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## CITY OF EUGENE

### POLICE COMMISSION

### FY 2014 ANNUAL REPORT

#### Police Commission Members

Bob Walker, Chair  
Tamara Miller, Vice Chair  
Mike Clark, City Councilor  
Jim Garner  
Edward Goehring  
Jesse Lohrke

James Manning  
George Rode  
Claire Syrett, City Councilor  
Joe Tyndall  
Juan Carlos Valle  
Bill Whalen

*[www.eugene-or.gov/policecommission](http://www.eugene-or.gov/policecommission)*

For more information on the Police Commission, please contact:

Carter Hawley, Police Analyst  
Phone: (541) 682-5852  
[carter.r.hawley@ci.eugene.or.us](mailto:carter.r.hawley@ci.eugene.or.us)

## **Background**

The Eugene Police Commission is a twelve-member volunteer body that acts in an advisory capacity to the City Council, the Chief of Police and the City Manager on police policy and resource issues. The Commission's enabling ordinance, adopted in December of 1998, requires that it develop a work plan for City Council review and approval. Last year, the Commission moved to a biannual work plan. This is the first report to council, in the middle of a two year work plan. Major accomplishments over the past five years include the following highlights:

- Recommendations on several significant policies including Mental Health Crisis Response and Communication with People with Disabilities (FY 2009)
- Development of a Public Outreach Committee to strengthen the relationship between the public and the Police Department (FY 2009)
- Developed recommendations on all force-related policies including the Taser policy (FY 2011)
- Reviewed and made recommendations on the downtown exclusion zone ordinance (FY 2011)
- Worked with community around closure of Monroe Street Public Safety Station (FY 2012)
- Conducted community survey to determine public perception of Eugene Police Department (FY 2012)
- Reviewed and made recommendations on police policies related to search and seizure, use of canine, vehicle pursuits and holding facilities (FY 2012)
- Developed Outreach Toolkit to document efforts taken with closure of Monroe Street Station, and to provide template to facilitate community outreach on subsequent projects (FY 2012)
- Conducted an anonymous survey of EPD employees to ascertain department's understanding of Police Commission and its work (FY 2013)
- Held State of Public Safety Forum for the community (FY 2013)

The FY 2014-FY 2015 work plan identified several shifts in focus and practice for the Police Commission. One of these shifts was to focus more on the issues related to the Police Department that are of the greatest community concern. At its retreat in May 2013, a list of issues was raised that are of great community concern. To allow for the most meaningful issues to be addressed by the Commission, the Commission has periodically reviewed its upcoming work and selected items from its list of community issues to address. This has allowed the Commission to have more in-depth conversations about topics of interest to and with the community.

The other change made by the Commission was to eliminate two standing committees. This was done to address staffing capacity issues, and to allow substantive policy discussions that had previously occurred in a committee of five to occur with the full commission and more community members in attendance.

## **Commission Goals**

As spelled out in the adopted bylaws, the Police Commission has five goals which guide the Commission's annual work activities. The FY 2014-2015 Work Plan was designed to address these goals.

- Goal 1 – Ensure that the policies and procedures of the Eugene Police Department protect the civil rights and liberties of everyone in Eugene.
- Goal 2 – Promote policing that respects and reflects Eugene's rich culture and diversity
- Goal 3 – Increase communications, understanding and trust between police and the people in Eugene
- Goal 4 – Encourage problem solving and partnerships between people, neighborhoods and other agencies and police

Goal 5 – Provide fair opportunities for the public and criminal justice professionals to comment and participate in the commission’s work recognizing the interconnectedness of the criminal justice system

### **Work Completed in FY 2014**

The Police Commission completed review of the policies related to Civil Disturbance, Videotaping Events, Bias-Free Policing. The Commission began a review of policies related to emerging technologies, such as body cameras, closed circuit video recording, and recognition software. This review will continue into FY 2015. The Bias-Free Police Policy has been anticipated by the community and Commission for a long time, and the Commission’s discussion and community input were robust and lengthy, covering a seven month period.

In addition to these EPD policy discussions, the Commission conducted the following work in FY 2014.

Designed, conducted and reviewed an anonymous employee survey of EPD employees. The intent of this project was to determine the employees’ understanding and support of the work of the Police Commission.

Received update and held discussion on EPD Budget The EPD Finance Manager provided an overview of the Department’s budget. The Commission requested that more detailed information be brought back and discussed prior to the conclusion of budget discussions.

Held a joint meeting with the Civilian Review Board At this meeting, the CRB provided an overview of how a case is reviewed, what is considered, and the result of their recommendations. This meeting provided the Police Commission a useful understanding of the work undertaken by the CRB and the places where the work of the two bodies is complementary.

Reviewed and received updates on EPD’s advisory committee on Stop Data Collection EPD is implementing new records software that contains the ability to collect more demographic information about traffic stops. An advisory committee has been established to advise the Department on how the software should be implemented and how reporting should occur. The Commission received numerous reports from staff as well as the Chair of that committee.

Community issue: homelessness and policing This was the first community issue addressed by the Commission. The process began with a thoughtful discussion about the issues, and what was desired as a result of the discussion. As a result of the discussions, the Commission held a panel including a person experiencing homelessness, police officer, business owner, resident, and a pastor. Each panelist shared their experiences of people who are experiencing homelessness and the police. After the presentations, the Commissioners were able to ask questions of the panelists. Commissioners expressed appreciation for a deeper understanding of the complex issues surrounding homelessness and policing, and offered to assist the City in further policy or outreach work related to policing and homelessness. During these discussions, the Commission also reviewed the following laws and policies affecting people experiencing homelessness, including public consumption of alcohol, public urination/defecation, trespassing, prohibited camping, downtown activity zone, right angle street crossing, park rules.

Community issue: bias based policing In addition to reviewing the proposed EPD policy related to Bias Free Policing, the Commission engaged in a multi-faceted community discussion about bias-based

policing. After a discussion about the goals and desired outcomes of this conversation, the Commission held two significant events. The first was a community panel, including representatives from the advocacy community, people personally impacted by police stops, a national expert on racial profiling, an immigration attorney, the chair of the Stops Data Committee, and a police officer. After presentations from each panelist, the Commissioners were able to ask questions. This panel took place at a regular Police Commission meeting, so public comments about the panel were received at the end of the meeting. After this community panel, the Commission also hosted a public forum for members of the public to provide comments directly to the Police Commission.

### **FY 2015 Work**

As FY 2015 begins, the Commission will be developing a scope of work for a discussion about constitutional privacy including the use of drones and automatic license readers. At the conclusion of this work, the Commission will select the next community issue to discuss from the list of possible topics included in the FY 2014-FY 2015 Work Plan, listed below.

- 1) Information on police contacts with different demographics and the data needed to assess
- 2) Serving immigrant populations
- 3) Services and public safety issues related to homelessness
- 4) Police services in light of budget
- 5) Crime reduction in light of jail, prison and court cuts
- 6) Use of force
- 7) Constitutional privacy – drones and automatic license readers
- 8) Eugene Police Department policies
- 9) Advocacy for public safety resources
- 10) Police budget allocation and grants
- 11) Strategy public safety funding
- 12) Police training manual
- 13) Responding to emerging issues

For each community issue addressed, the Commission will discuss the issues, the community interest, and develop a unique scope of work, depending on the goals of the Commission's discussion, including possible public panels, expert panels or public forums.

In addition to community issues, the Commission will continue its review of the Police Department Policies. Those policies that are under consideration for review include the following: Emerging Technologies; Search Warrants and Warrant Arrests; In Car Video; Vehicle Impounds; and Mental Health Policies.

Finally, during FY 2015 the Commission will develop its next two year work plan for Council consideration.



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## CITY OF EUGENE

### POLICE COMMISSION

#### FY 2014 – FY 2015 WORK PLAN And FY 2013 ANNUAL REPORT

#### Police Commission Members

Kaitlyn Lange, Chair  
Tamara Miller, Vice Chair  
Mike Clark, City Councilor  
Jim Garner  
Linda Hamilton  
Jesse Lohrke

James Manning  
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### **Police Commission Mission Statement**

The Eugene Police Commission recommends to the City Council, the City Manager, the Eugene Police Department, and the people, the resources, preferred policing alternatives, policies and citizens' responsibilities needed to achieve a safe community. We strive to create a climate of mutual respect and partnership between the community and the Eugene Police Department that helps achieve safety, justice and freedom for all people in Eugene.

### **Police Commission Goals**

As outlined in Ordinance 20398, the objectives of the Eugene Police Commission are to:

- 1) Increase communications between police and the community, leading to a greater understanding of the preferred policing alternatives for this city;
- 2) Identify police policy and resource issues related to preferred policing alternatives;
- 3) Decrease misunderstandings regarding the nature of adopted police policies, practices and approaches;
- 4) Provide input on police policies and procedures that reflect community values; and
- 5) Assist the city council in balancing community priorities and resources by advising it on police resource issues.

### **Background**

The Eugene Police Commission is a twelve-member volunteer body that acts in an advisory capacity to the City Council, the Chief of Police and the City Manager on police policy and resource issues. The commission's enabling ordinance, adopted in December of 1998, requires that it develop a yearly work plan for City Council review and approval. Work plans follow a July 1 – June 30 fiscal year (FY) schedule. Major accomplishments over the past five years include the following highlights:

- Recommendations on several significant policies including Mental Health Crisis Response and Communication with People with Disabilities (FY 2009)
- Development of a Public Outreach Committee to strengthen the relationship between the public and the Police Department (FY 2009)
- Developed recommendations on all force-related policies including the Taser policy (FY 2011)
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- Developed Outreach Toolkit to document efforts taken with closure of Monroe Street Station, and to provide template to facilitate community outreach on subsequent projects (FY 2012)
- Conducted an anonymous survey of EPD employees to ascertain department's understanding of Police Commission and its work (FY 2013)
- Held State of Public Safety Forum for the community (FY 2013)

### **Changes in the Police Commission Work Plan**

#### **Annual to Biannual Work Plan**

At two successive Police Commission annual retreats, the commission discussed and ultimately decided to develop a biannual work plan, covering the next two fiscal years. The Commission recommends that it develops a two year plan to submit to the City Council for review, comment and approval. This allows the Commission to identify work that is longer in scope than can easily be conducted or described in a twelve month plan. Consistent with the Ordinance 20398, the Police

Commission will continue to submit to the City Council an annual report, drawn from the biannual report created every two years.

#### Reduction in the Commission Committees

In the recent past there have been two committees that have effectively served as standing committees, because their work has continued over numerous fiscal years. To increase the efficiency and focus of the Commission, and to work within available staff resources, the Commission will be eliminating these two committees. The changes in structure and the underlying work is described below.

- 1) Outreach and Resources Committee: The work of this committee is largely project based, developing the outreach strategies related to specific issues that arise within the commission. When no project is imminent, the committee has sought to improve the outreach practices of the Commission. Past work has included neighborhood outreach for the Monroe Street Station, oversight of a community and department survey to assess trust and understanding of the Police Commission and Department, development of an outreach toolkit, and development and completion of a State of Public Safety Forum. If outreach efforts are needed for a specific work item, an ad hoc, task- and time-specific committee may be sought.
- 2) Policy Screening and Review: This committee has worked with EPD staff in the review and public comment process for a major review and update of the EPD internal policy manual. While the department's review is not complete, it was determined that this is a major piece of work of the full commission. The Commission will be modifying its meeting schedule, similar to City Council meetings, to provide time during their monthly meeting to serve as a work session, to review and comment on the policies. This change is proposed to increase the input and engagement from the full Commission on this important work, and to provide the public and staff in attendance at the full Commission meetings better access to the full breadth and depth of the discussion on the policies being reviewed.

#### Shift in Focus

The Commission is seeking to shift the focus of the Police Commission. The intent is to focus more on the issues related to the Police Department that are of the greatest community concern. At its retreat in May 2013, a list of issues was raised that are of great community concern. To allow for the most meaningful issues to be addressed by the Commission, the Commission intends to quarterly review its upcoming work and select items from its list of community issues to address in the upcoming quarter. The work specific tasks related to any issue may differ, but in all cases the work will be designed to meet the Commission's goals, as listed above. The work on a specific issue may involve community forums, panels, a review of relevant policies or practices, or presentations from subject-area experts. In all cases, a specific desired outcome will be identified at the outset to assure the Commission remains focused on the goals of the specific work item.

#### Shift in Structure

In order to accommodate the work previously done by the Policy Committee, the Commission will hold a work session at the beginning of each meeting, to review and provide comments on the internal EPD policies. The balance of the meeting will be dedicated to the community issues identified in this plan, and scheduled quarterly, to assure the Commission is addressing the most relevant community issue as possible.

### **Community Issues to be Considered**

Listed below is a preliminary list of issues to be considered by the Police Commission for further work. After each item is a brief summary of the kinds of information that will be considered and discussed. Further details will be developed as the items are scheduled and a more thorough work plan is developed.

- 1) Information on police contacts with different demographics and the data needed to assess
- 2) Serving immigrant populations
- 3) Services and public safety issues related to homelessness
- 4) Police services in light of budget
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- 6) Use of force
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Quarterly, the Police Commission will discuss these issues and any emerging issues and determine which issue will be addressed next, what the specific goal for the Commission's involvement, and work plan to accomplish the goals for that work item.

Attached to this work plan is a report of the Commission's activities and achievements during FY 2013.



## FY 2013 Year End Report

### Police Commission Goals

As spelled out in the adopted bylaws, the Police Commission has five goals, which guide the Commission's annual work activities. The FY 2013 work plan is organized along the goals. Under each goal are the proposed work plan items that the Commission will work on during FY 2013.

**Following each objective, a status is listed recounting the Commission's work on that item through June 30, 2012.**

#### Goal 1 – Ensure that the policies and procedures of the Eugene Police Department protect the civil rights and liberties of everyone in Eugene.

Work Plan Objective 1.1 – Through continued Policy Screening and Review Committee, review policies to assure policies protect civil rights and liberties of everyone, including development of policies to address the safety of people in custody, and what to do with people in custody turned away from the Jail. **Status: Reviewed policy of safety of people in custody. Department has not developed policy related to what to do with people turned away from the jail.**

Work Plan Objective 1.2 – Convene community groups to review domestic violence policies to assure the policies are effective, and protect the rights and liberties of everyone. **Status: Held discussion at January and March Police Commission meetings. Received recommendations on changes.**

#### Goal 2 – Promote policing that respects and reflects Eugene's rich culture and diversity

Work Plan Objective 2.1 – Hold a student forum on the campus at the University of Oregon to solicit ideas and input from students. **Status: University of Oregon requested that the forum be deferred, as the timing conflicted with forums held by UO regarding the arming of the new police department. Alternatives have been considered for next year.**

Work Plan Objective 2.2 – Through continued Policy Screening and Review Committee, review proposed EPD policies as they are converted to the new LEXIPOL format, to assure they reflect and respect Eugene's rich culture and diversity. **Status: The Policy and Review Committee has reviewed and provided comments on the following policies: Code of Conduct, Social Security, Park Use Regulations, Civil Disputes, Person Stops, Trespass Letters.**

#### Goal 3 – Increase communications, understanding and trust between police and the people in Eugene

Work Plan Objective 3.1 – Through forums and panels proposed for FY 2013, increase communication and understanding and trust between police and the people in Eugene. **Status: A State of Public Safety Forum is scheduled for June 27.**

Work Plan Objective 3.2 – Develop better way to respond to public comments in meetings, to improve sense of Commission engagement and response to public comments. **Status: The topic has been referred to the Public Outreach Committee.**

Work Plan Objective 3.3 – Coordinate joint meetings with the Citizen Review Board and Human Rights Commission to increase mutual understanding and trust. **Status: A joint meeting was held with the Civilian Review Board in September. A joint meeting is scheduled for May 29 with the Human Rights Commission to discuss alternatives to the Downtown Public Safety Zone.**

Goal 4 – Encourage problem solving and partnerships between people, neighborhoods and other agencies and police

Work Plan Objective 4.1 – Organize and hold a community panel on the State of Public Safety. **Status: This Panel will be held June 27. Invited panelists include the District Attorney, Municipal Court Presiding Judge, Eugene Police Chief, Director of St. Vincent de Paul's, Police Auditor, and Lane County Sheriff.**

Work Plan Objective 4.2 – Pursue including hate crimes work in with Gang Symposium scheduled in Fall 2012. **Status: Met with planners of the Gang Symposium in July, and due in part to feedback from the Police Commission, the Symposium facilitator selected had significant expertise and experience in hate crimes. The definition of "gang" was created to include gangs which engage in hate crimes.**

Goal 5 – Provide fair opportunities for the public and criminal justice professionals to comment and participate in the commission's work recognizing the interconnectedness of the criminal justice system

Work Plan Objective 5.1 – Coordinate and organize a panel to discuss the State of Public Safety, to garner community support **Status: This Panel will be held June 27. Panelists include the District Attorney, Municipal Court Presiding Judge, Eugene Police Chief, Director of St. Vincent de Paul's, Police Auditor, and Lane County Sheriff.**

Work Plan Objective 5.2 – Through community discussions about domestic violence, and participation in the gang symposium, provide opportunities for the public to comment about these aspects of criminal justice. **Status: Held discussion at January and March Police Commission meetings. Received recommendations on changes.**

An additional priority objective was developed regarding reviewing resources, meeting schedules and balancing the priorities of the Commission. While this does not fit in the adopted Commission goals, in FY 2013 it will be critical for the Commission to continually review and assess its priorities and resources. The Police Department has redirected staff resources from the Police Commission to perform duties formerly completed by vacant positions. Up to approximately 510 hours of staff time are available and can be contributed to the Commission's work plan. **Status: Fewer committee meetings and abbreviated minutes have helped reduce the staff time demands for the Police Commission. Continued review and assessment of commission priorities and resources will remain critical.**