

AN ALTERNATIVE COMMUNITY POLICING PLAN

DRAFT

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I N T R O D U C T I O N

Wellness for the community is an excellent model and ideal for a community policing policy, and plan. This model, announced by Chief Williams, reflects respect for all the members of the community – residents, employees, youth, visitors and public safety personnel. Our police department - officers *and* civilians - are a visible, important, and influential segment of the community as a whole. Communication and collaboration among all these segments of the community is vital to its wellness.

This document sets out the values and procedures that the Cleveland Division of Police will use to bring the highest degree of wellness possible to the Cleveland community. It describes the efforts that all segments of our community must make to collectively establish a culture of wellness here. *It is important that every facet of City government adopt this same ideal of wellness for Cleveland.*

Community- and Problem-Oriented Policing (CPOP) is a collaborative process. It expresses a philosophy that depends on the systematic use of partnerships and problem-solving techniques between the police and the community. Its core values involve a) *building trust* and mutual *respect* between police and communities, b) training *all* CDP personnel on three key concepts:

1. Procedural justice,
2. Bias reduction, and
3. Racial reconciliation.

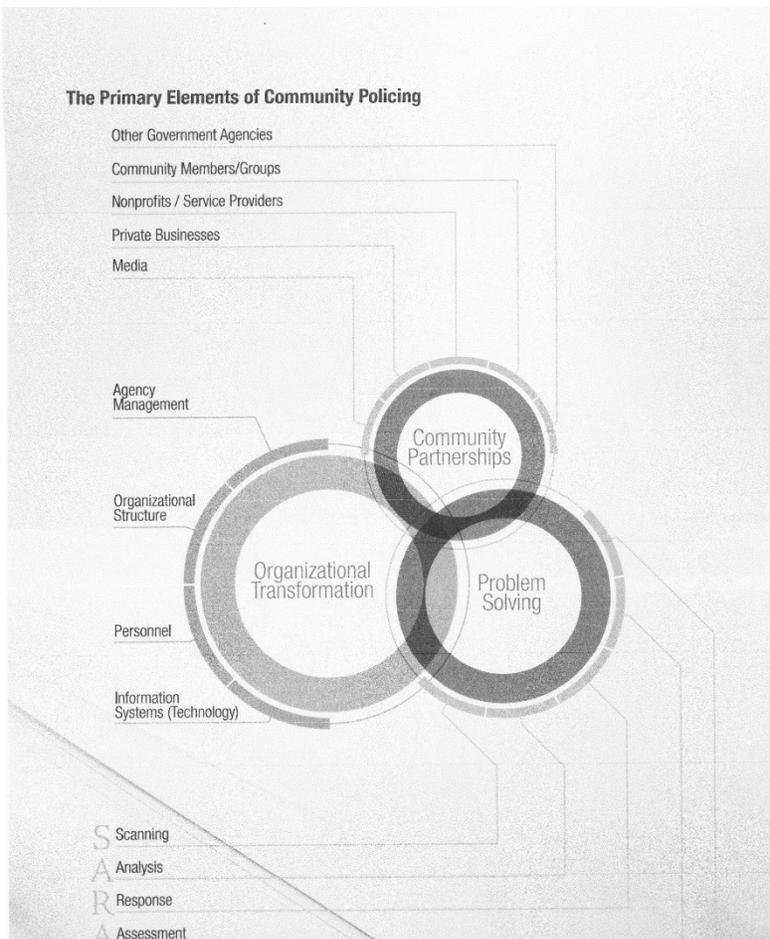
Community policing engages in community partnerships; these partnerships *co-produce* public safety and community wellness.

M A K I N G A N E W S T A R T

Community policing is a new way of thinking about public safety for Cleveland. It is the 21st century model for effective policing. It requires new thinking by everyone in the community. This approach must spread throughout the *entire* department; community connections and joint problem solving policing must be the core of how the Division is managed and organized; community wellness must be the focus of all of its personnel, and of its technology. When officers constructively engage with their communities and their co-workers, *they are safer*, too.

Police officers working under this new model are responsible for more than just responding to crime. They are increasingly tasked with responding to a variety of social problems. can find themselves in situations in which they are unequipped to provide necessary services. Strong partnerships with social service providers help law enforcement agencies provide a more holistic approach to crime.

CDP command staff are responsible for the Division's legitimacy, and competence. The Chief and managing supervisors must foster an environment in which ethical behavior is expected. Police officers are afforded awesome authority to carry out their duties. Every excessive use of that power, abuse of authority, or failure will erode public trust and destroy their credibility. This is the situation CDP occupies today. The chief must ensure that the Division's core values and principles are communicated throughout all aspects of the department's operations. Chief Williams' has adopted a clear, precise mission statement that directs the actions of the department. His model of community wellness is the key to developing a respected, trusted professional police force in Cleveland.



To encourage lasting relationships of trust, police agencies must have a departmental vision for the future. This vision sets the goal for the type of organization the agency seeks to become.

In Cleveland, this begins with the Mayor gathering community members to develop a shared vision for wellness in Cleveland in the future. Since this vision must be shared by all of the City’s departments and agencies, they need to be represented. This will be a series of meetings.

HISTORICAL CONTEXT

Our historical context is dual. Policing practices have developed over centuries. Attitudes toward police from the community – and vice versa - take root in events of the recent past. Both of these views bear on the situation we all face today. We need to

acknowledge both sides of history, and develop together the processes we will use to deal with them going forward: What changes will we all – each – make?

Recent policing has sometimes replicated the brutal tactics employed by slave patrols, and white citizen committees to control the slave population, and much earlier police forces. Police executives play a critical role in setting or changing how police officers execute their duties.

The police are both at odds with, and emblematic of, our flawed situation. They, too, are trapped. “Over policing” or, perhaps more accurately, “over-enforcement” may lead to the immediate crime reductions necessary for mayors to be reelected and, therefore, police chiefs to keep their jobs. This leads to the vicious cycle in which the community is no longer healthy enough to police itself through informal social controls. Overreliance on incarceration reduces social capital and weakens family and community structures. may lead to communities experiencing more, not less social disorganization. Incarceration rates may promote the social conditions that lead to, rather than control, crime.

Cleveland police do not carry all of the blame for this complex dynamic. *The Cleveland Division of Police DOES have this pivotal opportunity to address the issues that are separating the community and police. A narrow understanding of what the police do means that officers have at their disposal only the tools of enforcement and arrest; these activities intensify the low shared ability of the neighborhood to address problems in their communities. In short, the police are charged with solving problems beyond their scope with tools that are inadequate.*

TRUTH AND RECONCILIATION PROCESS

Charges of discrimination and improper policing activity degrade the Division's legitimacy. They are the grounds for Cleveland's U.S. Department of Justice (DOJ) "pattern or practice" lawsuit, and consent decree. Overcoming this legacy is crucial to establishing the legitimacy of CDP. This pattern or practice lawsuit has no other aim than to get this police department to reform its policies and practices to be in line with constitutional standards and professional practices. Monitoring by outside experts and taking steps to improve policing services, make this consent decrees a springboard for police department improvements. In Cleveland, the community could view a monitor's presence and the collaborative agreement as a "cover" that lets the department implement changes previously desired but impossible.

For Cleveland, any effort at changing to a community policing model must include a truth and reconciliation process. This must be based on the events that led to the finding of 'a pattern and practice' of excessive use of force and unconstitutional policing. This NOT about events from 50 years ago; this process must be based on the recent past.

The Mayor, Public Safety Director , and Chief must acknowledge publicly that a significant, negative history brought Cleveland to have our current Consent Decree. Many people are injured, sad or angry. All sides need to hear each other. Each District Commander must acknowledge that events in the district's recent past have contributed to an atmosphere of mutual distrust between police and community members. All of these individuals must commit to a public process that aims to resolve some of this distrust.

CDP must publicly acknowledge that it is changing to community policing because it senses the need for a new relationship with the entire community.

CDP activities

CDP will take steps to affirm its commitment to community policing and to acknowledge the history that brought us the consent decree. Specifically -

1. The Chief will issue a statement acknowledging that a pattern and practice of excessive use of force and biased policing have existed, and committing himself to changing that pattern. He will acknowledge that changing to the community policing model of service reflects the need for a new relationship with the whole community.
2. Each District Commander will issue a similar statement, citing specific events in their district. Each of them will commit themselves to a public process that will resolve some of the widespread distrust in their District.
3. Each District Commander will convene a series of reconciliation meetings in their districts; these meetings will itemize community concerns that will be addressed as part of the community policing process going forward.

Supportive activities:

1. City Council will adopt resolution[s]
 - a. acknowledging the past problem of unconstitutional policing,
 - b. adopting the model of community wellness as its own, and
 - c. committing to support the necessary training efforts needed to accomplish the community policing model.
2. The Mayor and Safety Director will issue a joint statement, acknowledging the recent history of unconstitutional policing in Cleveland. The statement will include descriptions of such policing.

- Council members will commit to a regular schedule of some sort of attendance at their ward's district policing committees.

P O L I C E

Multiple Police Forces in Cleveland

There are a variety of police forces working in Cleveland. Some are private: University Circle, Case, Cleveland Clinic, University Hospitals. Each of these private forces depends on Cleveland Division of Police approval to operate in the city. Some police forces are public: Cuyahoga Metropolitan Housing Authority, Cleveland State University, Tri C, RTA. These forces do not require any review or approval from CDP. All of these officers have different notions about what their role is in their specific communities.

Cleveland Division of Police

Community policing in Cleveland will focus first on the way that it is organized and managed. This includes how all of its arrangements must change to support the philosophical shift behind community policing. The application of modern management practices will increase efficiency and effectiveness in the Division. Police management puts community policing ideals throughout the agency by making a number of critical changes in culture, leadership, formal labor relations, procedures, organizational evaluations, and increased transparency.

WHAT NEW STRUCTURES? WHAT NEW MGT PRACTICES? SPECIFICS.

Dissolve NICE, CEOs and other PR positions?

Involve investigation units in community discussions?

More about general changes?

CRISIS INTERVENTION POLICY AND PRACTICE

In order to cultivate and sustain trusting relationships and ensure effective and safe case processing, it is critical that police are able to recognize and address trauma. How different people respond to trauma often depends on what kinds of internal and external resources they have to help them cope. Trauma-informed policing practices enhance officers' understanding of trauma, facilitate criminal investigations through a greater awareness of a victim's needs, reduce the recurrence of criminal behavior through early intervention, grow community trust in police, and connect traumatized individuals to appropriate community services and supports.

Law enforcement officers who are not educated about the effects of trauma can hinder investigation and decrease cooperation from the victim. Often, trauma in victims is seen as non-cooperative, substance abuser, or mentally ill. CDP has begun to incorporate these elements into its practices and policies with its Crisis Intervention training and dedicated officers.

OFFICER WELLNESS AND RESILIENCE

The work of a police officer—a mostly sedentary job punctuated by brief periods of high stress and physical activity—can have long-term negative impact on the physical and emotional health of officers. Resilient officers will be able to better manage the stress of the everyday and the trauma of crisis. Resilient officers can maintain composure and self-regulate their levels of stress in challenging situations.

Officers face numerous risk factors in regard to their physical health. They have little time to eat during their shifts and may frequently resort to fast food. They work night shifts or overtime or may have a second job, leading to inadequate sleep. A fast-food diet coupled with lack of exercise can lead to obesity, diabetes, hypertension, and an increased risk for cardiovascular disease. Officers often have little time to eat during shifts. Time constraints can lead to heavy reliance on a diet of convenience, which is a known risk factor for obesity and diabetes. Moreover, shift work, overtime, and second jobs are known to contribute to sleep problems that can also raise the risk of metabolic syndromes and heart disease. These risks exist even before the emotional stress of the job is added into the equation.

Tactical trauma care in the field

Tactical first-aid kits with tourniquets (and training on their use) can save the lives of both officers and civilians. These kits represent a small and relatively inexpensive tool that can have a massive impact. All agencies should adopt hemorrhage control as a core law enforcement skill and integrate rescue and emergency medical services personnel into community-wide active-shooter training. Community members also have a role to play in tactical trauma care. Bystanders are always the first on a scene, no matter how quickly emergency personnel respond to a call. Given that a bleeding person can die from blood loss in less than five minutes, community-wide training can save lives and enhance community resilience. [\[\[U.S. Department of Homeland Security has launched Stop the Bleed as “a nationwide campaign to empower individuals to act quickly and save lives.”\]\]](#)

Cardiac screening for officers

Cardiovascular disease is a serious problem in law enforcement. 50 % of law enforcement retirees will die from heart disease within five years of retirement. This is a particularly shocking statistic when one considers that law enforcement officers tend to retire years earlier than other professions. Moreover, research comparing police officers' age and probability of dying to the general population found that a civilian's probability of dying at the age of 55–59 is just 1.5 % compared to 56 % for an officer. Good education on heart disease will encourage about 50 percent of people to make critical lifestyle changes. The medical field knows how to prevent and mitigate heart disease, but doctors cannot do that without officers getting timely screening and education.

Fitness and Obesity

Fitness is a major issue in law enforcement agencies. The academy is often the last time officers are obligated to meet any fitness standard - other aspects of their job require regular requalification. A culture of fitness at CDP begins with the command staff. Fitness and associated programs are areas in which unions should be a critical part of agency planning and implementation. Fitness evaluation programs could provide bonuses to those who exceed standards. The officers being healthier also resulted in various cost reductions, leaving more than enough money to cover the cash incentives.

Promoting fitness is important not only for officers' health but also for their safety. Officers are more likely to maintain their fitness when it is connected with their own safety on the job. CDP can spend their budget on preventative screening, education, and training, or they can spend much larger shares of it on disability, health insurance, early retirements, and death benefits. The idea that health and fitness programs cost money in the short run but save in the long run should also be talked about with city risk managers.

Emotional health

Statistically, most officers never encounter critical incidents like those faced by the Las Vegas, Parkland, or Orlando forces, but many face disturbing situations every day. Remaining resilient while witnessing

the daily suffering of others - without having the time to process one event before moving on to the next - is challenging for officers. Calls involving domestic violence, suicide, or involuntary commitments can be immediately followed by calls to the scene of child neglect or overdose deaths. Officers find ways to help themselves cope. But constant challenges to emotional health can weaken these social ties that individuals rely on.

CDP must encourage officers who have a substance abuse problem to come forward, so agencies can get the officers into treatment. Self-reporting a need for help should not be a career-ender but rather an opportunity for rehabilitation. Agencies should recognize that someone who is impaired on the job may very well be self-medicating.

Officers' personal and family lives can also impact their ability to manage their emotional health on the job. Family deaths or illnesses, the end of marriages and relationships, or children having problems in school are all stressors that can threaten officer resilience. The Division can build trust by creating and promoting EAPs and other support programs in concert with union leaders, officer affinity groups, and command staff. everybody has to buy in to a program for it to be successful. To build a comprehensive emotional health program, education is the first step. Officers want access to good mental health care but struggle to trust their own- EAP as a truly anonymous resource.

Mentoring programs should extend beyond the rookie year and carry on throughout an officer's career.

Educate everyone in the Division about employee health and wellness. Talk about the rates and circumstances of officer suicides, heart attacks, obesity, line-of-duty injuries and deaths, vehicular crashes, and other basic awareness facts that everyone in the profession should know.

- Involve the whole Division in establishing wellness programs. The program should include education, screening, and service provision. Wellness does not need to be a chore. Programs can include incentives and competition to help inspire self-care.
- Provide a variety of options to help officers address their emotional health needs effectively. Formal counseling services are one avenue, but so too are chaplaincy programs,
- Develop peer support programs, mentoring.
- Command staff need to model good behavior, and take ownership of initiatives. Commanders need to be clear that nothing is more important than the wellness of officers.
- Provide officers with annual fitness evaluations and periodic cardiac screening. Cleveland Division of Police should take advantage of Cleveland's world class health care resources.
- Talk about trauma as an experience *shared* by community members and law enforcement officers. This trauma-informed approach could help improve trust between the community and officers. CDP becoming trauma-informed does not mean making officers feel like victims; it is about recognizing and validating the trauma officers experience.
- Think about the influence survivors can have on current officers. Messages like "take care of yourself" hold a lot of weight when they come from survivors.

CDP activities

1. CDP will provide officers with annual fitness evaluations.
2. CDP leadership will initiate discussions about trauma as a shared experience of police and community alike.

3. CDP leadership will adopt wellness as the model for the management of the police division.

Supportive activities:

IMPLEMENTING COMMUNITY POLICING

Community- and Problem-Oriented Policing [CPOP] is all about collaborating, working together. This collaboration requires mutual trust. Relationships of trust cannot develop only from police initiatives. Law enforcement must find community partners with whom it can work to achieve common goals.

Police management personnel, including the chief of police, must coordinate with community leaders and lay the foundation for:

- Transparency
- A commitment to collaborating with the community
- An understanding of cultural dynamics that the police need to understand
- Articulation of the commitment to meaningful partnerships in producing a safe and secure community
- Police line officers who maintain relationships and represent their agencies in their daily interactions with residents, either as patrol officers or as community liaison officers
- Credible community leaders who listen to concerns about community security and other issues from their peers, relay them to police community liaisons or others in the department, and work with the police department to develop a plan to address neighborhood concerns

Chief Williams will commit to establishing, *throughout* the Division, that a strong relationship with the community is the *top* priority; that treating every person with respect, regardless of ethnicity, gender, or religion, is basic to effective policing. This needs to be practiced within the Division as well. Trusting relationships are *the* underlying element of successful efforts, because community policing relies heavily on community members' knowledge of goings-on in their own neighborhoods; this intelligence needs to be used to guide police actions and resource allocations.

Charges of discrimination and improper policing action have degraded the legitimacy of Cleveland's police and are the grounds for the U.S. Department of Justice (DOJ) "pattern or practice" lawsuit and ensuing consent decree.

The cost of fully complying with this consent decree will be enormous, running into the millions of dollars. Since unconstitutional policing has existed in Cleveland, developing communities of trust within that jurisdiction will be difficult. The legal remedy of a Consent Decree requires specific conditions that must exist before the monitoring is lifted. In Cleveland, government executives must use the legal actions to leverage support and *resources* for meaningful changes. This process takes several years, and concerted efforts on the part of police and *City leadership*.

By requiring monitoring by outside experts, and steps to improve policing services, consent decrees can be a springboard for police department improvements. In Cleveland, the police executive should view a

monitor's presence and a new collaborative agreement as a "cover" that enables the department to implement changes previously desired but impossible because of internal resistance or a lack of funding.

CDP activities

1. CDP will develop an implementation schedule for community policing that acknowledges the preparation needed to support community partnerships
2. CDP leadership will commit to treating its staff the same way they expect officers and other staff to treat people.

Supportive activities:

1. Mayor and City Council will commit to financing the changes required by the Consent Decree.
2. City Council members will assist the police in recruiting community partners.

COLLABORATION

Community policing is all about collaborating to develop wellness. All of the members of the community *co-create* the wellness in that community. These efforts deliver improvements in quality of life measures.

Community leaders can serve as a conduit when reaching out to specific communities that may be disengaged or distrusting of the police. Creating a strong social media presence to reach out to as many citizens as possible is useful. If possible, hire a public information officer whose sole task is to relay information to the media and the community. Educating public officials [elected and not] gives them the ability to speak to the community from a place of knowledge and confidence.

CDP will commit to building relationships of trust that are genuinely department-wide. All personnel should receive a periodic, brief course outlining building relationships of trust principles. Newsletters or bulletins should list new partners and describe recent successes. Finally, the command staff should ensure that they – commanders, captains, Lieutenants and sergeants - understand their roles in building relationships of trust.

ALL community policing approaches rely on community members to identify problems in their neighborhoods; they decide, in conjunction with police, which problems should merit a law enforcement response and what that response might entail. This differs from policing at the end of the twentieth century. Particularly the Chief and District Commanders must commit to establishing throughout the Division that a strong relationship with the community is a top priority and that treating every person with respect is key to effective policing.

Every contact — whether just a casual interaction with a person or during a more formal interaction such as a stop and frisk — must be seen as an opportunity to establish a positive relationship with the individual who is stopped. *Every* such contact must be done with respect for that individual and full transparency. When officers are not well trained in how to make these stops properly, or do not follow training protocols, the stop process can become a major community issue, one that is detrimental to establishing strong relationships of trust.

Mediation as a policing tool

After a contentious incident or civilian complaint filed against an officer, mediation is one tool that can be used to foster dialogue between community members and police officials and ensure transparency in the resulting decision making. Mediation has many benefits for police-community relationships, including giving both parties the opportunity to be heard, to understand why particular actions were taken, and to give feedback on how to prevent future conflict.

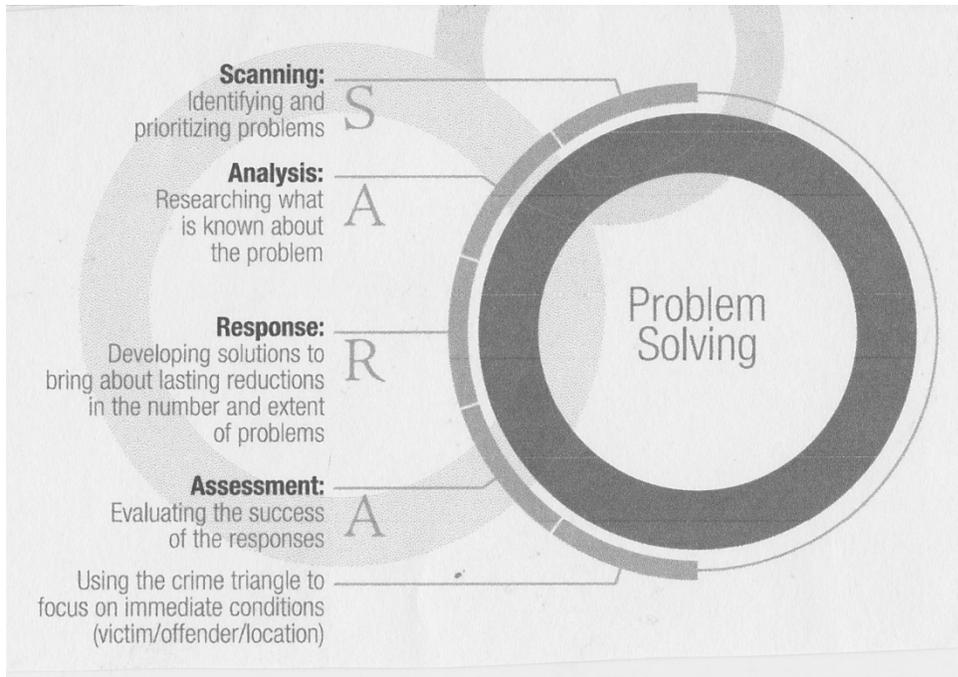
To turn mediation theory into practice, consider hosting community forums that involve neutral facilitation by a mediator when highly charged incidents occur in the community. At the conclusion of mediation, the parties draft a memorandum of understanding that outlines their mutual agreements, including but not limited to formal apologies, follow-up meetings, or policy changes. Police agencies around the country have implemented mediation programs in an effort to ensure more transparent and fair policing. |EXAMPLES FROM San Francisco New York City Seattle| Providing police officers and community members with safe, non-adversarial opportunities to communicate with and learn from one another is essential to preparing a police force to serve a diverse community. Police-community dialogues have been used all over the world as conflict resolution and community trust-building tools.

SOLVING PROBLEMS TOGETHER

Police and people in the community co-create a safe neighborhood. They each use their unique resources to generate the wellness that is Chief Williams' model for success. Reducing the problems that lower the quality of life in the neighborhood is the point of all of this.

SCAN ANALYZE RESPOND ASSESS

The process widely known as SCAN, ANALYZE, RESPOND, AND ASSESS [SARA] is what CDP will use to guide our efforts at co-creating wellness.



Community policing emphasizes preventive problem solving in a systematic and routine fashion.

Scanning: Identifying and prioritizing problems

The objectives of scanning are to identify a basic problem, determine the nature of that problem, determine the scope and seriousness of the

problem, and establish baseline measures. Making an inclusive list of stakeholders for the selected problem happens here. Command Staff share their resources and contacts. Problems can be a type of behavior, a place, a person or persons, a special event or time, or a combination of any of these. The police, with input from the community, should identify and prioritize community concerns.

Analysis: Researching what is known about the problem

With analysis, officers develop an understanding of the problem, see the limits of current responses, and understand the cause and effect. As part of the analysis phase, it is important to find out as much as possible about each aspect of the crime problem by asking who, what, when, where, how, why, and why not about the victim, offender, and crime location.

Response: Developing solutions to bring about lasting reductions in the number and extent of problems

The response should be tailored to the specific problem. The goals of the response can range from either eliminating the problem, reducing the problem, reducing the harm caused by the problem, or improving the quality of community cohesion.

Assessment: Evaluating the success of the responses

Determine if the response strategies were successful. Did the problem decline? Did the response contribute to the decline? This information supports the current effort and gathers data for the future. If the responses implemented are not effective, the information gathered during analysis should be reviewed. New information may have to be collected before new solutions can be developed and tested.

The entire process is circular. Additional scanning, analysis, or responses may be required. Scanning and assessment must include community partners.

Police personnel who believe that the community will not work with the police, regardless, need to be exposed to the community in ways that help them change their minds naturally. They need to participate in meetings with officers who are working the SARA process on a specific problem. They need to accompany patrol officers on community engagement activities. They need to see the process of building trust acted out.

Some CDP personnel may not buy into it — that is, they may not initially believe that it will be effective. Personnel may think that the community at large will not work with police officers no matter what (e.g., personnel believe community members think that working with the police is snitching or will continue to think that the police are just out to arrest them for no good reason, no matter what).

GEOGRAPHY

Community policing and problem-solving efforts are optimized when both officers and community members share a sense of ownership of “their neighborhood”. Success happens when they jointly address problems defined and prioritized at this very local level.

The City of Cleveland has defined 34 neighborhoods. It has 19 City Council Wards and 5 police districts. The metro school district has 107 schools – 68 k-12, and 39 HS – that are neighborhood based. The City has 28 separate Community Development Corporations. The Cleveland area has 1000+ Christian churches, 28 Jewish temples and synagogues, 35 Muslim mosques, and dozens of other, assorted, religious worship centers. Each gang formation in the city has its turf. Shopping and other businesses; grocery stores, food deserts, lead based paint problems, lead poisoning levels in kids, transportation corridors and deserts, private police agencies [e.g., Case, CCF, Metro Health ...] – all of these are some of the geographies that effect the culture and public safety of Cleveland residents, workers and visitors. None of their boundaries line up.

Geographic deployment plans will help enhance customer service. It facilitates more contact between police and citizens, establishing a strong relationship and mutual accountability. *Beat boundaries should correspond to neighborhood boundaries.* Other government services must recognize these boundaries when coordinating government public-service activities.

COPING WITH CONTROVERSIAL EVENTS

In community policing, legitimacy and procedural justice - rather than just the law - create police authority in the eyes of the community.

The Cleveland Division of Police works hard to ensure they handle every situation professionally and with competence. Still, sometimes things go wrong. This is almost inevitable, given the sheer number of incidents and the complexity of the situations in which they intervene. In these situations, the community may be upset over what appears to be police ineffectiveness or incompetence.

It is during contentious situations that community policing and community-oriented problem solving can best serve law enforcement officials. Proactive trust building can benefit law enforcement when contentious incidents occur; opportunities to *reactively* build trust after a contentious incident can be equally impactful to a community.

What do police need to remember after a contentious incident?

That community trust is invaluable. After a contentious incident, lawsuits may be filed against the department, and legal advice may recommend that police refrain from responding to the community.

But the long-standing trust of a community has a higher value than any possible payout for an incident. Law enforcement need to take the initiative to educate the public, not only on crimes that occur, but also on regular police duties and activities. The more the public understands about the role and duties of the police, the more they will trust their words and actions.

How much information should be shared with the community, and when?

All relevant information as soon as possible.

Five days after a police shooting or a death in custody, the Durham Police Department provides a detailed report with information regarding the incident to the city council, which it then also shares with the media and community at large.

Town hall meetings can be an effective tactic to proactively build trust, or to repair community-police relations after a contentious incident. Town hall meetings or discussions with small community groups offer the opportunity for police officials to inform the community about adjustments to policy, practice, or officer training as the result of a contentious encounter. These meetings also give the public an opportunity to vent their frustrations and ask questions. Done correctly, town hall meetings can increase community perceptions of Division accountability and organizational transparency. Community policing strategies serve to benefit officers at all times, and investing time and energy into these strategies helps build the community trust essential to weathering contentious incidents. Officers who make trust building with the community a key priority will have a better understanding of their community's needs and concerns and will be better prepared to handle difficult situations that arise.

The Division can effectively use CPC to educate and inform the community. The Commission can also provide community feedback on the Division's efforts to inform the community.

CDP activities

1. CDP will train *all* staff on SARA.
2. CDP will develop uniform reporting categories for SARA in CAD.
3. CDP will partner with other City departments and neighborhood agencies to assemble data for the Division's asset file.
4. CDP will develop public events to familiarize citizens with SARA and how they will manage this process in the Division.

Supportive activities:

1. Mayor will direct City agencies and departments to coordinate their geographic bounds with the CDP.
2. City Council will provide budget support for the expanded data requirements of community policing, SARA and asset mapping.

ORGANIZATIONAL CHANGES

Community policing is a departure from the traditional, reactive nature of policing and is characterized as a partnership between the police and community stakeholders to prevent crime, identify and arrest offenders, solve neighborhood problems, and improve the quality of life in the community.

Changing the climate and culture means that leadership must model the behavior they expect from



staff; they must treat Division employees the way they expect them to treat civilians, allies, and partners. Command officers must support systematic problem solving. Leaders serve as role models for taking risks and building collaborative relationships. Leaders, therefore, must constantly emphasize and reinforce community policing’s vision, values; in Cleveland, this means *community wellness*. In CDP, it means Division wellness. Police unions and other forms of organized labor must be a part of the process and function as partners in adopting the community policing philosophy.

The *entire* Division is part of the community policing effort. *Everyone* has

something to add. *ALL* personnel must understand their role in creating trust between the community and the Division. Each person must see how they can help this effort in their particular job. Position descriptions for the Division should be revised to embrace this.

All community policing approaches involve *relying on community members* to

- identify problems in their neighborhoods
- decide, in conjunction with police, which problems should merit a law enforcement response
- what that response might entail
- develop responses that involve police, community, and other agencies in problem-solving activities
- assess the effectiveness of the response

Community policing demands building relationships of trust between each of Cleveland’s communities and the Cleveland Division of Police. The Chief and District Commanders must commit to establishing that a strong relationship with the community is a top priority. That treating every person with respect, regardless of ethnicity, gender, or religion, is vital to being effective.

Creating legitimacy and trust between police officers and residents will be challenging at first. CDP and the institution of American policing itself have had a checkered past in the treatment of racial and ethnic minorities. These communities in Cleveland do not have a sense that police officers care about the youth of the community

CDP has to have the necessary human and financial resources to support community policing. This ensures that its problem-solving efforts are strong and that its partnerships are sustained and effective. *City budgets must be realistic* about the needs of community policing: databases, computers, civilian support and adequate funding. Making these changes also involves extensive training in new skills and systems.

Community policing is information-intensive, and technology plays a central role in helping to provide ready access to quality information. Accurate and timely information makes problem-solving efforts more effective and ensures that officers are informed about the crime and community conditions of their beat. To communicate with the public, community policing encourages agencies to develop two-way communication systems through the Internet that allow for online reports, reverse 911 and e-mail alerts, discussion forums, and feedback on interactive applications (e.g., surveys or maps), thereby creating ongoing dialogues and increasing transparency. Community policing encourages agencies to put safeguards in place to ensure that information from various sources is collected in a systematic fashion and entered into central systems that are linked to one another and checked for accuracy. Civilians working with nearby colleges and government agencies can add immeasurably to this.

For residents, community policing means coming to see police officers as allies. It means inviting them into the community in as many ways as possible. This will involve a process that takes time. Commanders and Captains rarely can solve public safety problems alone. They need to develop interactive partnerships with relevant stakeholders. The range of potential partners is large. These partnerships can be used to accomplish the *two goals* of *developing solutions* to problems through collaborative problem solving, and *improving* public trust. Their partners will play a role in prioritizing and addressing public safety problems.

CDP activities

The Division needs to have a written statement reflecting a departmentwide commitment to community policing, and a specific, detailed plan that matches operational activities with available resources and expertise.

1. CDP will develop and publish its 2020-21 plan for instituting community policing in December 2019.
2. Each District Commander will develop and publish its detailed 2019 plan for establishing specific, strategic partnerships in October 2018.
3. Each District Commander will develop a plan for their command staff to widen their network of community contacts, resource agencies and partnerships.
4. Each district Commander will report on the results of their community policing responses and assessments [SARA] in June 2020, for the year ending December 2019.
5. CDP will appropriately revise its posting(s) on its own and the Civil Service Commission page to reflect the changed position descriptions.

Supportive activities:

Several entities must support the CDP efforts to complete its responsibilities here.

1. The Cleveland Police Patrol Association, Fraternal Order of Police, Black Shield, and AFSCME will work cooperatively to incorporate community policing responsibilities into their members' position descriptions. This includes officers and civilians alike.

LEADERSHIP

The Chief must set the tone for the Division. Community wellness starts with him, and wellness in the Cleveland Division of Police. Command staff must set the tone for the rest of the leadership. They set the tone and the pace for change at CDP. This starts by treating each other and the staff the way they expect all staff treat the community – civilians, officers, investigators – everyone in the division.

All personnel need to understand the significance of the contributions that community members make toward their policing objectives. These contributions depend on police agencies earning legitimacy. **All** police personnel should receive training that is filled with the elements of building relationships of trust, and that identifies why building such relationships is essential. **All** personnel in the agency should embrace the objective of earning legitimacy and recognize its importance. This has to come from the Division's leadership.

CDP activities

1. Division leadership will model the way their staff should treat community members in the way they treat staff.
2. Training section staff will invite community members to assist in developing training about building trusting relationships.

Supportive activities:

PERSONNEL

The Chief's vision of wellness in the community as the Division's guiding principle is huge. It starts with him. Getting all of the Division's people invested in this vision is crucial. All of the officers must share in this. All of the civilian employees have a role to play. People are the most important asset CDP has to transform itself for community policing.

CDP needs to make better use of its civilian employees in order to make community policing work. It is an important way to reduce the time officers spend on calls for service. They would follow up on online crime reports. They would direct traffic at construction sites and accident scenes, and take accident police reports for insurance purposes. Another major contribution civilian staff can make is in data management; they can *significantly* improve the data available to officers during the scanning phase of SARA.

CDP can use civilians for each of the following task areas:

- Uniformed first responders to nonviolent calls for service
- Crime scene processors and forensic crime lab employees
- Crime victim service providers in the field
- Analysts, researchers, and planners
- Community liaisons and public information officers
- Command staff and strategic leaders

The Division will use civilians to provide technical skills, such as maintaining and repairing computer networks, hardware, and software; operating computers; programming; and repairing and calibrating technological equipment such as Breathalyzers.

Civilians enable sworn officers to concentrate on a narrower range of functions: community problem solving.

RECRUITMENT

The PSRT plan for recruiting is an excellent start. It targets people with some college education. This is an important beginning. It must expand to include civilians.

STAFFING

CDP must complete a staffing study that includes civilians.

CDP's staffing study must be revised to estimate the quantitative effect of its online reporting system. The study lacks any kind of good data on the effect of its efforts to reduce the time officers spend on calls for service. It means little to say that officers will spend 20% of their time in community engagement if CDP seems to know so little about what officers are actually doing now.

TRAINING

When developing training related to ethnic minority and immigrant communities, The Division will reach out to minority communities, asking members to review available training materials. Not including the community in training programs says to community members that their perspectives are not welcome in formulating how the police conduct their business.

CIVILIAN

Civilian employees of the CDP must also receive training relating to community policing. They need to understand each of the three core practices – procedural justice, unbiased policing and problem solving.

RECRUIT TRAINING

The most effective training for police recruits is that which takes them into a community to receive an orientation to that community, to its residents and business people, to their concerns and issues, and to their perceptions of community threats and problems. Conducting training events in the community—outside the academy—has far more impact than just inviting community members into the academy classroom to make presentations.

FIELD TRAINING FOR PROBATIONARY OFFICERS

Create small SARA projects???

IN-SERVICE TRAINING

Community members will be part of planning the annual training activities for officers as the Division implements community policing.

SUPERVISOR TRAINING

Cleveland Division of Police supervisors need extensive training in modern, positive methods of management.

CDP activities

1. CDP will work with the various police and civilian unions to revise all of its position descriptions to reflect its commitment to community policing, creating effective partnerships and community wellness.
2. CDP will revise its minimum qualification requirement for patrol officers to be an associate degree in a related discipline.
3. CDP will contact training staff at the Cambridge, MA police department to research community-based training sessions.

Supportive activities:

The most important support that CDP needs regarding training is budgetary.

1. Mayor and City Council will work closely with CDP to establish adequate funding sources for the training needs identified by the consent decree process.
- 2.

DISCIPLINE

There is great deal of concern, anxiety, and misinformation related to use of force and, specifically, the corresponding discipline and accountability procedures surrounding the enforcement of the use of force policy. There is also great deal of confusion surrounding what constitutes force, why certain types of force warranted a BlueTeam report (i.e., a report on the use of force entered into the Division's use of force computer database), and the consequences of accumulating BlueTeam reports.

Cleveland's use of the "minimum car plan severely limits opportunities for significant contacts with people in their car zones or districts.

Many officers believe that they understand what de-escalation requires. What is unclear is how various supervisors understand it. Using time as a measure to determine whether an adequate effort at de-escalation has happened is not useful or appropriate. Officers and leadership must discuss how to balance the risk of harm to the public and police and the chances for de-escalation to work in a particular situation. They need to discuss this and come to a mutual understanding of the limits and expectations each has.

The way that accountability measures and discipline are implemented within CDP is a source of great anxiety for almost all of the officers. Discipline seems to be the key management tool used to assess staff performance.

Officers perceive a drastic increase in the volume of discipline being handed down to officers, noting that "discipline reports" have been issued every few weeks where they were previously issued every few months. These reports take the form of Division-wide notices that are circulated and highlighted at roll calls before shifts. They inventory the nature of discipline handed down to Division personnel in the preceding time period. A number of officers find these reports reflect the negativity within the department, by highlighting that more discipline is being issued despite the decrease in the amount of force deployed. It must be noted here that no member of the Monitoring Team can recall seeing this utilized in any other police department that it has run, worked in, worked with, or seen. It has to end.

Officers believe that CDP's administrators are perpetuating a culture of excessive and inconsistent discipline. This is a model for using excessive force *against* officers, who then act in the same punitive way towards people they encounter when responding to calls for service. CDP must issue a moratorium for discipline for all Group I violations for at least 6 months. This should mark a reset on the use of the discipline matrix. Leadership in the Division will take steps to discuss and take responsibility for consistent applications of discipline across car zones, supervisors and districts. All supervisors will receive training on modern, non-punitive management skills.

CDP activities

1. CDP must issue a moratorium for discipline for all Group I violations for at least 6 months.
2. Chief Williams will establish a schedule of discussions among command staff. The purpose of the discussions is to introduce restraint and consistency in the application of discipline.
3. Supervisors will learn new, more modern management methods.

*Supportive activities:***I N F R A S T R U C T U R E**

CDP has to have the extensive human and financial resources to support community policing. This is how to make sure that problem-solving efforts are vigorous. Changing the culture and mission of the entire force must receive the support of the entire city government.

D A T A S Y S T E M S A N D C O M P U T E R S

Community policing is information-intensive, and technology plays a central role in helping to provide ready access. Technical enhancements will assist in two-way communication with citizens; they can aid in developing Division accountability systems. They record performance outcome measures. Modern technology offers enhanced incident reporting, dispatch functions, and communications interoperability

A S S E T M A P P I N G

Asset maps and the data used in these maps should be shared with community members to generate feedback or spark dialogue. Asset mapping is an ongoing process, so keeping these maps current relies on continued public engagement. Engagement is necessary for information dissemination, data collection, and sustainability, as well the identification of local leaders, organizations, and institutions that have been lost, have changed, or have emerged.

CDP activities

1. CDP will look for appropriate software for online reporting of minor crimes. If needed, they will issue an RFQ for a firm to find or develop such software. Once done they will acquire and install the system.
2. The Division will train staff on the system and organize the people who will follow up on the online reports.
3. CDP will announce the new system to the public, conduct neighborhood meetings about the system.
4. CDP will ask local colleges for assistance in developing and maintaining asset reference material for each district.

Supportive activities:

1. Mayor and City Council will budget adequate funds to support the new system and process.

2. Mayor will direct all City departments to participate in the asset mapping process.

EQUIPMENT AND RESOURCES

Cleveland’s Division of Police has yet to complete an adequate inventory of its equipment and resources. As a result, its plans are similarly inadequate. The Division must get a handle on its assets. It must assess what its officers and civilians need to fully incorporate problem-solving partnerships into their delivery of police services to the city. If necessary, they should issue an RFQ and engage outside expertise to develop a reasonable inventory and plan.

A major factor in the Division’s frustration in its efforts is its exposure to the vagaries of the City’s budget process. As stated elsewhere, this reorganization process is expensive and can only succeed with adequate support for training and new data systems. These are expensive and crucial.

CDP activities

1. CDP will compile a complete inventory of its equipment.
2. The Division will develop a plan - with a timeline and budget - for upgrading its inventory.

Supportive activities:

1. Mayor and City Council will budget sufficient funds to bring the CDP fleet of vehicles to a safe level by the end of 2019.
2. Mayor and City Council will budget sufficient funds to have computers in all zone cars by the end of 2019.

MEASURING SUCCESS

“The Decree will only terminate after the City can demonstrate to a federal judge sustained and substantial compliance with its terms – and there are certain specific metrics set forth for that,” said US Attorney Steven M. Dettelbach, of the Northern District of Ohio.

Holding the Chief accountable to the community for *wellness*.

<<<

Annual or semi-annual meetings? Conferences? Surveys? Grades from community?

Social media: FB, YT, twitter

GENERAL

Community policing calls for broadening police outcome measures to include such things as

- greater community satisfaction
- less fear of crime
- reducing problems
- improvements in quality of life measures

The Cleveland Division of Police must strive to obtain a candid assessment of where they stand. Trust and legitimacy indicators include [1] The volume of tips, leads, and other information provided by community members—a high frequency of voluntary community calls to police agencies, particularly regarding crimes and community threats, indicates a high degree of trust [2] The degree to which neighborhood leaders (religious, civic, business, etc.) keep in touch with police leadership and [3] The rapport that a particular district or bureau enjoys within a given neighborhood among ordinary citizens.

Legitimacy cannot simply be numerically ascertained. The Cleveland Community Police Commission [CPC] will work to measure the unique perceptions of discrete groups or minority populations in the City. Their tool will measure –

- reputation
- perception in the community
- quality (and availability) of policies
- adherence to those policies

This effort will include a survey of public perceptions *and* a survey of police officer attitudes. This effort will be made annually. The results and management responses will be posted.

The Division will also approach one or more of our local universities or colleges, criminal justice programs or law school faculties, asking for a group of senior graduate students to undertake the review with the guidance of a faculty member.

Assessing legitimacy in the field requires police personnel with strong observational and social skills to make a final determination as to the degree of trust that exists between police agencies and the community. Annually, CDP will solicit opinions from all of its staff about changes in the level of trust they perceive,

The Division will also make use of social media platforms such as Facebook and Twitter; social media will provide rapid feedback on immediate neighborhood and city-wide issues. These annual assessments will keep CDP able to flag issues before they escalate into large-scale problems.

Annually, the communities in the City will evaluate the Chief's and Commanders' effectiveness. CPC will develop a process to gather evaluative opinions and assessments from the public.

THE CHIEF

CDP activities

1. DCAC will assemble and summarize info about tips and leads provided to the Division from the public, and about the frequency of contacts from community leaders.
2. CDP will develop social media platforms to measure short-term community responses to specific events and questions.
3. The Division will solicit assistance in developing a community survey of attitudes toward police performance each year.

Supportive activities:

1. CPC will develop a tool that can assess the level of satisfaction in the various communities in Cleveland.
2. Annually, the community will rate the Chief's success. CPC will develop a method for creating this rating.

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APPENDIX I – CDP ACTION STEPS

This appendix summarizes the activities required of CDP in adopting community oriented policing policies and practices.

CDP WILL TAKE STEPS TO AFFIRM ITS COMMITMENT TO COMMUNITY POLICING AND TO ACKNOWLEDGE THE HISTORY THAT BROUGHT US THE CONSENT DECREE.

SPECIFICALLY -

1. The Chief will issue a statement acknowledging that a pattern and practice of excessive use of force and biased policing have existed, and committing himself to changing that pattern. He will acknowledge that changing to the community policing model of service reflects the need for a new relationship with the whole community.
2. Each District Commander will issue a similar statement, citing specific events in their district. Each of them will commit themselves to a public process that will resolve some of the widespread distrust in their District.
3. Each District Commander will convene a series of reconciliation meetings in their districts; these meetings will itemize community concerns that will be addressed as part of the community policing process going forward.

CDP WILL MAKE A COMPREHENSIVE COMMITMENT TO COMMUNITY POLICING.

1. The Division needs to have a written statement reflecting a departmentwide commitment to community policing, and a plan that matches operational activities with available resources and expertise.
2. CDP will develop and publish its 2019-20 plan for instituting community policing in November 2018.
3. Each District Commander will develop and publish its detailed 2018-19 plan for establishing specific, strategic partnerships in October 2018.
4. Each district Commander will report on the results of their community policing responses and assessments [SARA] in June 2019, for the year ending December 2018.

CDP ACTIVITIES TO DEVELOP YOUTH DIALOGUE PROGRAMS:

1. District Commanders will initiate contacts with school leaders, Rec center staff, local businesses, community centers and parent groups in their districts to collect recommendations about good organizers and facilitators for police-youth dialogues in their districts.
2. Command staff in each district will identify patrol officers as likely participants in police-youth dialogues.
3. Command staff will identify potential locations for their district's police-youth dialogues.
4. District Commanders will convene organizing meetings with interested parties to initiate these dialogues and make sure the process continues.
5. Each district will convene at least one series of police-youth dialogues by June 2019.

CDP WILL MAKE A COMMITMENT TO WELLNESS INSIDE THE DIVISION.

1. CDP will provide officers with annual fitness evaluations.
2. CDP leadership will initiate discussions about trauma as a shared experience of police and community alike.

3. CDP will establish a moratorium on Group I violations until supervisors have training in modern, constructive management methods.

IMPLEMENTING COMMUNITY POLICING

1. CDP will develop an implementation schedule for community policing that acknowledges the preparation needed to support community partnerships
2. CDP leadership will commit to treating its staff the same way they expect officers and other staff to treat people.

CDP WILL DISCUSS AND TRAIN ALL OF ITS STAFF ON COLLABORATION METHODS.

1. CDP will train *all* staff on SARA.
2. CDP will develop uniform reporting categories for SARA in CAD.
3. CDP will partner with other City departments and neighborhood agencies to assemble data for the Division's asset map.

CDP WILL REVISE ITS INTERNAL PERSONNEL POLICIES AND PRACTICES

1. CDP will work with the various police and civilian unions to revise *all* of its position descriptions to reflect its commitment to community policing and community wellness.
2. CDP will revise its minimum qualification requirement for patrol officers to be an associate degree in a related discipline.
3. CDP will contact training staff at the Cambridge, MA police department to research community-based training sessions.
4. CDP must issue a moratorium for discipline for all Group I violations for at least 6 months.
5. Chief Williams will establish a schedule of discussions among command staff. The purpose of the discussions is to introduce restraint in the application of discipline, and consistency in the same.
6. Supervisors will learn newer, *more coach-like [???*] methods.
- 7.

CDP WILL PROVIDE ADEQUATE DATA SYSTEMS TO SUPPORT COMMUNITY POLICING.

1. CDP will look for appropriate software for online reporting of minor crimes. If needed they will issue an RFQ for a firm to find or develop such software. Once done they will acquire and install the system.
2. The Division will train staff on the system and organize the people who will follow up on the online reports.
3. They will announce the new system to the public, conduct neighborhood meetings about the system.
4. CDP will ask local colleges for assistance in developing and maintaining asset maps for each district.

CDP WILL PROVIDE ADEQUATE EQUIPMENT FOR OFFICERS TO DO THEIR WORK EFFECTIVELY.

1. CDP will compile a complete inventory of its equipment.
2. The Division will develop a plan with a timeline and budget for upgrading its vehicle inventory.
3. The Division will develop a plan with a timeline, responsible parties, and a budget for completing and upgrading the rest of its inventory – weapons, other equipment, computers, software, ...

CDP WILL DEVELOP MULTIPLE TOOLS TO ASSESS ITS SUCCESS; IT WILL ALSO DEVELOP TOOL(S) FOR THE COMMUNITY TO MEASURE THE CHIEF'S SUCCESS.

1. DCAC will assemble and summarize info about tips and leads provided to the Division from the public, and about the frequency of contacts from community leaders.
2. CDP will develop social media platforms to measure short-term community responses to specific events and questions.
3. The Division will solicit assistance in developing a community survey of attitudes toward police performance each year.

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APPENDIX II – OTHER PARTIES’ SUPPORTIVE ACTIVITIES

This appendix summarizes the activities that other agencies and actors need to accomplish to support community policing in Cleveland.

TRUTH AND RECONCILIATION

1. City Council will adopt resolution[s]
 - a. acknowledging the past problem of unconstitutional policing,
 - b. adopting the model of community wellness as its own, and
 - c. committing to support the necessary training efforts needed to accomplish the community policing model.
2. The Mayor and Safety Director will issue a joint statement, acknowledging the recent history of unconstitutional policing in Cleveland. The statement will include descriptions of such policing.
3. Council members will commit to a regular schedule of some sort of attendance at their ward’s district policing committees.

OFFICER WELLNESS AND RESILIENCE

1. Mayor and City Council will provide sufficient budget for all activities promoting officer wellness.

IMPLEMENTING COMMUNITY POLICING

1. Mayor and City Council will commit to financing the changes required by the Consent Decree.
2. City Council members will assist the police in recruiting community partners.

COLLABORATION

1. Mayor will direct City agencies and departments to coordinate their geographic bounds with the CDP.
2. City Council will provide budget support for the expanded data requirements of community policing, SARA and asset mapping.

ORGANIZATIONAL CHANGES

1. The Cleveland Police Patrol Association, Fraternal Order of Police, Black Shield, and AFSCME will work cooperatively to incorporate community policing responsibilities into their members’ position descriptions. This includes officers and civilians alike.

TRAINING

1. Mayor and City Council will work closely with CDP to establish adequate funding sources for the training needs identified by the consent decree process.

INFRASTRUCTURE

1. Mayor and City Council will budget adequate funds to support the new system and process.
2. Mayor will direct all City departments to participate in the asset mapping process.
3. Mayor and City Council will budget sufficient funds to bring the CDP fleet of vehicles to a safe level by the end of 2019.
4. Mayor and City Council will budget sufficient funds to have computers in all zone cars by the end of 2019.

MEASURING SUCCESS

1. CPC will develop a tool that can assess the level of satisfaction in the various communities in Cleveland.
2. Annually, the community will rate the Chief's success. CPC will develop a method for creating this rating.

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APPENDIX III – RESOURCES

Department of Justice, Community Oriented Policing Services (COPS) web site: <https://cops.usdoj.gov/>

1. Community Policing Defined, cops-157 publication
2. Racial Reconciliation and Truth Telling, cops-p241
3. Implementing CPOP, cops-p249
4. Using Civilian Employees Better, cops-p290
5. Police Youth Dialogues Kit, cops-p321
6. Increase Cultural Understanding, cops-p344
7. Officer Safety and Wellness, cops-p362
8. Steps to Implementation, cops-p0729
9. Standards for Internal Affairs, cops-p164
10. Internal Affairs – Building Trust, cops-p170
11. Using SARA, cops-p323

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