livable and safe neighborhoods, and foster a vibrant downtown, including a stable infrastructure;
- encourage a strong and vibrant economy, fully utilizing our educational and cultural assets. We will ensure that every person can achieve financial security, enjoy the fruits of their labor, and operate within a sustainable economic structure where business thrives.

SAFE COMMUNITY

A community where people feel safe, valued, and welcomed

SUSTAINABLE DEVELOPMENT

A community that meets its present environmental, economic and social needs without compromising the ability of future generations to meet their own needs

ACCESSIBLE AND THRIVING CULTURE AND RECREATION

A community that recognizes that the arts and outdoors are integral to the social and economic well-being of the community and should be available to all

EFFECTIVE AND ACCOUNTABLE MUNICIPAL GOVERNMENT

A government that works openly, collaboratively, and fairly with the community to achieve measurable and positive outcomes

FAIR, STABLE, AND ADEQUATE FINANCIAL RESOURCES

A government whose ongoing financial resources are based on a fair and equitable system of revenues and are adequate to maintain and deliver municipal services.

Eugene Police Department Vision

As a department of the City of Eugene municipal government, the Eugene Police Department (EPD) plays an integral role in achieving the city organization's vision. In addition, as the agency primarily responsible for the delivery of police services to the community, the EPD adds the following more specific vision statements to guide our future.

- We are responsive to calls for assistance.
- We are responsive to reports of crime, providing timely and effective criminal investigations bringing perpetrators to justice and thereby helping prevent future crime and victimization.
- We engage and involve the community and its neighborhoods in a partnership to prevent crime, disorder, and fear.
- We are accountable to an informed public, sharing information about our activities and involving them in the public safety decisions of our community.
- We fairly perform our law enforcement role in a respectful way, while honoring the constitutional rights of all persons.
- We are a high-performing, culturally competent organization with a reputation as a preferred employer, reflective of the diversity in the community we serve.
- We have a rich working environment, investing in developmental opportunities that encourage and enable each of our staff to reach their individual full potential.
- We are innovative and utilize our resources and technology in an effective and efficient way.

Mission

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

This mission was evaluated in light of the recently refined vision and goals of the City of Eugene as adopted by the Mayor and Council in June 2005. Also considered were the proposed revisions to the EPD vision statement which are based on the input of many community members and department personnel. The existing Mission Statement was determined to be relevant and inspiring for the present and immediate future and, for this reason, was not changed.

Community Policing Philosophy

The general definition of community policing is provided by the United States Department of Justice (USDOJ), Office of Community Oriented Policing Services (COPS):

Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The community policing model balances reactive responses to calls for service with proactive problem-solving centered on the causes of crime and disorder. Community policing requires police and citizens to join together as partners in the course of both identifying and effectively addressing these issues.

Most police agencies adapt this definition to an organizational community policing philosophy. Based on the input of many community residents, policy makers, and Eugene Police staff, EPD is adopting a neighborhood-based community policing philosophy. The following definition supplements the USDOJ-COPS Office definition above:

The neighborhood-based community policing model recognizes that geographic responsibility and accountability are cornerstone elements of community policing, both to the police organization and to the public. Eugene's neighborhood associations are recognized as primary partners under the neighborhood-based model. While a base level of service applicable to the entire city is defined, neighborhoods are empowered to help define and prioritize neighborhood problems and issues to which proactive, problem-oriented policing strategies and services will be applied.

Goals

For the purposes of this strategic plan, goals were defined as a few (5-10) major areas of focus to which interdivisional, interdepartmental, and/or inter-organizational resources must be applied for a three-five year period for success. Goals are stated in three major goal areas and, when achieved, move the organization closer to its stated vision.

Crime and Public Safety:

- Define and achieve response time standards.
- Define investigative assignment criteria and achieve target clearance rates.
- Reduce property crime so that Eugene is in the “average” one-third of cities of comparable size.
- Maintain community measures of perception of personal safety.

Community Policing:

- Demonstrate substantial progress in implementing neighborhood-based community policing.

Service Quality and Trust:

- Improve community measures of police service quality.
- Define and improve community measures of trust in the EPD.
- Define and improve measures of police employee job satisfaction.

Programs

The Eugene Police Department (EPD) is an organization of many different programs, activities, and processes all intended to either provide direct services to the public or necessary support without which direct services could not be provided. In order to improve the manner in which services are provided to the public and provide for better coordination, efficiency, and effectiveness of services across the EPD, the City of Eugene, and outside agencies, EPD initiated an involved process to identify and define its existing programs and their interrelationships with other programs and agencies.

For the purpose of the strategic plan, a program was defined as an on-going, budgeted (resourced) set of activities and outputs in support of stated program objectives. Program definitions are necessary to identify and prioritize the various services provided, balance workload output measures to resources applied, and evaluate program effectiveness and service quality. This process was challenging but has resulted in the necessary structure to determine priorities and resource requirements. It also permits the assignment of program responsibilities to individuals and teams, providing increased accountability for results.

Programs were prioritized into three basic categories:

1. **No Discretion.**

Activities for which the department has virtually no discretion and those activities necessary to minimally support these activities. Category One programs must all exist for the department to provide even the most basic, responsive police services. Even minimally, these programs must exist in a known environment of almost 150,000 residents and their associated highest-level emergency call load, presently over 3,000 such calls per year.

For example, emergency call handling associated with in-progress felonies and violent misdemeanors is a Category One program. The necessary support to be able to respond to these calls includes a basic administrative staff including finance and budget (a payroll person, for example) as well as communications (to answer the phones), human resources (to coordinate the hiring), training, and facilities and equipment.

There is little, if any, proactive activity involved in the delivery of Category One services and a Category One service would never be declined in favor of a proactive capacity.

2. **Little Discretion.**

Activities for which the department has some, but not much, discretion. For example, EPD is not mandated to provide follow-up investigations of any crime; however, the investigation of serious crime is a basic professional standard for an agency of this type and size and a basic public expectation. Other Category Two activities include support

activities that make responses to Category One services more efficient and/or safer, representing a positive cost-benefit relationship. The SWAT/Crisis Negotiation Team is an example of a program that can more safely handle certain types of high-risk calls at less cost and risk than a non-specialized response.

There is some proactivity involved in Category Two programs associated with investigations, policy development, planning, and basic crime analysis. There is very little ability to forego one of these activities for additional, proactive activities.

3. Discretionary, increasingly proactive.

Category Three programs are discretionary services. This does not mean they are not important. A Category Three service is one that the City can reasonably choose to deliver (or not) and one that could be traded off for the capacity to perform a more proactive service. For example, the City chooses to not provide a basic traffic accident investigation service (a Level 4 call type) but does choose to more highly prioritize specialized, proactive traffic enforcement efforts (TEU).

As these programs are considered and prioritized, it should be noted that (with the exception of Category One that must exist as a whole) the level of discretion and proactivity generally increases as the numbers increase. Program interrelationships are important considerations for placement on the priority list. No program can exist any higher in priority than another, prerequisite program or function. For example, the department cannot assign property crime investigations at a higher priority than the initial patrol call response for these cases. Likewise, the addition (or expansion) of a program of lower priority may affect resource requirements of a program higher on the list. The addition of a Traffic Enforcement Unit, for example, may require additional resources in Records (a program within EPD) or Municipal Court (a set of programs outside of EPD but within the City of Eugene organization).

As presently organized, four program areas required further subdivision for prioritization of objectives within each program: (1) call response, (2) investigations, (3) training, and (4) events and projects. To recognize that the department has no discretion with respect to the highest priority items in each category and considerable discretion at the opposite extreme (and routinely exercises this discretion), each of these activities were divided into subordinate programs as follows:

Call Response

Level 1:	In-progress felonies and violent misdemeanors
Level 2:	Cold felonies and life-safety hazards
Level 3:	Other crimes and safety hazards
Level 4:	Other calls

Investigations

Level 1:	Violent felonies
Level 2:	Other prosecutable felonies
Level 3:	Violent misdemeanors
Level 4:	Other felonies
Level 5:	Property misdemeanors
Level 6:	Other misdemeanors and violations

Training

- Basic Training and State required update training
- Supplemental Proficiency Training
- Staff Development

Events and Projects

- Mandatory Event Coverage (dignitary visits, parades, etc.)
- Problem-related projects (DUI, Party Patrol, parks, etc.)
- Community outreach events (citizen academies, festivals, etc.)

With these adjustments to the existing organization, following is the program list of the Eugene Police Department. Full descriptions of each program, including objectives of each, may be found in Appendix A. A program listed in *italics* is one for which an associated budget exists (or presently exists within another program) and has an associated individual commander or supervisor responsible but does not have full time staff associated with it. Although these are formal programs, they are referred to as *ad hoc* within the EPD to acknowledge the assignment of personnel as an auxiliary function to their permanent program assignment.

Each program was assigned a team to develop program descriptions and objectives as they presently exist. Department staff evaluated the budget to determine historical and actual allocation of resources to each of these programs. In addition, each program team will be assigned to develop a matrix of program interrelationships both internal to the EPD, interdepartmental to the City of Eugene, and external partner agencies.

- 0.01 City Administration
- 0.99 Police Commission

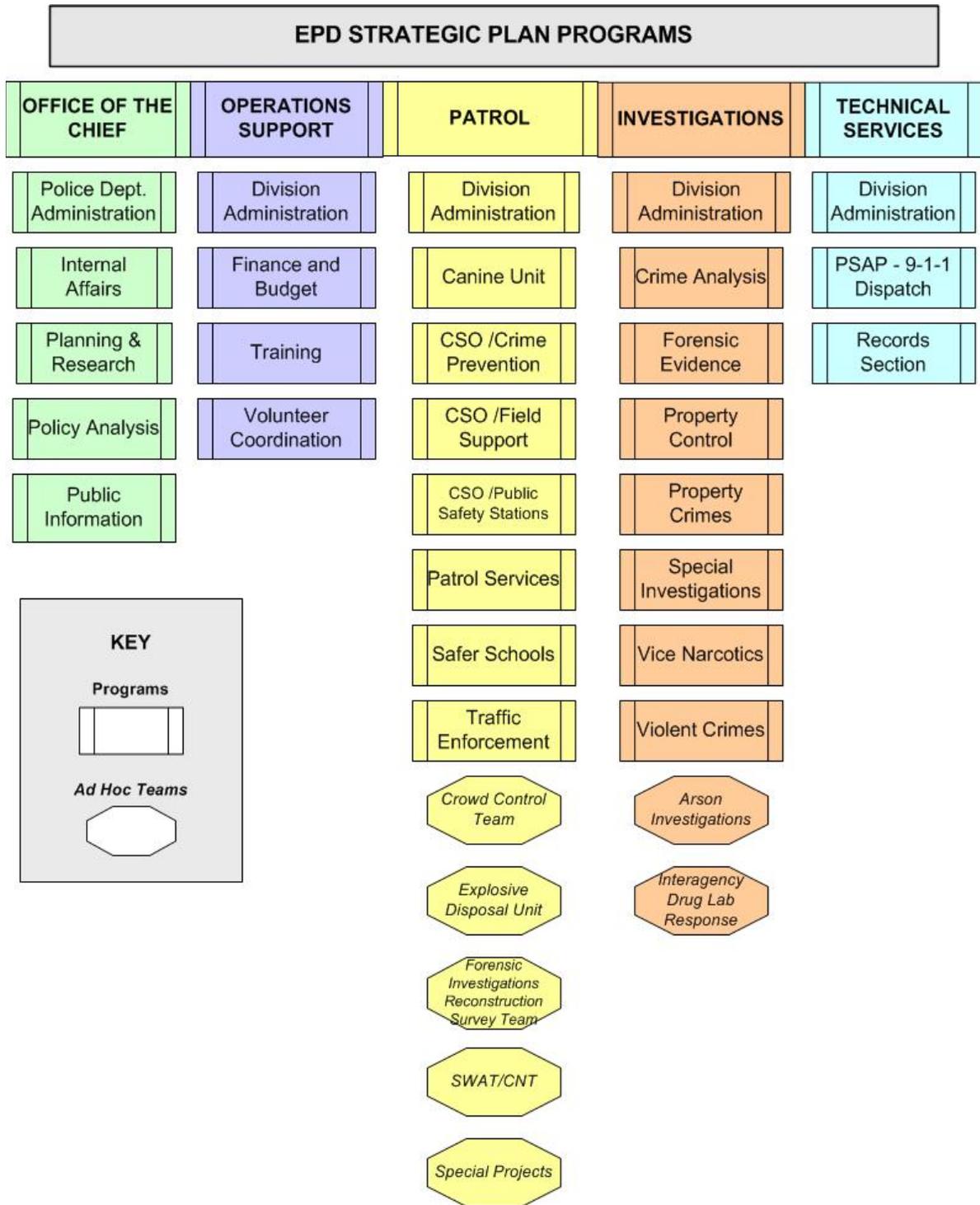
Eugene Police Department, List of Prioritized Programs

- 1.01 Police Administration
- 1.02 Operations Support (Administrative Services) Division Administration
- 1.03 Finance & Budget
- 1.04 Facilities & Equipment
- 1.05 *Human Resources (Recruiting, Hiring, Backgrounds)*
- 1.06 Training (Basic and State required updates)
- 1.07 Technical Services Division Administration
- 1.08 PSAP-911
- 1.09 Dispatch
- 1.10 Records Section
- 1.11 Property Control
- 1.12 Patrol Division Administration
- 1.13 Call Response Level 1 (in-progress felonies and violent misdemeanors)
- 1.14 *Mandatory Event Coverage (dignitary visits, parades, etc.)*

- 2.01 Investigations Division Administration
- 2.02 Investigations Level 1 (violent felonies)
- 2.03 Call Response Level 2 (cold felonies and life-safety hazards)
- 2.04 Policy Analysis
- 2.05 *SWAT/Crisis Negotiation Team*
- 2.06 Forensic Evidence Unit
- 2.07 Investigations Level 2 (other prosecutable felonies)
- 2.08 Investigations Level 3 (violent misdemeanors)
- 2.09 Canine Unit
- 2.10 *Explosive Disposal Unit (EDU)*
- 2.11 Internal Affairs
- 2.12 *Interagency Drug Lab Response Team*
- 2.13 *Arson Investigations*
- 2.14 *Major Collision Investigations*
- 2.15 Planning & Research
- 2.16 *Training (supplemental and proficiency)*
- 2.17 Crime Analysis
- 2.18 Public Information
- 2.19 *Crowd Control Team (CCT)*

- 3.01 Call Response Level 3 (other crimes and safety hazards)
- 3.02 Traffic Enforcement Unit (TEU)
- 3.03 Investigations Level 4 (other felonies)
- 3.04 Vice-Narcotics Investigations
- 3.05 *Problem-related projects (DUI, Party Patrol, parks, etc.)*
- 3.06 Special Investigations
- 3.07 Investigations Level 5 (property misdemeanors)
- 3.08 *Training (staff development)*
- 3.09 Call Response Level 4 (other calls)
- 3.10 Safer Schools
- 3.11 Community Service Officers – Field Support
- 3.12 Investigations Level 6 (other misdemeanors and violations)
- 3.13 Community Service Officers – Public Safety Stations
- 3.14 Volunteer Coordination
- 3.15 Community Service Officers – Crime Prevention
- 3.16 *Community Outreach Events (citizen academies, festivals, etc.)*

Organization – Program View



(Programs are presented in alpha order, not in priority.)

Strategic Initiatives

Programs represent ongoing, continuing services, while initiatives represent change. For the purposes of this planning process, a strategic initiative was defined as a specific project intended to change a process or system, making it more effective, more responsive, or less expensive than the existing process or system, or to add a program or process to provide new and desired services.

In addition to defining EPD's on-going programs, staff and stakeholders were asked what major improvements (changes) were desired for the organization's future. These initiative proposals were considered in three strategic priority categories, as follows:

- organizational capacity (our ability to perform our mission in terms of resources and the capability of our resources);
- organizational effectiveness (desired service outcomes);
- organizational accountability (the balance of cost and benefit of our services (both in financial and social terms) and involvement of our stakeholders in evaluation of that balance.

Strategic initiatives take staff time, energy, and resources to develop and implement. For this reason, initiatives have been prioritized into short- (1-2 year), mid- (2-3 year), and long-term (3-5 year) priorities. All proposed initiatives are important. Those prioritized as short-term are those for which development resources are available in the FY06 budget (or will be requested in the FY07 budget) and those that are prerequisites for mid- and long-term priorities.

Each of the proposed short-term initiatives was assigned a staff lead and a project team to fully develop, including objectives, determination of resource requirements, milestone timelines, and evaluation criteria. Mid- and long-term initiatives will be similarly assigned and developed following adoption of the strategic plan based on priority and resource availability.

The following strategic initiatives are presented as short summary descriptions. Full descriptions for short-term initiatives may be found in Appendix B.

Short-term (1-2 Year) Strategic Initiatives

- **Develop an organizational staffing plan**

Staffing needs should be determined employing a dynamic model to permit on-going annual assessment based on changing circumstances of both workload and service expectations. A previous set of consultant studies (David Hobson, 1994, 2000) was used to determine line patrol call response and communications staffing requirements. The previous analysis did not include service level considerations nor did it consider other staffing requirements, including investigative and support. The ICMA-PERF report of March 2005 concurred with this need and made an associated recommendation.

In addition to (or in the course of) the new analysis, integrated scheduling and planning software should be obtained so that consistent and sustainable analysis and information is available to support efficient staffing decisions for the long term (5-10 years).

Based on needs identified in the analysis and report, a long-term, phased staffing plan will be developed for the Eugene Police Department. The project team will include staff from City Central Services.

- **Develop a police facilities plan**

Present facilities are inadequate to support operations and provide no capacity for growth. Consideration of a replacement headquarters facility remains underway and is a high city priority but is planned and sized assuming one particular deployment model, one that is the least consistent with the community policing philosophy. The plan should address the issue of whether multiple facilities (i.e. precinct or sub-stations) are preferable to a single (headquarters) facility for patrol deployment and whether area public safety stations should be incorporated into overall future facilities planning. This project will inform and join with the broader city facilities planning effort allowing the city to plan and prioritize police facility needs with the many other capital needs of the community. The project team for this initiative will include personnel from City Central Services (Facilities and Finance).

- **Develop a new basic training program**

The Eugene Regional Academy currently has a 21 week basic police training curriculum, completion of which results in Oregon police officer certification by the Oregon Department of Public Safety Standards and Training (DPSST). A recent state mandate will require all basic police training in the state to be accomplished at a new DPSST training facility presently under construction in Salem. Once this change occurs (scheduled for January 2007), Eugene must send all new police officer recruits to DPSST for training and supplement that training with agency-specific basic training after the basic academy.

One advantage to the new system will be that the city will be able to hire and train as few as one officer at a time; however, EPD's advanced (supplemental) basic training must be structured for these small numbers to make training reasonably cost effective. The new advanced recruit course will need to integrate classroom and an enhanced field training program designed to accommodate smaller, but more frequent, groups of trainees.

- **Develop a new hiring and screening process**

The ICMA-PERF study of 2005 identified a number of potential deficiencies in the hiring, testing, and screening process associated with police officer hiring. This initiative brings together a project team consisting of EPD and City Central Services (Human Resources) personnel to develop a new hiring and initial screening process intended to eliminate perceptions of deficiency or bias. The present testing contractor may be included in this effort.

A more comprehensive background investigation process, including development and adoption of revised and consistent standards as well as an increased number of investigators and enhanced training will be included in this initiative.

- **Develop organizational evaluation system (performance measures, benchmarks, etc.) to support strategic plan implementation and budget process**

The long-term, continuing evaluation of EPD programs and associated objectives and performance measures in the form of quarterly and annual reporting is the primary objective outcome of this initiative. The project team for this initiative will include personnel from EPD and City Budget and Finance. The Budget Committee recommended and the City Council adopted a motion to fund a consultant consistent with ICMA-PERF recommendations to assist with the evaluation of its recommendations, most of which are contained in the strategic plan.

- **Develop new complaint-handling process**

EPD's complaint intake, handling, and adjudication-review process has come under considerable criticism and is in need of modernization. Some changes have already been made but should be considered "interim" due to a major review on this subject by the Eugene Police Commission. A comprehensive plan which includes all of the recent process reviews must be developed and implemented and take into account the results of the City Charter change measure, election results for which should be available on November 9, 2005. Improvements have major resource implications and will require phasing over multiple fiscal years.

- **Begin Oregon Accreditation Association (OAA) process and develop necessary policy analysis program**

Like most police agencies, EPD has thousands of policies and procedures. EPD's policies require a top-to-bottom review and development of a system to support continued maintenance and development. The Oregon Accreditation

Alliance (OAA) provides an accreditation process which is a subset certification of the Commission on the Accreditation of Law Enforcement Agencies (CALEA), the recognized national law enforcement accreditation organization. As part of this initiative, the department will apply for and undergo an OAA accreditation process, in its course resulting in the review and update of all EPD policies and procedures. This will require sufficient staff for the process, most of which would be required to review and maintain our policies and procedures regardless of the accreditation effort. If reasonably successful, a future decision whether or not to seek full CALEA accreditation can be made.

Mid-term (2-3 Year) Strategic Initiatives

- **Complete development of and begin implementation of a neighborhood-based community policing strategy**

Community policing in Eugene has struggled due to lack of a coordinated vision and insufficient resources for the level of service desired. At the core of community policing are two elements: (1) establishment of relationships between police officers and the neighborhoods in which they work, and (2) sufficient patrol officer time to engage in jointly prioritized problem-related proactive activities to improve neighborhood quality of life. Development of a neighborhood-based strategy has multiple components beginning with identifying geographical patrol districts and beats that will meet both short-term and long-term needs. A single command officer will be assigned responsibility for each district. Development of the plan itself is not resource intensive though it must include involvement of neighborhoods themselves and implementation must be tied to the staffing plan (see associated initiative) which has significant resource implications. This initiative has significant ties to one of the city's priority issues which will be considered in its development and assignment of project team members.

- **Develop a new promotional process**

The existing promotional process is perceived by some employees as being unpredictable and unfair, discouraging viable applicants and failing to assure the organization that the most highly qualified persons are consistently successful in promotional efforts. It is also perceived that the promotional process discourages change because candidates most like current supervisors and managers are most likely to succeed, which can lead to a perception of bias.

In the short term, EPD will be conducting an assessment center-based promotional process managed by a consultant with professional assessors unknown to the candidates. This process will include a review of the skills and abilities desired of EPD supervisors, an impartial assessment of candidates' demonstrated skills relative to each other, identification of candidates' relative strengths and weaknesses permitting for individual and organizational management improvement over time.

The experience of previous promotional processes and this current effort will be assigned to an interdepartmental team including Central Services (HR) for

evaluation and consideration in the development of a new promotional process for the future.

- **Develop a new personnel evaluation process**

A new evaluation process is needed to transform the annual process into a more productive and effective experience. Many employees do not have a current evaluation on file and with out of date or inadequate evaluations; the opportunity to set individual goals with employees is missed. A lack of consistency between team expectations for day-to-day performance and the check lists on the forms for which an employee is evaluated create confusion. Research to evaluate successful programs in use by other law enforcement agencies may help guide changes to the current system or the development of a new system for personnel evaluation. The Police Commission identified an Early Warning System (EWS) as a possible future evaluation component based on its review of similar systems in other cities. An EWS will be evaluated and considered in the course of this initiative. This initiative will be coordinated with Central Services (HR).

Until a new evaluation process can be developed, EPD will continue to monitor and adjust its personnel evaluation process to attempt interim improvements.

- **Develop new multi-track in-service training program**

In-service training presently refers to any training generally applied to personnel regardless of assignment. It often results in mandatory training appearances with little relevance to an employee's position. ICMA-PERF recommended a two-track system of mandatory and job-specific training. This initiative further expands this concept to recognize (1) mandatory certification training required for all employees of a particular classification, sworn police officers for example; (2) assignment-specific basic training required to perform in a specialized position; (3) proficiency skills update training that may vary from assignment to assignment; and (4) general, elective staff development. A project team will be assigned to develop such a comprehensive, multi-track in-service training program for the EPD and its personnel.

- **Develop and implement a comprehensive recruiting strategy**

The police department currently uses a police officer recruiting process with a single, annual recruit hiring and training plan. The focus of hiring has been for entry level police officers. The police department, with the assistance of HRRS, will develop and implement an ongoing recruitment and training strategy that permits multiple hiring processes for smaller numbers of officers, multiple times per year and in consideration of the city's affirmative action plans and policies.

One of EPD's strengths is the use of "ad hoc" teams to deliver needed services where a full-time team is unwarranted. The initiative will result in the development of a formal, *ad hoc* (intermittent) recruiting team as part of a budgeted recruiting program. Recruiting strategies would follow basic professional standards for best recruiting practices and the planning team will include personnel from Central Services (HR).

- **Develop a property crime reduction strategy**

Eugene is a city relatively low in violent crime but one relatively high in property crime, particularly theft. Because a city's overall crime rate is heavily weighted toward property crime statistics, a high property crime rate gives Eugene the appearance of being an unsafe place to live. Apart from appearances, the effects of a high rate of property crime are evident and most residents and many visitors experience associated feelings of vulnerability and increased costs to protect, insure, and replace property. While the department must play its own important role, a comprehensive interagency community strategy, led by the EPD is required to address this issue. Important external partners in this effort include other area law enforcement agencies, the Lane County District Attorney, and Parole - Probation. The strategy should include victimization prevention, interdiction, targeting, fencing, etc., and theft issues arising from methamphetamine use and addiction.

- **Develop an equipment plan**

There is no comprehensive equipment requirement, procurement, and replacement plan in place. Effective budget planning is hindered due to lack of a comprehensive plan. Changes associated with other short term initiatives are very likely to impact the formulas used to allocate equipment. For example, a change in scheduling associated with patrol staffing is likely to affect the ratio of patrol cars to personnel. Although personal equipment (uniforms, etc.) is generally adequate, there should be a specific functional equipment list and replacement allocated for each position. Similarly, the issue of replacement of personal technology equipment must be addressed. Many of the elements of an equipment plan already exist in disparate forms and simply require collection, planning, and costing. The department is part of a broader city effort to consider all equipment planning and replacement and the resulting plan will inform and become part of a more comprehensive city plan. The project team will include employees from City Central Services.

- **Enhance present DUI enforcement projects to DUI enforcement program**

Driving Under the Influence (DUI) enforcement in Eugene is effective. For all of Lane County, DUI citations are successfully prosecuted 96 percent of the time and five-year recidivism rates are low, under 13 percent. Nearly 75% of the DUI citations for Lane Co. are written in Eugene. For the last three years, ODOT grants for overtime patrols have provided about \$15-18,000 and yielded about 80 DUI citations per year (or 8% of all EPD DUIs). This strategy should aim to further reduce alcohol-involved traffic fatalities with a combination of crime analysis and dedicated *ad hoc* DUI patrols. There may also be a need to assess training needs among TEU and Patrol officers and provide supplemental training to increase the effectiveness of all officers on this issue.

- **Enhance present youth-alcohol enforcement projects to youth alcohol disorder strategy and response protocols**

Not uncommon to university towns, Eugene has had significant issues associated with alcohol-fueled disturbances, particularly in neighborhoods

housing a large population of young adults. The EPD has had an effective party patrol enforcement strategy for several years that has reduced the size and severity of these disturbances but a more comprehensive effort that includes neighborhoods in the area, the University of Oregon, and youth themselves in development of prevention as well as enforcement strategies should further reduce the impact of this contemporary problem.

- **Enhance crime analysis program**

EPD currently has a modest capacity to conduct crime analysis. The existing position has numerous reporting and data collection responsibilities in addition to crime analysis. There is no formal procedure for identifying what problems should be subject to crime analysis or of assigning staff to follow up on the results of any analysis. Crime analysis – a strategy that is widely thought to be effective at reducing crime – is under-utilized in EPD. This initiative will result in better organization of existing capabilities as well as a substantial increase in capacity and use.

Long-term (3-5 Year) Strategic Initiatives

- **Develop a continuing cultural competence training and development program**

The development of a comprehensive cultural competency program can transform existing employee annual diversity trainings and increase the understanding and awareness of police employees of various cultural, racial, ethnic, religious beliefs, and customs particularly those that have relevance for the services provided by the EPD. Cultural competency has a much broader focus that is inclusive and focused upon education to learn new patterns of behavior and strategies to effectively apply them in appropriate settings. There are several successful police training models nationally that can be used to develop a comprehensive program for the EPD consistent with broader city cultural competence programs presently in the planning stages. In addition, EPD will consider second-language training as part of its ongoing training program, including emergency communication and more in-depth conversational language education.

- **Develop a new certified reserve officer program**

Many cities have reserve officer programs to enhance full-time, particularly sworn police staff. Especially for an organization such as EPD with a high back-fill rate, difficulty in obtaining vacation time off, difficulty in filling supplemental and special duty assignments requiring involuntary “drafts,” and a high seasonal variability in call load, a certified reserve officer program could be of great benefit. The very limited reserve policy presently in place could be substantially improved and expanded. DPSST and the Eugene Police Employees Association (EPEA) are important partners in the development of such a program in Eugene.

- **Enhance/expand Safer Schools program**

Increased behavioral problems in middle schools in recent years have increased the need for School Resource Officers (SROs) to leave their assigned high school to respond to crimes such as drug use, theft, assault, and arson. In addition to the increase in workload, SROs are detached for special assignments, requiring patrol officers to backfill the positions or the school position is left vacant for other SROs to cover as they can. This creates a work overload for officers and depletes EPD's resources in the high schools.

The Safer Schools program can be significantly enhanced, both in terms of types of activities and numbers of officers, permitting coverage for additional schools and necessary absences. An expanded/enhanced SRO program is potentially a valuable tool to reduce juvenile delinquency and improve crime prevention practices including illegal drug demand reduction.

- **Develop a comprehensive domestic violence strategy**

Domestic violence is an important issue in all communities and in Eugene is responsible for the majority of violent crime, including serious assaults and homicides. EPD plays a major role in the community and has recently increased its involvement in community-based, interagency activities and programs. The domestic violence strategy should include participation with other agencies to identify the scope of the problem, development of interagency protocols to address issues, participation in community education and prevention efforts, and ensure that our own operating policies, procedures, and training continuously reflect best practices on the subject.

- **Develop a parks policing program**

The City of Eugene prides itself on its many and varied outdoor activities and its parks and natural spaces are an important part of the city's culture and environment. Because these are public spaces, they occasionally draw criminal and nuisance activity that detract from the positive experience and environment invested in by the community at large. Presently, parks-related policing is done either on a call-for-service basis or in the course of a problem-related special project. Many cities with less emphasis on their parks have dedicated parks policing programs to address crime and nuisance issues in their parks. Residents and visitors of Eugene could benefit from the development of such a program and this initiative is intended for such a purpose. A number of national models could be evaluated and considered for application or modification in the Eugene environment.

- **Develop a comprehensive community outreach strategy**

The ICMA-PERF report identified a need for an organizational marketing effort. The staff response to this recommendation was to recognize the need for broader community education regarding the policies and activities of the EPD but also the need for a more interactive relationship with the community in the form of a community liaison. An organizational community outreach strategy that may include liaison functions, community education and specialized communication

strategies should be developed as part of EPD's future. The City Human Rights Commission and Office is an important partner in the development of this strategy.

- **Develop a comprehensive crime prevention program**

Currently, the department has one budgeted full-time crime prevention specialist who is a Community Service Officer (CSO). Other department crime prevention efforts from patrol and the Safer Schools Program provide additional services. As the department moves forward with neighborhood-based community policing initiatives, these various activities should be consolidated into a comprehensive crime prevention program including support for Neighborhood Watch, coordination of Volunteers in Prevention (VIP) activities, development of new Business Watch, Crime Free Multi-Housing, and other commonly accepted crime prevention programs that have not been comprehensively utilized in Eugene.

- **Develop staff career development program**

In conjunction with the development of a multi-track in-service training program and employee evaluation process, EPD employees would benefit from a personal career development initiative. Such a program would consider advanced professional skill development, enhanced career and promotional opportunities, mentoring, specialized certificate, degree, and other optional developmental opportunities to increase individual employee capability and capacity as well as job and career satisfaction.

Evaluation

Development of the strategic plan is the major coordinating effort and one of three overarching strategies to implement recommendations from the ICMA-PERF review. The plan coordinates these activities with the ongoing program services of the EPD and other needed change for the future.

This process will ensure resolution of competing recommendations, consolidation of similar recommendations, and prioritization of resources required (both financial and human) to successfully implement change. Unlike previous strategic plans, this plan will also include a regular organizational evaluation component. Such a component is necessary to prevent inaction similar to both previous strategic plans and prior management reviews.

ICMA-PERF recommended the use of a management consultant in monitoring and evaluating implementation of “the transformation process,” essentially the implementation of the strategic plan and its components. ICMA-PERF recognized this effort will take time and commitment. The FY06 Budget Committee recommended and the City Council subsequently funded such an effort. The consultant will be contracted early in 2006.

To ensure continuing progress in implementing the strategic plan, EPD will issue a quarterly progress report. One of the quarterly reports will combine the previous four quarters into an annual report. The timing of these reports will be such that future annual reports can be used to initiate the budget process for the coming fiscal year.