

RESOLUTION NO. 146

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CARLTON ADOPTING  
A POLICING PUBLIC POLICY.**

RECITALS:

WHEREAS, in early 2010, the Mayor and City Council of the City of Carlton participated in a goal setting exercise with former McMinnville Police Chief Rod Brown; and

WHEREAS, the City Council informally adopted a Policing Public Policy at the time of the goal setting exercise; and

WHEREAS, the hiring process for a new Carlton Police Chief was commenced in November 2011; and

WHEREAS, the Mayor and City Council would like the formal adoption of a Policing Public Policy to guide the management and policy direction for a new Police Chief,

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CARLTON, AS FOLLOWS:

Section 1. The City Council hereby adopts the following Policing Public Policy for the City of Carlton, included as Exhibit A,

Section 2. The attached Exhibit A takes effect immediately upon its passage by the City Council and approval by the Mayor.

PASSED AND ADOPTED by the City Council of the City of Carlton on the 13th day of February, 2012 by the following vote:


AYES: Councilors Williams, Rhoads, VanDeWalle, Jernstedt, Chitwood, Carl and Mayor Oriet

NAYS: none

ABSENT: none

ABSTAIN: none

Approved this 13<sup>th</sup> day of February, 2012.

  
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Kathie Oriet, Mayor

  
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Loreli Wright, City Recorder

## **Public Policy Range of Issues**

The range of issues related to setting Public Policy for police services should be divided into five topic areas: Philosophy and Style of Policing; Services and Service Levels; Community Participation; Accountability; and Crime Prevention to include Environmental Design. We've listed below each topic area by a short discussion to provide a context of the issues the community must face and the actions the Chief of Police must take in the execution of that policy. The introductory material is followed by greater specifics as to the 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. So do the personal characteristics of agency and community leadership. Geography, demographics, and cultural heritage also play major roles in how policing is done in communities. The Council articulated by descriptors the elements they were looking for in the delivery of police services as well as the characteristics of the individual officers providing that service.

**Public Policy 1 – Provide police services in a manner consistent with the values of the citizens of Carlton.**

**Application: In providing policing services, the City of Carlton will:**

1. Deliver police services in a professional, timely, objective, and impartial manner.
2. Understanding and respect the diversity of our community. Strive to reflect that diversity in the composition of the Police Department.
3. Interact respectfully with everyone in the community and likewise earn their respect. Using force only when needed, and displaying humility, cordiality, and courtesy at all levels of the agency helps community members see themselves as allies 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 environment that is open, accessible, responsive, and seeks feedback, consistent with the small town feeling of the community.
6. Respond to law enforcement needs in a manner consistent with the seriousness of situations. Provide strong and effective responses to serious criminal behavior, and use discretion to apply alternative sanctions and responses with minor offenses.
7. Regularly involve the community in defining Carlton's policing priorities and the community values in addressing those priorities.
8. Regularly measure citizen satisfaction with Carlton's police services, to continuously improve service and empower the police to make decisions consistent with community values.
9. Since the Carlton Council has the ultimate responsibility to provide leadership in enduring 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 the Comprehensive Plan.

**Public Policy 2 – To empower the citizens of Carlton as partners in solving community problems by effectively coordinating police services with the full range of community resources.**

**Application: In providing policing services, the City of Carlton will:**

1. Form interdisciplinary partnerships with other 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 Carlton departments and other governmental agencies
  - k. news media
2. Facilitate community solutions to complex social problems through:
    - a. scanning – i.e., identifying problems;
    - b. analysis – i.e., using data to understand problems, determining their causes, nature, and extent;
    - c. response –i.e., identifying and mobilizing relevant community resources both within and outside of the Carlton Police Department; and
    - d. assessment – i.e., evaluating results in order to adjust strategies.
  3. Encourage community-based crime prevention. Involve citizens in a partnership to solve problems with strategies that reduce repeat occurrences. Use community education to enhance crime preventions.
  4. Emphasize day-to-day police interaction with the public to proactively address problems together, rather than responding only to crises after problems have occurred. Optimize positive contact between the police and community members to strengthen working relationships and make policing more effective.
  5. Develop policies and procedures that allow officers appropriate discretions 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.

**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 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, then move on. They try to minimize "down" time – i.e., time when officers are busy and not free to take new calls. In this "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.

Carlton 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 skills, be broadly empowered to 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; 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 more open with the public; must view arrest as just 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 Carlton residents considered these trade-offs worthwhile.

More time, advanced skills and increased responsibility can cost more money, although there is no consensus on this. Much depends on how it is carried out. It is also possible to spend more time and money when first changing to this style, but less in the long run as proactive efforts succeed.

**GOAL POLICE 3. To provide police services consistent with Carlton's high quality of life, and to do so in a cost-effective manner.**

**POLICIES. In providing policing services, the City of Carlton will:**

**POLICE 3.1 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 basis.

POLICE 3.2 Develop alternative ways to respond to calls for service, in order to relieve sworn 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 proactively.

POLICE 3.3 Maximize the appropriate use of non-sworn employees, volunteers, and referrals to other agencies, to enable the City to cost-effectively meet service requests.

POLICE 3.4 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.

POLICE 3.5 Use satellite stations and regular patrol beats to increase the accessibility of the department to citizens, improving collaboration and interaction.

POLICE 3.6 Measure level of service not by inputs (such as officers per capita), but by outcomes related to problem-solving, such as:

- a. Elimination of 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.

POLICE 3.7 Regularly track police workloads and what generates them. Determine ways to reduce them or allocate them most efficiently, whether within the police department or outside of it. External entities which generate police workload should share responsibility for providing ways to manage it.

POLICE 3.8 Improve efficiency through the appropriate use of technology for such necessary but time-consuming activities as report filing, data management, communication, and administrative tasks.

POLICE 3.9 Improve access to information for police personnel and external customers through the effective use of data management technology.

POLICE 3.10 Provide specialized units and services important to maintaining Carlton's quality of life. This would include but not be limited to such programs as:

- a. assistance to domestic violence victims,
- b. downtown walking patrols,
- c. provision of records to the public, and
- d. other similar programs.

POLICE 3.11 Through education, with enforcement and by example, help other departments of the City to achieve Carlton's transportation goals, as set forth in Chapter 6 of this Plan.

**Community Participation.** In recent years, police generally have realized that it may not be 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 is the “community will”.

According to the Carlton survey mentioned previously, 81% of our citizens feel that their police services are good to excellent. A majority also rates the department good to excellent when it comes to: responding to citizen calls for help (73%); preventing crime (62%); representing their interests (58%) treating everyone equally (57%); doing their job ethically (68%); and their overall competence (74%). This is a very good base of community support on which to build even stronger partnerships.

The public regularly calls the police when they don't know who can assist with a problem. The police themselves will often run across 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 Carlton, there has been a growing recognition of the value of dispute resolution centers (i.e. Your Community Mediators), detoxification centers, victim assistance programs and programs that work with domestic violence and child abuse. Many police agencies have created “crisis intervention” units or specialized positions to help connect with social service resources.

**GOAL POLICE 4 - To maximize citizens, city departments, partner agencies, community organizations and others in improving communications, productive joint partnerships and problem-solving efforts**

POLICE 4.1 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.

- a. Oregon Department of Human Services;
- b. Community Youth Services;
- c. Dispute Resolution Center;



- d. Safe place;
- e. Refugee Center;
- f. Mental health organizations;
- g. Hospitals; or
- h. Others

POLICE 4.2 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 and Development;
- b. Parks, Recreation, and Cultural Services;
- c. Fire;
- d. Public Works; or
- e. Others

POLICE 4.3 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, so as to augment 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.

POLICE 4.4 Make special efforts to seek the advice of Carlton's diverse population, in order to meet their special needs.

**GOAL POLICE 5 -To maximize the effectiveness of Carlton's police services by communicating openly and by being accessible and responsive to feedback.**

**POLICIES.** In providing policing services, the City of Carlton will:

- POLICE 5.1 Use regular communication with the community to gain public understanding and consensus on the community's policing needs.
- POLICE 5.2 Seek opportunities to inform the public of Police Department programs and activities
- POLICE 5.3 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.
- POLICE 5.4 Provide open and accessible ways for the public to receive information about incidents.
- POLICE 5.5 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.
- POLICE 5.6 Ensure that the police department and particularly the chief, are active and visible in city government and in the community.

**GOAL POLICE 6 -To maximize the effectiveness of Carlton's police services by collaborating with other service providers.**

**POLICIES.** In providing policing services, the City of Carlton will:

- POLICE 6.1 Work with other service providers to explore potential mutual strategies to address social problems.

- a. Determine divisions of responsibility – on which social problems and issues the police should take the lead, and on which ones other service providers should take the lead
- b. Determine strategies for collaboration, where the police and other service providers share responsibilities.

POLICE 6.2 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 police and the other parties with reliable, predictable, efficient resources that can easily be called upon as the situation warrants. Develop written agreements where needed to establish clear understandings

POLICE 6.3 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.

POLICE 6.4 Facilitate increased cooperation and communication among the different elements of the criminal justice system; prosecutors, defenders, judges, and corrections. Engage in joint problem-solving on process issues to improve the effectiveness of the system.

POLICE 6.5 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, etc.

POLICE 6.6 Encourage the creative use of the relationships with private security firms, Animal Control, and other organizations to engage them as effective extensions of police department capabilities.

POLICE 6.7 Draw upon creative relationships with other police agencies to gain from their experiences and expertise.

**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 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.

**GOAL POLICE 7-To ensure that the conduct of police officers is held accountable to defined community expectations.**

**POLICIES. In providing policing services, the City of Carlton will assure:**

- 7.1 Accessibility – Citizens with concerns must be able to present those 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.
- 7.2 Integrity – The system must be thorough, fair and objective in investigating and resolving cases.
- 7.3 Legitimacy – It must not only be thorough, fair and objective, it must be perceived as such by the public, police, media and government officials.
- 7.4 Learning – It must foster behavior change and deter future misbehavior by officers.
- 7.5 Reasonable cost – It must operate at a reasonable cost and be affordable to Carlton providing accountability and support systems (e.g.,

training, counseling, and feedback) that meet the policies of the Comprehensive Plan.

7.6 Use a variety of effective mechanisms to gather citizen feedback on the quality of police service delivery, in order to continually make improvements.

**Crime Prevention Through Environmental Design.** Techniques of Crime Prevention Through Environmental Design (or CPTED, pronounced “sep-ted”) have been developed 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 risky place to commit crimes.

CPTED builds on four basic principles:

**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. A well-defined space is easier to defend.

**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.

**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. This makes it easier to determine 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.

**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 commercial buildings.

The Carlton Comprehensive Plan already explicitly incorporates some CPTED principles in Chapter One, Land Use and Urban Design. Carlton also has some design guidelines in its zoning ordinance to implement CPTED principles. Others could be added in the future. At the same time, 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 need to strike a balance.

**GOAL POLICE 8-To achieve both a natural and constructed environment which uses design techniques to discourage criminal behavior.**

**POLICES.      The City of Carlton will:**

POLICE 8.1 In the review of development proposals and changes to the Comprehensive Plan and until specific design policies and guidelines are adopted; see that advice of the Carlton Police Department is sought to ensure the consideration of crime prevention in the design of the constructed environment.

POLICE 8.2 Train city staff in the principles of Crime Prevention Through Environmental Design, such as staff from:

- a. Police Department;
- b. Community Planning and Development;
- c. Parks, Recreation and Cultural Services;
- d. Advance Planning; and

e. Public Works.

POLICE 8.3 Inventory City facilities and properties to determine desirable modifications to enhance crime prevention

POLICE 8.4 Coordinate the achievement of crime prevention goals with other Comprehensive Plan goals when considering land use decisions.