

***PUBLIC POLICY ON POLICING***

***FOR***

***THE CITY OF GLADSTONE***

***January 6, 2010***

# **Preamble**

## **to the Principles of Policing for the City of Gladstone**

***The Citizens of Gladstone, through their elected representatives, in order to promote community safety, specifically for the people living, working, and visiting here, establish the following Principles of Policing.***

Public Policy Range of Issues: The range of issues related to setting Public Policy for police services is divided into five topic areas: 1)Philosophy and Style of Policing; 2)Services and Service Levels; 3)Community Participation; 4)Accountability; and 5)Crime Prevention to include Environmental Design. Each topic area is listed and includes a brief description to provide context to the issues the community must face and the actions the Chief of Police must take in the execution of that policy. This is followed by greater specifics regarding actions to be taken.

Philosophy and Style of Policing: There are many ways to deliver police services. In practice, each police agency has a very individual “personality”. Community values and expectations contribute to that personality as do the personal characteristics of agency and community leadership. Geography, demographics, and cultural heritage play important roles in how policing is done in communities. The City Council has provided clarity with regard to their priorities in the delivery of police services as well as the characteristics of individual officers providing that service.

***Principle #1 – Provide police services in a manner consistent with the values of the citizens of Gladstone.***

(Meets original principles 1, 2, 3, 5, and 6)

Application: In providing policing services, the City of Gladstone will:

1. Deliver police services in a professional, timely, objective, and impartial manner.
2. Understand and respect the diversity of our community. Strive to reflect that diversity in the composition of the Police Department.
3. Proactively interact respectfully with everyone in the community and as a result, earn their respect. Use force only when needed, and display humility, cordiality, and courtesy at all levels of the agency helps community members see themselves as partners with the police.
4. Encourage a spirit of cooperation that balances the collective interests of all citizens with the personal rights of individuals.
5. Maintain a departmental culture that is open, accessible, responsive, and seeks feedback, consistent with the small town feeling of the community.
6. Respond to law enforcement demands in a manner consistent with the seriousness of situations given their capabilities. Provide strong and effective responses to serious criminal behavior, and use discretion to apply alternative solutions with minor offenses.
7. Regularly involve the community in defining Gladstone's policing priorities and the community values to employ in addressing those priorities.
8. Regularly measure citizen satisfaction with Gladstone's police services, to continuously improve service through the professional development of all police staff and make decisions consistent with community values.
9. The Gladstone Council has the ultimate responsibility to provide leadership in ensuring a high quality of police services. The Council will maintain regular formal and informal communications with all levels of the Police Department to ensure that the City achieves its policing goals, consistent with this policy.

***Principle #2 – To encourage and educate the citizens of Gladstone to partner with police to solve community problems. This will include effective coordination of police services with the full range of community resources.***

(Meets original principles 2 and 3)

Application: In providing policing services, the City of Gladstone will:

1. Form interdisciplinary partnerships with individuals and groups in the community to address policing issues. This would include such potential partners as:
  - a. Individual residents, families, and neighborhood groups;
  - b. Individual businesses and business groups;
  - c. Schools;
  - d. Places of worship;
  - e. Other citizen groups;
  - f. Volunteers;
  - g. Non-profit social service providers;
  - h. Other law enforcement agencies, including the Oregon State Police;
  - i. Other parts of the legal system, both criminal and civil;
  - j. Other Gladstone departments and other governmental agencies;
  - k. News media;
2. Facilitate community solutions to complex and repeat policing problems through:

**Scanning** – i.e. identifying problems;

**Analysis** – i.e., using data to understand problems, determining their causes, nature, and extent; and ensuring proper identification of the problem;

**Response** –i.e., identifying goals and strategies and mobilizing relevant community resources both within and outside of the Gladstone Police Department; and

**Assessment** – i.e., evaluating results in order to adjust strategies and determine the effectiveness of the response;

3. Encourage community-based crime prevention through education and interaction.
4. Emphasize day-to-day police interaction with the public, to include non-enforcement contacts to proactively identify problems together, rather than responding only to crises after problems have occurred. Optimize positive contacts between the police and community members to strengthen working relationships and make policing efforts more effective.
5. Develop policies and procedures that allow officers appropriate discretion in working with community groups and/or neighborhoods in problem solving activity. Maintain such discretion within the bounds of defined community values and sound management practices.
6. Maximize the recruitment and effective use of community volunteers.
  - a. Develop partnerships with groups from throughout the community, such as neighborhood groups, senior citizen volunteers, minority groups, young people, and others.
  - b. Use such volunteers to assist the police in the detection and prevention of crime, the promotion of neighborhood safety, and the provision of services, to enhance the ability of officers to focus on services requiring their sworn authority and skills.

- c. Build relationships with the diverse range of volunteer groups that span our community.
  - d. Provide adequate resources to support volunteer activity and enable effective recruitment, scheduling, equipping, and supervision.
7. Use a community forum with representative elements of the community to:
- a. Provide a forum for on-going dialogue on policing issues;
  - b. Help the police department set policing priorities;
  - c. Help devise strategies to maximize the effectiveness of policing programs;
  - d. Advise the City Council, the City Administrator and the Police Department on policing issues; and
  - e. Help the Gladstone Police Department, in cooperation with other service providers and organizations, to develop and implement comprehensive strategies to address community needs.

Services and Service Levels. Police departments across the country have adopted a variety of response strategies. Many departments assume that a citizen's top priority is for a quick police response to every call, whether it is an emergency or not. Once on the scene, the police give their service as efficiently as possible without compromising effectiveness, and then move on. In a "call-driven" approach, proactive problem solving occurs only when time allows – which is not very often. In these departments, the police set the priorities. The community helps to set them mainly by making calls for service.

Gladstone is committed to responding quickly to emergency calls. But the emphasis in non-emergency service is on effectiveness of action and quality of interaction, rather than speed and efficiency. It is like trying to find and fix a leaking pipe, rather than just quickly mopping up the water. This style of policing focuses on problem solving, communicating, educating and information gathering. Officers must creatively identify

and analyze problems. They must craft proactive strategies and facilitate solutions involving the community. Time must be built into officers' schedules to make this possible. Officers must develop a high level of interpersonal and communication skills and use their discretion, and be self-motivated to use their unstructured time effectively.

There are trade-offs in choosing a shared-responsibility approach to policing versus a call-driven one. Compared to a call-driven approach, there may be slower response to non-emergencies using differential police response strategies; less use of commissioned officers when an armed response is not needed; more use of telephone reporting for minor incidents like traffic accidents; and more direct communication with police about concerns and problems. The police must be open and engaged with the public; must view arrest as one of the many tools for solving problems; and must set priorities with the community rather than for it. In the policing survey mentioned previously, most Gladstone residents considered these trade-offs worthwhile.

When we change the way we do business there is a learning curve for both the community and police. Meaningful change takes time and patience. There can also be costs associated with this change; for example – training, community meetings and so on. Costs should be less in the long run as the changes are institutionalized.

***Principle #3 – To provide police services consistent with Gladstone's high quality of life, and to do so in a cost-effective manner.***

(Meets original principle 6)

Application: In providing policing services, the City of Gladstone will:

1. Provide a high quality of service in the traditional police agency functions:
  - a. Identify criminal offenders/criminal activities and apprehend offenders;
  - b. Reduce the opportunity for criminal activity through preventive patrol;
  - c. Aid individuals in danger of physical harm;
  - d. Protect constitutional guarantees;
  - e. Facilitate movement of people and vehicles;
  - f. Assist those who cannot help themselves;

- g. Help resolve conflicts;
  - h. Identify potentially serious problems;
  - i. Create a feeling of security in the community;
  - j. Promote and preserve civil order; and
  - k. Provide other services on an emergency and priority basis.
2. Develop alternative ways to respond to calls for service, in order to relieve officers from responding to calls not requiring their sworn authority or skills. Maximize the availability of unallocated time and use it to allow officers more time to address community problems and needs proactively.
  3. Maximize the appropriate use of support staff employees, volunteers, and referrals to other agencies, to enable the City to cost-effectively meet service requests.
  4. With non-emergency calls, focus on the quality of services provided to citizens, rather than the speed of response.
    - a. Make realistic time commitments to citizens regarding when a police representative will respond.
    - b. Establish telephone or mail reporting of accidents and minor incidents where appropriate.
    - c. Educate the public about how police responses correspond with the urgency of the demand for service. Communicate how the managed response to 9-1-1 calls will allow officers to spend more time in the community and will maximize the use of tax dollars.
  5. Measure level of service not by inputs (such as officers per capita), but by outcomes related to problem-solving, such as:
    - a. Elimination or reduction of crime and community problems;
    - b. Reduction of occurrences of a problem;
    - c. Improvements in the handling of problems; or
    - d. Citizen satisfaction with the quality of officer interaction.

6. Regularly track police workloads and what generates them. Determine ways to reduce them or allocate them more efficiently, whether within the police department or outside of it. External partners that generate police workload should share responsibility for providing ways to manage it.
7. Improve efficiency through the appropriate use of technology for such necessary but time-consuming activities as report filing, data management, crime analysis, communication, and administrative tasks.
8. Improve access to information for police personnel and external customers through the effective use of data management technology.
6. Provide specialized units and services important to maintaining Gladstone's quality of life. This would include but not be limited to such programs as:
  - a. School resource officer;
  - b. Traffic officer;
  - c. Narcotics task force;
  - d. Detectives
  - e. K-9 Officer

Community Participation. In recent years, police generally have realized that it is not realistic to fight crime alone. The shared-responsibility approach to policing advocated here requires active and continuous participation from the community. That participation must involve the community as partners of programs and services. This is especially important in a city of many diverse communities, where it is very hard to get city-wide consensus on what the "community will" is.

The public regularly calls the police when they don't know who can help them with a problem. The police themselves will often encounter issues that do not fit clearly into their purview. Sometimes they will need help from another agency – either public or private – to resolve a problem. Other times, there may not be an agency with clear responsibility for a problem. Thus, the police need to be adept at analyzing diverse

problems. They must be able to identify resources and mobilize those resources to assure that the problem is addressed.

In communities like Gladstone, there has been a growing recognition of the value of dispute resolution centers, detoxification centers, victim assistance programs and programs that work with domestic violence, child abuse and mental illness.

***Principle #4 - Enlist the support of other public agencies and community services providers in coordinated efforts to solve policing problems, and in evaluating the effectiveness of police services.***

1. Ensure regular communications and cooperation between the police department and other City departments at both the managerial and line levels. Examples may include:
  - a. Community Planning;
  - b. Parks and Recreation;
  - c. Fire;
  - d. Public Works;
  - e. Library;
  - f. Senior Center;
2. Make special efforts to seek the advice of Gladstone's diverse population in order to meet their special needs. Include groups that society often excludes such as:
  - a. Young people;
  - b. Senior citizens;
  - c. Racial minorities;
  - d. Sexual minorities;
  - e. Ethnic groups whose cultural heritage makes them usually apprehensive of the police; and
  - f. Low income people.

***Principle #5 – To maximize the effectiveness of Gladstone’s police services by communicating openly and by being accessible and responsive to feedback.***

(Meets original principle 1, 2, 3, and 6)

Application: In providing policing services, the City of Gladstone will:

1. Use regular communication with the community to gain public understanding and consensus on the community’s policing needs.
2. Seek opportunities to inform the public of Police Department programs and activities.
3. Communicate with the community and the media about incidents on a timely basis.
  - a. Ensure that the media has 24-hour access to someone qualified to answer questions and provide factual and timely information about police actions. Although practical realities may not allow immediate response when all available staff is busy at an incident, respond to media inquiries as quickly afterwards as possible.
  - b. Ensure the responsible dissemination of accurate information to members of the community affected by incidents. Communicate the reasons for the police actions in incidents, both on the scene when conditions stabilize, and afterwards, with follow-up activities. Follow-up strategies could include meetings with student groups after an incident at a high school or other youth gathering, with a minority group after an incident affecting their community, or with a senior citizen group.
4. Provide open and accessible ways for the public to receive information about incidents.
5. Clearly articulate and widely communicate departmental values to provide both police personnel and the public with a clear sense of the City’s focus and direction.

6. Ensure that the police department, and particularly the Chief, is active and visible in city government and in the community.

***Principle #6 – To maximize the effectiveness of Gladstone’s police services by collaborating with other service providers.***

(Meets original principle 4)

Application: In providing policing services, the City of Gladstone will:

1. Work with other service providers to explore potential mutual strategies to address community problems.
  - a. Determine the division of responsibility – which community problems call for police leadership, and which ones other service providers should own.
  - b. Determine strategies for collaboration, where the police and other service providers share responsibilities and can help each other.
2. Build good working relationships with other agencies and service providers, identifying divisions of responsibility and ways to cooperate effectively. The goal of these relationships should be to provide the community with reliable, predictable, efficient resources that can easily be called upon as the situation warrants. Develop written agreements where needed to establish clear understandings.
3. To the degree possible, avoid using jails and the criminal justice system to address non-criminal social problems. Work with the courts to seek alternative means where practical, such as dispute resolution, substance abuse treatment, or other strategies to address the underlying problems.
4. Facilitate increased cooperation and communication among partners in the criminal justice system; prosecutors, defenders, judges, and corrections. Engage in joint problem-solving on process issues to improve the effectiveness of the system.
5. Combine resources with other law enforcement agencies where joint approaches to law enforcement and crime prevention are effective, such as central dispatch, drug enforcement, SWAT teams, and the like.

6. Encourage the creative use of relationships with private security firms, animal control, and other organizations to engage them as effective extensions of police department capabilities.
7. Draw upon creative relationships with other police agencies to gain from their experiences and expertise.

***Principle #7 – To ensure police officers are held accountable for their conduct to defined community expectations.***

(Meets original principles 2, 3, 4, 5, and 6)

Application: In providing policing services, the City of Gladstone will:

1. Ensure Accessibility– Citizens with concerns must be able to present concerns to the City through procedures that are well-publicized and non-threatening for them to use. Interested parties must be able to determine the outcome of cases handled by the accountability system.
2. Ensure Integrity – The system must be thorough, fair, and objective, in investigating and resolving complaints.
3. Ensure Legitimacy – It must not only be thorough, fair and objective, it must be perceived as such by the public, police, media and government officials.
4. Promote Learning – It must foster behavior change and deter future misbehavior by officers and provide community members education on policing.
5. Make it Reasonably Affordable – It must operate at a reasonable cost and be affordable to Gladstone, providing accountability and support systems (e.g., training, counseling, and feedback) that meet the policies of the Public Policy Resolution.
6. Seek Feedback – Use a variety of effective mechanisms to gather citizen feedback on the quality of police service delivery to promote continuous improvement.

Accountability: Most laws involve a balance between the rights of the individual and the rights of the community. Enforcing laws and maintaining order in our complex society is a huge and challenging responsibility. The job of the police officer requires quick

decisions, often without complete information and in dangerous and hostile situations. It carries with it the power to temporarily restrict or remove some basic freedoms from citizens who are suspected of violating the law or otherwise creating disorder. As with all authority, police use of the powers we delegate to them has the potential for misuse. Police departments want officers to use their authority with wisdom and care. Even though officers go through extensive screening, testing and training, they are still ordinary humans subject to extraordinary moral hazards. No police agency can assure that all of its officers will have careers free from error, bias, unfairness or bad judgment. Because the police have unusual powers (and responsibilities), and because there will always be questions about the use of them, all police agencies have review systems to handle complaints and allegations of misconduct. These are known as accountability systems.

***Principle #8 – To achieve a natural and built environment which uses design techniques to discourage criminal behavior.***

(New dimension to original principles)

Application: The City of Gladstone will:

1. Until specific design policies and guidelines are adopted, seek advice of the Gladstone Police Department in the review of development proposals and of changes to the Comprehensive Plan to ensure the consideration of crime prevention in the design of the built environment.
2. Train city staff in the principles of Crime Prevention Through Environmental Design, such as staff from:
  - a. Police Department;
  - b. Community Planning;
  - c. Parks and Recreation;
  - d. Fire; and
  - e. Public Works.

3. Inventory City facilities and properties to determine desirable modifications to enhance crime prevention.
4. Coordinate the achievement of crime prevention goals with other Comprehensive Plan goals when considering land use decisions.

Crime Prevention Through Environmental Design. Techniques of Crime Prevention Thorough Environmental Design (or CPTED, pronounced “sep-ted”) have been utilized since the early 1970s. CPTED’s goal is to prevent crime through designing a physical environment that positively influences human behavior – people who use the areas regularly perceive them as safe and would-be criminals see the areas as a highly risky place to commit crimes.

CPTED builds on four basic principles:

1. **Territoriality:** People protect territory that they regard as their own, and they have respect for the territory of others. Pavement treatments are fencing (that defines space but doesn’t isolate people), good maintenance, clear and readable signs and landscaping are methods to express ownership. A well-defined space is easier to defend.
2. **Natural Surveillance:** Criminals prefer not to be seen. Crime is discouraged when it is easy for people to see what is going on, whether from inside buildings or from outside places. In contrast, high bushes, sheds, recessed doorways and poor lighting make it hard to observe activity. Having natural “gatekeepers,” such as parking lot attendants is also important
3. **Activity Support:** Crime is discouraged when legitimate activities occupy public areas. Active or passive recreation areas – like basketball courts or picnic areas – bring people together in positive ways. They make it easier to tell who doesn’t belong or may have criminal interests. Activities that get people working together and that foster a sense of community - such as community clean-up days, neighborhood associations and block parties – all help prevent crime.
4. **Access Control:** Well-designed entrances, exits, fences, lights, and landscaping can direct foot and auto traffic in ways that discourage crime. Even simple things

can enhance access control, such as people actively using front porches or front lawns, or putting busy offices at the front of businesses.

There will be occasions when CPTED goals may compete with other legitimate community goals. For example, the principle of territoriality favors an emphasis on cul-de-sacs and dead-end streets. Meanwhile the need for an efficient transportation network and for socially interconnected neighborhoods favors an emphasis on connecting local streets. Whenever such goals are in competition, the City will attempt to strike a balance.

***Principle #9 – Voluntary compliance with laws and the community’s willing cooperation with the police are indicative of a professional police department that enforces laws with respect, engages the public for partnerships and educates its citizens to improve community safety. As such, the use of necessary force is minimized.***

(Meets original principle 7)

***Principle #10 – Use of force is reserved as the last resort alternative to other compliance methods with laws and general order, except when justifiable circumstances dictate otherwise.***

(Meets original principle 8)