

**Collaborative Agreement Problem Solving Annual Report:  
Community Problem Oriented Policing**

**August, 2003**

Submitted By:  
American Civil Liberties Union  
Fraternal Order of Police  
The City of Cincinnati

**Problem Solving Annual Report  
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August 5, 2003

Letter to Our Citizens:

We are pleased to present the first annual report describing the current status of problem solving throughout the Cincinnati Police Department. In accordance with the Collaborative Agreement, the report details current action, as well as, chronicles the Collaborative Partners' efforts to improve problem solving techniques that address crime and disorder at the neighborhood level ensuring safety for all citizens.

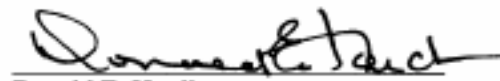
In addition, this report highlights the development and implementation of Community Problem Oriented Policing (CPOP). CPOP is a methodology designed to solve community problems as determined by problem solving teams. The teams unite community, city and private resources in a comprehensive manner positively impacting the delivery of services designed to resolve the matter at hand.

Reflecting back on the accomplishments of the past year, it is clear that the dedication of both our citizens and police has the potential to make Cincinnati a model in police-community relations. This partnership will lead to a future where all citizens can be assured that police in collaboration with community stakeholders are diligently working to enhance the quality of life for all citizens.

Sincerely,

  
Valerie A. Lemmie, City Manager

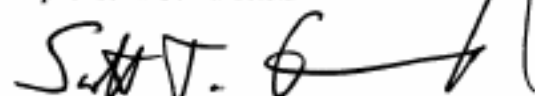
  
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## **I. INTRODUCTION**

On April 11, 2002, the City of Cincinnati, a class of citizens represented by the Cincinnati Black United Front and the American Civil Liberties Union of Ohio Foundation, Inc., and the Fraternal Order of Police entered into a Collaborative Agreement. The purpose of the Agreement is to resolve conflict, to improve community-police relations, to reduce crime and disorder, to resolve litigation claims, to implement the consensus goals, and to foster an atmosphere of mutual respect and trust among community members, including the police.

The Agreement requires the Parties to the agreement (the Partners) to develop an annual problem solving report describing the current status and future initiatives of problem solving throughout the Cincinnati Police Department (CPD) and each Partner's role in Community Problem Oriented Policing (CPOP). CPOP is a philosophy and methodology designed to identify and analyze community problems and to develop effective responses through partnerships between City employees and Cincinnati residents by utilizing the SARA Problem Solving Method.

This report will highlight the joint efforts of the Partners in developing and implementing CPOP and describe some of CPD's problem solving initiatives with other community stakeholders.

## **II. PARTNERS COLLABORATIVE EFFORTS**

The Parties have worked steadily since the agreement's approval on August 5, 2002 to engage the community in a comprehensive implementation of Community Problem Oriented Policing (CPOP). It was realized soon after the agreement was approved that the initial plan set out as A-1 to the Collaborative Agreement was too narrow and too dependent on volunteers to implement community wide problem solving with the police on any consistent basis. The parties therefore negotiated an amended Community Partnering Plan, which was filed with the Court and effective on January 9, 2003 (See Appendix A). This plan included the establishment of a Community Police Partnering Center. The Center's Articles of Incorporation and Code of Regulations were attached to the amended Partnering Plan.

The Collaborative Partners continue to refine a process of identifying and addressing problems and community concerns in an effort to improve the quality of life and safety of citizens. The foundation of this process is to engage community, governmental, and non-governmental entities in a broad search for solutions based on analysis of information that blocks opportunities to commit crime and disorder. The partnership has resulted in the establishment of the Partnering Center, adoption of the City's Action Plan, training, and a pilot effort to implement CPOP problem solving groups.

### **Partnering Center**

The Center is designed as a nonprofit organization with voting and nonvoting representatives of the community and the Collaborative Partners that will implement problem solving in partnership with CPD throughout the Cincinnati community. A formal process was implemented to select a host for the Partnering Center. Several candidate organizations responded to a Request for Proposal and the Urban League of Cincinnati was selected as host through that process. The idea of hosting the Center at an established organization was pursued in order to connect this new organization that has such a broad mandate and large budget to an established organization with a proven track record of service delivery and fiscal responsibility. While implementing the Amended Partnering Plan was delayed by debates about the role of the Center and by the decision of the Black United Front to resign as class representatives, fundraising did proceed. Pledges for funding were secured that would support an annual budget of approximately \$1,000,000 to fund a professional staff through the five year life of the Collaborative Agreement.

The Partnering Center will also assume responsibility for problem solving tasks initiated by Cincinnati CAN and work in partnership with the City on problem solving efforts. Cincinnati CAN has piloted problem-solving efforts in the community since the summer of 2001. This work has proceeded in six neighborhoods and has been coordinated with the CPD. Valuable lessons have been learned from this effort that will assist the Partners as CPOP is implemented.

The Partnering Center's Board has met three times since the inception of the agreement. The plaintiffs and the Fraternal Order of Police have spent a considerable amount of additional time that is not detailed in this report to ensure that the preliminary planning and implementation efforts required to establish the Partnering Center were accomplished. The Partners are finishing negotiations for the establishment of the Friends of the Collaborative as a group that will assist in spreading CPOP city-wide and implementing in part on-going community dialogue and

interactions. (See Appendix B.) Task Forces have been established by the Board to expedite the start of Center operations. The City has decided to take a nonvoting seat on the Center's Board.

The Center Board has formed an Executive Director Search Committee, a search firm has been retained and a search process is underway. It is hoped that the Board will hire an Executive Director by the end of September 2003. An interim Project Manager has been retained to guide the Center through the start up period until an executive director is hired. The Cincinnati CAN staff members who worked on problem solving in the six pilot neighborhoods have also been retained as consultants to the Center for interim operations.

### **City of Cincinnati CPOP Action Plan**

The City's CPOP Action Plan, which was agreed to by the Collaborative Partners on June 17, 2003, explains the problem solving process, how problems are identified and how problems are addressed through the coordinated work of the City and the Community Police Partnering Center through the establishment of CPOP Teams. The Plan provides in part, as follows:

CPOP teams are formed to address specific problems. It is important to recognize that problems are defined as two or more incidents of a similar nature which cause or contribute to circumstances and those circumstances – the resulting crime, disorder, fear of crime, blight, etc. - cause or are capable of causing harm. The City will continue to address all calls for service in an effective and timely manner. Most calls for service can be handles by City resources that are regularly deployed and available, without the need for forming a CPOP Team.

The problem solving process is activated when a **pattern of incidents** – a **problem**, which could be effectively addressed by coordinating resources and using SARA is identified by community members, city staff and/or the Community Partnering Center.

The SARA Model, foundation for the implementation of CPOP, is a group problem solving process involving the following sequential activities:

- First, the problem must be carefully scanned and defined. (Scan)
- Second, community input and collected data needs to be analyzed. (Analysis)
- Third, a response to the problem must be chosen after a range of options is explored. (Response)
- Fourth, the problem-solving effort must be assessed or evaluated. (Assessment)

If the problem has been successfully addressed, the group can celebrate its achievement. If the problem has not been successfully addressed, then more work needs to be done, including a re-analysis of the problem or a search for an alternative solution.

When a problem is identified, the Police Department and the Community Partnering Center will assign a staff person to work with the community to form a CPOP Team and begin the problem solving process. The CPOP team will consist of community stakeholders, city staff, and staff from the Partnering Center. Every opportunity for community involvement will be explored since community participation is critical to successful neighborhood problem solving. The staff person assigned from the CPD, referred to as the Problem Coordinator, will assist the Partnering Center staff in organizing and training the community members and will obtain the appropriate

and available City resources that may be identified as necessary by the problem solving group. The staff person assigned from the Community Police Partnering Center, referred to as an Outreach Worker, will also assist in organizing and training community members and will help those members access their own talents and skills, as well as, those available from nongovernmental agencies.

### **SARA Training for City Staff and the Community**

The commitment to the CPOP methodology and its adoption by all personnel is one of the Department's priorities. Enhanced development of police personnel was necessary in the SARA problem solving process. Understanding the SARA problem solving process is the principle tool for community problem solving and is key to the implementation of CPOP, SARA training was given to Neighborhood Sergeants and Neighborhood Officers during April and May of 2003. In short, the training provided knowledge necessary to engage neighborhood residents in a discussion to better understand SARA and how the process can be used in their community.

Initially, the six pilot neighborhoods, Madisonville, Evanston, Walnut Hills, Over-the-Rhine, Avondale and the West End received SARA training taught by several trained police officers. These neighborhoods have formed active CPOP teams. To date an additional eight neighborhoods have completed the training. The partners are engaged in an effort to expand SARA training to all 52 communities. The Community Police Partnering Center will be critical to the success of this effort.

### **Pilot Problem Solving Efforts**

Commencing in 2001, Cincinnati CAN initiated several problem-solving teams in selected neighborhoods. The experience of these teams will help the Collaborative Parties expand problem solving in Cincinnati. Future problem solving efforts will be staffed by the City and the Center and utilize problem tracking software that will soon be piloted by these groups.

**Evanston CPOP Team** members have chosen to tackle youth loitering and drug sales on certain streets as their two areas of focus. The Evanston Team did a thorough job of analysis using the SARA model by keeping a log of drug and loitering-related activity in their primary target areas as well around the area known as "Five Points Corner," which is Evanston's town center. The team includes a local Pastor who is a reformed felon and a Youth Outreach Worker. Having been on both sides of the law, he is able to speak from first-hand experience when he interacts with young people.

*"Having this Youth Outreach Worker definitely has a positive impact on the team," says CPOP Team member Jeanine Byrd-Reynolds. "He is having direct contact and communication with youth that were previously part of the problem, and bringing them into being part of the solution. He is able to mentor them and help them start thinking about what they want to do with their lives instead of being involved in criminal activity."*

Recently, the team approached two neighborhood markets to develop a partnership to reduce loitering and drug activity on and around their store property. The team has provided these storeowners with a list of merchandise that caters to individuals engaged in drug activity and asked them to discontinue selling these items. The team sought and received the support of the Evanston Community Council and a prominent neighborhood church for this initiative. The

initiative is modeled after City Councilmember David Pepper's "Good Neighbor Seal of Approval" program. Team members also met recently with Mr. Pepper to discuss Evanston's desire to be the pilot community for this project.

**The OTR CPOP Team** scanned their community concerns and has identified drugs, loitering, violence at several intersections and youth loitering at a gas station as its priorities. The team selected youth loitering as its first activity to be able to work the process freely and "cut their teeth" on something that will be a learning experience for the team. The team consists of about 24 stakeholders, including OTR residents, downtown residents, ministers and members of local churches, individuals from community organizations, and the three neighborhood officers.

The team is socially, financially and racially mixed with representation from homeowners and renters. This diverse group uses their life experiences to think outside the box when addressing the issues and sharing viewpoints. The experience of the meetings is very enlightening for all.

In addressing the youth loitering issue at the gas station, the team developed a positive working relationship with the owner. The team and the owner started a car wash on the lot, which operates every Friday for the benefit of the children themselves. Car washes are \$5.00 of which \$3.00 goes to a fund for the youth. Tips and donations are also collected and the youth are given an allowance for working the car wash. The youth view this opportunity as a much coveted job and come to work diligently every week.

The team plans to follow-up with the youth after the project concludes. There will be a celebration at the end summer to send the young people back to school with special gifts. One Team member stated, *"The kids, officers and adults are interacting during the car wash regarding behavior, language, teamwork, and respect. I think we have been successful in being able to interact with some kids and share on a positive level. This lets them know they have value."*

**The West End CPOP Team** has recently formed and meets twice each month. The team of 14 members consists of residents, homeowners, business owners, parishioners, a youth minister, representatives from community organizations and district one police officers.

In scanning the community, the group identified drugs, loitering, litter and unsupervised youths as its priorities. Unsupervised youth tend to create disturbances and litter, which affects the quality of life in the neighborhood. The team is in the process of identifying what services and activities are available for unsupervised youths.

**Walnut Hills CPOP Team** has chosen to tackle drug dealing in certain locations as their first area of focus. One notable success for the Walnut Hills Team was their lobbying work and testimony at a Cincinnati City Council meeting. Such involvement, led the City Council to object to the renewal of a local storeowner's liquor license. According to Police records, there had been 956 calls for service within 500 feet of this store over the past year. Since the City filed their objection to this liquor license, monthly calls for service have been reduced significantly. The Walnut Hills Team will continue to object to this permit when it goes before the State Liquor Control Board.



Additionally, the team formed the Neighborhood Beautification Committee which focused on flower planting and clean-up activities. The goal of this effort is to create a cluster of beautification along the main business corridor that will result in a business area that is safer, cleaner and more inviting to visitors. The committee plans to continue these clean-up projects by utilizing neighborhood youth and with funding assistance from City's Safe & Clean Neighborhood Fund.

*“By giving the target area a facelift, enhancing its beauty with flower pots and flower beds, litter is decreasing”* said Beautification Committee Coordinator Nancy Colucci. *“The drug dealers now know that the community cares about these areas, we are very visible when we water the current pots and beds and do additional clean-up efforts. We’ve sent a message to the drug dealers that they do not own these areas and their numbers have been reduced as a result.”*

**The Avondale CPOP Team**, as one of the newer neighborhood teams, has established their priority as the problem of loitering and drug dealing at and around a neighborhood convenience store. Police officers have provided the team with calls for service data. Representatives of the team have met with the storeowner to create an amicable relationship and to identify ways to work together to address these problems.

Additionally, the team has contacted the City's Recreation Commission to offer their help in addressing vandalism and youth climbing over a pool fence to swim unsupervised at night. In response to the concerns raised by the neighborhood residents, some research was performed and it was learned that this was the only pool in Avondale and it was closing early. As a result, the circumstances have improved and the plans to close this City pool early have been changed.

The team has the participation of several young people. One young man on the team is a former drug-dealer who has since graduated from a church-based program called the “45 Days Urban Basic Training.” Because of his past experience on the streets, he is able to reach out to other young people and encourage them to turn their life around.

The team is also working with neighborhood police officers on plans to hold a midnight basketball league this fall. The Hirsch Recreation Center and the Boys and Girls Club of Greater Cincinnati have agreed to participate. The team's role will be outreach, advertising the event, acting as adult supervisors/coaches and helping to solicit funding for this project.

The community stakeholders on the **Madisonville CPOP Team** have taken ownership of the team and are addressing neighborhood issues. The team of approximately 15 stakeholders, with diverse backgrounds and interests, meets every other week. The first activity involved interacting and communicating with the individuals who “hang out” at the intersection of Bramble and Whetzel. The team conducted interviews with residents and those who “hang out” to understand and assess community perceptions and perspectives. Following the survey, the team coordinated and hosted a Black Family Day with the goal to increase interaction and communication between youth and adults. As a result, a team member said she was no longer afraid of the young men on the corner as she was prior to meeting and talking with them.

The team is also focusing on the beautification of the Bramble and Whetzel intersection where there is loitering, litter and drug activity. Their goal is to clean up the area and involve local

businesses enhancing a sense of pride in the area by improving the visual appearance of some establishments. As a result, flowers have been planted in large pots and a partnership with a local artist has been established to have kids paint trashcans.

### **III. CINCINNATI POLICE DEPARTMENT AND ITS RECENT INITIATIVES**

#### **A. Description of the Cincinnati Police Department**

The Cincinnati Police Department is a 1,304-member organization that has a history of community involvement in creating a safe environment for those who live, work and play in Cincinnati. This organization managed by the Chief of police is divided into four bureaus (See Appendix C).

The CPD's mission is:

*“To work in partnership with the citizens of the community to provide a safe environment where their life may be improved through the delivery of fair and impartial police services. “*

Over the past decades, CPD has implemented several police-community partnership initiatives focused on safety awareness, crime prevention, protection of life and property, suppression of criminal activity and other neighborhood safety related concerns. Many of the partnerships evolved from the COP philosophy adopted in 1990. The philosophy, adopted to combat drugs and violence in Cincinnati's neighborhoods, resulted in teams consisting of police officers, other city department representatives, social service contacts and community members. Each of the City's 52 neighborhoods has a Neighborhood Officer who attends community meetings, meets with residents and merchants, collaborate with citizens and designs and implements neighborhood strategies. Strategies run the gamut from the removal of abandoned automobiles, to presenting crime prevention measures, to officers teaching karate to neighborhood children, to working with the National Conference for Community Justice for the Annual Police Youth Live-In, a camp for inner city youth. Citizens are also given the opportunity to take part in the review process for the assignment of neighborhood officers.

The adoption of the COP philosophy resulted in the development of several other initiatives such as:

- Volunteer Surveillance Team, where citizens provide additional crime surveillance operations,
- Citizens and Student Police Academy designed to provide insight into the daily workings of the CPD and its officers through classroom instruction and demonstrations. The goal is to improve the overall working relationship of citizens and officers and to form partnerships.
- Citizens on Patrol, whereby citizens take an active role in patrolling their neighborhoods in partnership with the police.

As previously described, CPD is in the process of transitioning from COP to Community Problem Oriented Policing. Prior to the development of CPOP, the Cincinnati Police Department

identified problem solving as a key to enhancing the quality of life for Cincinnati. In the fall of 1993 through February 1994, all CPD personnel received eight hours of police problem solving training using the SARA model as the process for community problem solving. This method was also used during Critical Incident Training for all Sergeants and Lieutenants. In 1998, Police Officers and Police Specialists received an overview of community oriented policing that examined successes of community oriented policing. This overview provided information as to how the neighborhood officers could assist in finding solutions to problems. In 2000, CPD adopted a strategic plan that embraces community problem-oriented policing to increase the police, City, and community effectiveness in preventing and solving crime, reducing disorder, improving quality of life and restoring functional neighborhoods. The training along with the strategic plan provided a solid foundation for a focused and comprehensive commitment to community problem oriented policing. Completing this full transition will result in the Police Department working in partnership with the community and other city agencies to address chronic problems in a way that will increase community safety while improving police-community relations.

There are three factors that distinguish CPOP from COP. The factors are:

- CPOP adds a commitment to community asset based solutions and to accessing diverse private community resources for local problem solving.
- CPOP calls for the participation and cooperation from all city agencies. CPD has solicited and confirmed the commitment of participation from the Departments of Buildings and Inspections, Community Development and Planning, Public Services and Health. In the near future, this involvement will be extended to other city agencies including Fire, Cincinnati Water Works and the Metropolitan Sewer District.
- CPOP calls for the District Commanders to be responsible for the implementation of a district plan utilizing problem solving and quarterly reports. The quarterly reports will include specific problems addressed, steps taken toward resolution of obstacles encountered, future improvement recommendations and documentation of results.

All of the problem solving efforts will be entered into a Problem Solving Database developed by CPD and the Regional Computer Center. This database will generate a unique identifier that will be used on all information pertaining to the specific incident and will be used to retrieve data in an archive format. This database, to be launched in August 2003, is a part of the City's CPOP web site and will be accessible by the general public. The pilot CPOP web site also provides links to Police Executive Research Forum's Problem Oriented Policing Network. This Network is an existing and regularly updated database of national best practices in community problem solving. Planned partnerships with libraries, universities, recreation centers, community council offices, police substations and others will be pursued to make access to the web site readily available to community members and interested parties.

## **B. CPD's Other Recent Initiatives**

### **CinSite**

In 1998, the CPD implemented a data tracking system for community violence, drug complaints, Part One crimes and community disorder. The incidences, tracked over a 12-month period, are inputted into the database monthly. This system allows for the identification of "Hot Spots." "Hot Spots" are census tracts that rank the highest in occurrences of the above-cited factors. The identification and narrowing of problem spots allow district commanders to focus problem solving analysis and resources on those areas. Each month the district commanders must determine the driving force behind the area developing into a "Hot Spot" and what approach will be used to respond to the issue or problem. Strategies used includes increasing the number of walking beats in a neighborhood, meeting with community councils to address specific problems, working with landlords to evict persons convicted of drug dealing, installing video cameras, removing junk vehicles and cleaning the streets.

### **Community Response Teams**

In the spring of 2003, the Investigation Bureau organized teams of uniformed and undercover personnel for two-day deployments in selected neighborhoods. The goal of the operation was to impact the neighborhood through enforcement, visibility and community interaction. Each team was assigned to address specific problems such as drug dealing, prostitution and violent criminal activity. Neighborhoods were selected by reviewing citizens' complaints of criminal activity, crime analysis information and by input received from police commanders and officers.

Prior to deployment, meetings with community representatives are held to obtain specific information of criminal activity. This information is then documented and analyzed. The involvement of community members has increased with each successful operation. Coordination with outside agencies, such as parole, probation and the courts has provided the assurance that priority will be given to the analysis of contraband and coordination of court case presentations. Thus far, the six Community Response Teams have affected 895 total arrests with significant seizures of contraband, firearms and currency.

### **Code Enforcement Response Team**

The Code Enforcement Response Team (CERT) was developed to quickly respond to community concerns involving multiple City Departments such as, Buildings and Inspection, Health, Fire, Police, Sanitation and Law. The team, whose primary focus is to rid the neighborhood of the blight quickly, investigates numerous properties and property owners and takes appropriate enforcement action on observed violations.

The role of the police department is to bring referrals to the team from officers in the field or complaints that may be referred to neighborhood officers from community members. Officers from the Districts, Vice and Street Corner have gone through training offered by CERT to educate them on utilizing the code enforcement process to refer problems they encounter during their tour of duty. If an officer responds to a domestic violence run and observes that the home or apartment is extremely filthy and bug infested, has structural problems or presents a fire hazard, the problems can be referred to CERT for review. The team may choose to handle the problem within the individual department (i.e. B&I, Fire or Health) or handle it as a CERT case.

For example, the Street Corner Unit made a referral after serving a drug search warrant on a property and discovered numerous code issues. The officers saw holes in the walls and an overloaded electrical system and an open pit in the basement due to an attempt to repair a sewer pipe. The exterior of the property also had structural problems, as well as, high weeds and a large amount of trash left unattended which was drawing rodents to the home. CERT served an administrative search warrant on the home and documented the code violations. Orders were issued to the owner to vacate the property and address the code violations. The owner will be taken to the Housing Court and the judge will issue court orders to make the necessary repairs, if the violations are not corrected in a timely manner.

### **Drug House Task Force**

In response to community complaints regarding the use of rental properties for drug dealing, the Police Department's Street Corner Unit developed and coordinates the Drug House Task Force. Street Corner works in partnership with the Greater Cincinnati/Northern Kentucky Apartment Association, realtor groups and local property owners. Property owners are notified when evidence of felony drug activity has occurred on their property and are informed of their responsibility to ensure that criminal conduct is not allowed to continue. The owners are also given contact information for evictions. In September 2003, Street Corner will host an informational class for rental property owners. During the first six months of 2003, 30 notification letters were sent to property owners, which resulted in 21 evictions with 9 pending evictions.

### **Operation Litterbug Raid**

The CPD has facilitated the implementation of the "Operation Litterbug Raid" pilot program. This program involves concentrated police enforcement of City Council's "No Tolerance" Policy on all observed litter violations. Those who are not able to pay the litter fine can participate in a litter pick-up coordinated through the Hamilton County Probation Program and the Department of Public Services.

Councilmember John Cranley initiated this program after he received numerous complaints from the communities about the excessive litter. Police Department representatives meet with community leaders to determine which neighborhoods are most affected by litter and formulate a response to the problem. Main thoroughfares in each community were selected and new warning signs were posted notifying the citizens of new fines for littering. In addition, neighborhood officers arrange for junk vehicles to be towed and for probationers to pick up litter.

## **C. Involvement with Other Community Stakeholders' Initiatives**

### **Cincinnati Human Relations Commission**

The Cincinnati Human Relations Commission (CHRC) is a contract agency with the City of Cincinnati to investigate and monitor quality of life issues. The CHRC has focused greatly on improving community-police relations through programs and activities that maximize non-aggressive, positive interaction between residents and police. The primary focus of each program and activity is to promote residents and police working together to build a safe and just community for all.

In March 2003, CHRC started a program, "Do It Right," that provides in-school and community presentations on the proper conduct during a police stop. The video, taped on a corner in the Over-the-Rhine neighborhood, presents the perspective of urban youth and their responses to police in inner city neighborhoods. CPD has assisted by providing "What to Do When Stopped By the Police" brochures, served as panelists during presentations and provide follow-up activities. To date, over 500 youth and adults have viewed the video through presentations.

In the summer of 2001, the CHRC incorporated the Greater Cincinnati Study Circles Program as a way to address the communication gap between the community and the CPD. These five-week, face to face dialogue sessions provide small groups of ten to twelve diverse residents an opportunity to meet, listen, exchange and find common ground to improve and strengthen community-police relations. Over 54 members of CPD have participated with over 400 residents in forty Study Circles. CPD has committed two police officers for each circle. The officers currently have a 95% attendance rate. Over 100 ideas were presented in three action forums which were attended by members of the CPD Command Staff, elected officials and other members of City administration. Many of the action ideas are being implemented by small groups of residents who took ownership of their ideas, while CHRC took the lead on working with the Police to implement four major ideas: Community-Police Outreach Festivals (one per police district), survey of the current stress management program used by CPD and the Fire Department, an education and training video/presentation on "proper conduct during a police stop" and continuation of Study Circles on improving Community-Police Relations over the next five years.

Community-Police Outreach Festivals, since their inception in summer 2002, have attracted over 3,000 residents. Eighteen hundred residents have participated in the festivals this year with two festivals scheduled for August 3 and September 13, 2003. Each festival is largely attended by youth that interact with police through Canine Unit, Bicycle Unit, SWAT, and Mounted Patrol demonstrations. The Recruitment Unit is also present at the events, as well as, many neighborhoods and beat officers who serve food, assist with games and activities throughout the day.

These activities and programs have provided an excellent opportunity for CPD and CHRC to work collaboratively to restore the trust and confidence necessary for positive relationships between the community and police that will lead to mutual understanding and respect.

### **Youth Lighthouse**

The CPD in partnership with the Lighthouse Youth Services recently designed a comprehensive diversion program to keep nonviolent at-risk youth out of jail while developing skills that will divert them from engaging in delinquent activities. The program, initiated in May of 2003, identifies high-need/at-risk families within the community and makes appropriate referrals to agencies that can provide services. It is estimated that approximately 250-350 youths will receive services through this program.

This project will involve referrals by CPD of first-time nonviolent misdemeanor offenders that have been arrested but not criminally charged and gang-involved youth that are not currently under supervision of the criminal justice system (not on probation or parole) to the Lighthouse.

Once a referral is made, a Street Outreach Worker and police personnel will make a home visit to discuss diversion services.

The overall goal is to provide support and opportunity so that youth are able to make positive changes in attitudes and behaviors in order to attain his/her own goals of becoming contributors to their families and an asset to the community.

### **Web Wise Kids**

The Cincinnati Police have partnered with WEB WISE KIDS, a nonprofit organization dedicated to protecting children from online predators, to host a new Internet safety program. According to the National Center for Missing and Exploited children, 2 out of every 5 abducted children between the ages 15-17 are abducted due to Internet activity.

Officers from the Personal Crime Unit will work with students from Cincinnati public and parochial schools using a detective computer game. The game is based on the true story of a 14-year-old boy who was persuaded by an online predator to leave home and cross an international border in order to meet personally. Program leaders challenge the children to find the boy before he disappears. Students work together in groups of three to find the missing boy and solve the crime. Players are then encouraged to design their own guidelines for Internet safety. Discussion ensures the Internet safety is internalized as a significant and life-saving plan.

## **D. Future Endeavors**

### **Crime Stoppers and the Hispanic and Russian Communities**

In a continuous effort to improve communication with the Hispanic and Russian communities throughout Cincinnati, police officers assigned to the Crime Stoppers Program have been attending several Hispanic festivals and outreach programs. Crime Stoppers and Su-Casa, a Hispanic ministry service, have worked in partnership to bring an understanding of the Crime Stoppers Program to the Hispanic community through brochures printed in Spanish and a customized version of the Citizens Police Academy for the Hispanic population. Over ninety-five people from the Hispanics community participated. Crime Stoppers, in conjunction with the District Four COP Team are initiating a Citizens Police Academy this fall for the Russian community. Topics will range from crime prevention to self-defense. The Roselawn Community Council will assist the Cincinnati Police Department in this endeavor.

### **Prostitution Intervention Project**

Complaints of prostitution activity in the Cincinnati area have increased in recent years. The Vice Unit began tracking prostitution arrest information in January of 2002. Analysis revealed that 70% of those arrested are in possession of drugs and drug paraphernalia, illustrating the link that drug addiction is a driving force. Many prostitutes are also victims of abuse and may not be choosing to engage in prostitution on their own volition. The Vice Unit has contacted Women Helping Women and other social service agencies in order to develop a referral system to address the issues that drive persons to engage in prostitution. The project is expected to be initiated during the winter of 2003. The court system, probation, Health Department and other governmental agencies will be included in organizing a response to this growing problem. The

goal is to develop a menu of responses that will enable prostitutes to address the underlying issues causing them to engage in prostitution and offer them a viable alternative.

(Section III was written by the CPD to describe its recent initiatives. During the coming year, the Parties will meet with the CPD to learn more about these efforts and how they might be the basis for expanding community engagement.)

#### **IV. Conclusion**

This report demonstrates the collective effort of the Collaborative Partners' commitment to build positive and productive relationships for a safer community where mutual trust and respect are enhanced among citizens and police. The partners spent an exorbitant amount of time and energy making CPOP a functional methodology for both the city organization and the community. This effort was complimented by the Cincinnati Police Department's efforts engaging other community stakeholders in reducing crime and disorder. With the combined effort of the Partners and the community, there is not doubt that Cincinnati will be maintained as a vibrant city.



**PRELIMINARY WORKPLAN FOR  
COMMUNITY POLICE PARTNERING CENTER**

**I. INTRODUCTION**

This workplan is drafted pursuant to Article III, Section 12 of the Code of Regulations of the Community Police Partnering Center. The workplan must be approved and further refined by the Executive Director of the Center, the Center Board, the Collaborative Parties and the Monitor. This work plan is intended to be implemented consistent with the City CPOP Plan, entitled “City of Cincinnati, Community Problem Oriented Policing,” and the Key Milestones for the Community Police Partnering Center.

The Partnering Center was established to solidify the community engagement in community problem oriented policing (CPOP). Through the Center the parties seek to reach out to all of the stakeholders, as the parties did at the beginning of the collaborative process. The Center, through its city-wide community work and its coordination of the Friends of the Collaborative, “will foster and encourage widespread adoption of CPOP principles at all levels and among all stakeholders in the community at the grass roots level.” (Partnering Plan, p. 2). The primary mission of the Center is to “promote problem solving as a technique that the entire community will use to resolve problems.” *Id* at 3. This will be accomplished by transitioning from the work already commenced and piloted by the CPD and by Cincinnati CAN. *Id*.

The Center is tasked to engage in a broad range of activities that seek to improve police-community relations. The primary mission for the Center, however, is to facilitate community participation in the problem solving process established in the collaborative agreement.

As the first workplan, this document sets out the tasks, roles and responsibilities for the Center and is not a detailed “project plan.” After approval of this document by the parties and the monitor, a more detailed project plan consistent with this document will be prepared by the Center Board and staff.

**II. WHAT THE CENTER DOES NOT DO**

Because there has been some concern across the community about roles and responsibilities, it is helpful to state what the Center does not do:

*The Center does not engage in political activity.* It is a non-profit, tax exempt service organization.

*The Center is not involved in fighting specific crimes.* Citizens will continue to be encouraged to cooperate with the police directly on discrete crime interdiction. The Center focus is use of problem solving.

*The Center does not add another layer of bureaucracy between the people and their city government.* Rather, the Center helps the community, working through community councils, the Friends, social service agencies, businesses, and other groups, participate in problem solving - a tool that will be used by all levels of city government to address chronic urban challenges.

*The Center does not interfere with the work of community councils.* The Center simply offers a new tool to community councils in their ongoing effort to improve Cincinnati neighborhoods.

*The Center does not get involved in service calls or dispatching to service calls. The Center participates with the City in “problems”, not individual incidents or service calls. “Problems” are marked by repeat offenders, repeat victims and/or repeat occurrences at a single location. Problems are often identified by analysis of various incidents. Problems are defined in the community.*

*The Center does not direct the volunteer or good-will work of the members of the FOP or the CPD. The Center is generally tasked to take steps within the community to improve police-community relations. This will be aided by having the CPD and FOP notify the Center of all opportunities for positive engagement and by initiating additional opportunities as deemed appropriate by all of the parties.*

*The Center does not direct Citizens on Patrol. The citizens on patrol program is a volunteer effort to extend the eyes and ears of the police into the community. Patrol efforts will remain coordinated by the police. Only when SARA is initiated will the Center be involved.*

### **III WORKPLAN**

#### **A. General Description of Work**

Through the Collaborative Agreement (see e.g., ¶16, 17, 20-23, 29), the parties have committed to adopt problem solving as the principal strategy for addressing crime and disorder. Moreover, the parties have agreed to build on existing efforts that employ the SARA (scanning, analysis, response, assessment) model for implementing the problem solving initiative. Problem solving groups are not permanent. They are formed around discrete problems and are disbanded as those problems are resolved. Problem solving has a consistent operative method – SARA – but no formula for resolutions. The solutions to the problems will be tailored to the problems themselves.

The SARA model relies heavily on the proven theory of "situational crime prevention" in which efforts are undertaken to block opportunities to commit crimes and disorder. These efforts are grounded in a thorough study of and often engagement with the persons participating in troublesome actions and those most affected by the problem as well as a thorough study of the locations where the problem occurs.

Community participation is critical to success under the SARA model. *The Center trains, motivates and organizes the community for participation in the problem solving groups. The Center also provides a staff person to each group. That staff person helps assure implementation of the SARA process and helps bring to the group a full appreciation of all of the non-governmental resources in the region that may be helpful in framing a response to the problem.*

The CPD will also provide a staff person to each group. That person will work with the Center staff person to assure that SARA is properly initiated. Further, the CPD staff person will be responsible to make the group aware of police and other governmental resources that may be helpful in framing a response to the problem.

#### **B. Immediate Needs/Planning For Success (August 5, 2003 – December 31, 2003)**

Interim consultant staff and an interim project director will oversee operations and the pilot problem solving work as set out below. They will remain in place until an executive director is hired by September 30, 2003. The board will work with the Angus Group to recruit and select an executive director during this period.

After the Executive is hired, the Board and director will engage in a strategic planning process to review this workplan and the Center Mission and adopt a strategic plan.

#### **C. Learning To Problem Solve Using SARA in Pilot Projects; Training Problem Solving Leaders (August 5, 2003 –December 31, 2003)**

The Center will continue the pilot problem solving projects that were initiated by Cincinnati CAN. The case referral system and the problem tracking software will be coordinated with the city and field tested during this period. Case studies will be written. Ideas for supplementing

SARA training will be secured from the interim Center staff. The Xavier Community Building institute will also be consulted on training.

In order to ensure smooth relations with each other and effective work with the problem solving groups in the community, the Center staff and the CPD staff that will be involved in problem solving shall engage in a joint training program. During this time they will clarify how the joint work will proceed and how problems may best be defined.

Protocols will be developed for the work and tested as appropriate. Prof John Eck of the University of Cincinnati will provide interns as appropriate to assist with the ongoing development of the problem solving effort and training.

#### **D. Training, Motivating and Organizing Community Participation in Problem Solving (September 30, 2003 – December 31, 2003)**

By December 31, 2003, The Center will establish a plan for engaging in and to the extent feasible, start the following ongoing activities<sup>1</sup> (as required by collaborative agreement, partnering plan, p 3-4). These activities must be coordinated with the CPD and FOP. These activities should be piloted in those areas of the community most in need of improved community-police relations:

Draft simple materials and referral information on community oriented and problem oriented policing.

Provide community problem solving and CPOP training to diverse property owners, social service agencies, schools, faith based organizations, recreational organizations, businesses, tenant associations, community councils, other organizations and individuals.

Promote Public Service Announcements about CPOP through diverse local media outlets.

Develop training videos on CPOP to be aired through diverse public access and distributed to libraries and video stores to be loaned for private viewing free of charge.

Provide presentations on CPOP at diverse festivals and public events in Cincinnati.

Participate on Radio/TV talk show(s) hosted for the purpose of receiving calls from the public and dialoguing on the air with a diverse CPD officer about how various problems could be addressed through CPOP.

Coordinate widespread distribution of the CPOP information and referral literature through diverse schools, libraries, media outlets, social service agencies, and, if possible, billing departments of the Cincinnati Water Works, utility companies, telephone companies, and others.

Cooperate with the CPD Training Academy to help involve all police recruits in community activities that may be unfamiliar to the recruit in order to help the recruit gain increased cultural, racial and religious sensitivity.

Encourage and assist diverse community groups across the region in establishing and maintaining athletic, educational and other programs that will foster positive interaction between the police and youth. These initiatives will include but not be limited to: The Study Circle initiative by the Cincinnati Human Relations Commission; Neighbor to Neighbor; athletic teams coached by police officers in CRC leagues; mentoring programs by the Sentinel Police Association, Mallory Center, etc.

Provide diverse speakers to schools and encourage schools across the region to include

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<sup>1</sup> This list of activities was present in the original partnering plan as well as in the amended partnering plan. See also First Monitor Report, pp 63-76.

CPOP and appropriate conduct when interacting with police in their curriculums.

Promote ways to access youth through diverse community-based organizations and schools to educate them on CPOP, local government, personal safety, answer their own concerns about safety and crime, and develop ways to achieve positive interactions between youth and police officers.

The Center will accomplish these and additional tasks by entering into work plans or action plans with diverse organizations throughout the City. This will be a coordinated, structured, comprehensive effort to blanket the city with the training and support needed while minimizing gaps and duplication. Special initial emphasis will be made to target, accomplish and promote results with residents and property owners in those police districts experiencing high levels of dissonance.

These efforts will be greatly aided by an establishment of the Friends of the Collaborative. (See the Charter, Appendix B).

### **E. Forming Problem Solving Groups (October 1, 2003 – December 31, 2003)**

#### 1. CPD and Center staff work together to assist the Community in forming Groups

Problem solving will be community driven. Groups will be formed based on need. Need for a group may be determined in a number of ways based on referrals. The CPD may refer a problem based upon identification of hot spots or analysis of service calls that reveal repeated runs to discrete areas or involving the same individuals. The community may refer a problem based on its own analysis or on the suggestion of an elected official. The Center and the CPD will, to the extent possible, seek to work through and empower existing community structures such as community councils, blockwatch groups, business associations, etc. Problem solutions will have more staying power if those community structures are fully engaged. Whether the need is identified by the CPD, the community, or the Center, the CPD and Center will each assign a staff person to work together with the community to form a group and facilitate the SARA process. If groups are already in place, the Center will provide a staff person to each problem solving group that has a CPD staff person. Similarly, the CPD will provide a staff person to each problem solving group that has a Center staff person.

Problem solving is a tool and therefore must remain flexible. There is no set number of persons that should be in a group. There is no set duration for the group to stay in operation. Those factors are determined by the problem, the circumstances and full implementation of SARA. What will remain constant are the partnership of the city/police and the community and the use of the SARA process for resolving the problem. That is why it is important to engage local community structures and assign a Center staff member and a CPD staff member promptly to each group that is formed.

## 2. Process, Service to Group and Problem Tracking

The Center and CPD staff must ensure that the group is trained in SARA sufficient to stay on task with the problem. The Center and CPD staff should help the group define the problem in sufficiently discrete terms to make effective the application of scanning, analysis, response and assessment. Center and CPD staff can assist the group as appropriate with any data gathering that is determined necessary during scanning and analysis. This should be decided together with the group though staff should advise the group as to the types of data that may be available and how that is normally secured.

The Center staff will be specifically trained to help the community during the analysis work to identify its own assets and broader community assets that may assist in the development of a response to the problem. This includes, where appropriate, assisting the community in recognizing the potential for assistance from the very persons who may be engaging in troublesome conduct. This also includes, through the Friends and by other means, targeted assistance with accessing local and regional agencies that may have services uniquely appropriate for response to a problem. The Center staff will be expected to have comprehensive, current information on drug treatment programming, education opportunities, mental health treatment, nongovernmental recreational opportunities, and other services available through the private sector. The Center staff will, as appropriate, be available to help individuals access such services if that is included in the planned response to a problem.

The collaborative parties and the Center will agree on an IT tool suitable for problem tracking. A model has been created by the CPD and will be field tested. Only the Center staff and the CPD staff person assigned to the group will be able to make entries in the problem tracking tool in order to assure that entries are appropriate for a public database. The problem tracking tool will be available to the public via a website. On agreement of the group, certain problems may not be immediately available to the public if that would compromise effective problem resolution.

**F. Other Efforts to Improve Police-Community Relations (Ongoing)**

The CPD will inform the Center of all initiatives that are underway that involve positive, structured engagement between the police and the public. The Center will use that information when reporting on police-community relations. The Center will also use the information when citizens seek ways to become involved in positive activities with the police. To the extent agreed to by the CPD, the Center will develop with the CPD and the FOP and others appropriate additional initiatives seeking to improve police-community relations.

**G. Center Funding, Organization and Budget (August 5, 2003 – December 31, 2003)**

The Center funding is managed by the Funders Collaborative. No local taxpayer money is used to fund the center. During this period a budget for full operation will be presented for approval to the funders collaborative.



## CHARTER FOR FRIENDS OF COLLABORATIVE

### I. Purpose

The Friends of the Collaborative is hereby formed, pursuant to ¶8 of the Collaborative Agreement, to serve as a “Community Advisory Committee...[to] consult with and support the parties regarding implementation of the Agreement.”

The Collaborative on Police Community Relations was commenced in May, 2001 and has engaged the entire Cincinnati community in a constructive dialogue that has resulted in an ongoing commitment to cooperation between the police and the community. On April 12, 2002, a Collaborative Agreement was entered into by the Parties: The City of Cincinnati, the Fraternal Order of Police, the plaintiffs now represented by the American Civil Liberties Union of Ohio Foundation, Inc. The Agreement was approved by the Federal Court as a class action settlement with a five year term on August 5, 2002.

The purposes of the Collaborative Agreement are to:

[R]esolve social conflict, to improve community-police relationships, to reduce crime and disorder...to implement the consensus goals identified by the community through the collaborative process (listed below), and to foster an atmosphere throughout the community of mutual respect and trust among community members including the police. The Parties recognize that there has been friction between some members of both the community and the CPD. The ultimate goal of this Agreement is to reduce that friction and foster a safer community where mutual trust and respect is enhanced among citizens and police. This Agreement reflects the following goals adopted by the 3500 respondents through the feedback process developed by the Parties through the Collaborative:

- First Goal: Police Officers and Community Members Will Become Proactive Partners in Community Problem Solving
- Second Goal: Build Relationships of Respect, Cooperation and Trust Within and Between Police and Communities
- Third Goal: Improve Education, Oversight, Monitoring, Hiring Practices and Accountability of CPD
- Fourth Goal: Ensure Fair, Equitable, and Courteous Treatment for All
- Fifth Goal: Create Methods to Establish the Public's Understanding of Police Policies and Procedures and Recognition of Exceptional Service in an Effort to Foster Support for the Police

The values of the Collaborative Agreement require the entire Cincinnati Community to embrace and practice community problem oriented policing as an overall approach to improving the quality of life. Central to a problem solving orientation is that problems are dilemmas to be engaged and learned from and that blame is an obstacle to progress. The overall collaborative effort suggests an alternative to blame: that different groups within the community with different experiences and perspectives share much more in common than not, and can work together on common goals and solve problems together

The Collaborative Agreement, which incorporates a separate agreement on use of force between the United States Justice Department and the City of Cincinnati, has detailed terms concerning community problem oriented policing; mutual accountability and evaluation; use of force; fairness in policing; and civilian review of alleged police misconduct.

The Friends of the Collaborative shall support the parties regarding all aspects of the Collaborative Agreement including but not limited to assistance to the parties on the acceptance, training, marketing of and overall implementation of community problem oriented policing within the civilian community of Cincinnati.

## **II Duties**

The Friends must consult with the Collaborative Parties in order to learn news of Collaborative Agreement implementation - but talk is easy. The Friends must also commit to work in partnership with the parties to help implement the entire agreement, particularly the provisions on community problem oriented policing.

### **A. Consultation with Collaborative Parties**

1. Meet semi-annually with the Parties for an exchange of news and suggestions on implementation of the entire Collaborative Agreement;
2. Meet quarterly with representatives of the Community Police Partnering Center Board on the implementation of Community Problem Oriented Policing
3. Establish an effective internal communication system within the Friends to carry forward any news of and agreements made with the parties and the Center Board regarding the Collaborative Agreement

### **B. Support for Collaborative Parties**

1. Each member of the Friends shall enter into a work plan with the Community Police Partnering Center based on the current work plan for the Community Police Partnering Center and the Collaborative Community Partnering Plan, attached. This includes but is not limited to Friend Members using problem solving themselves as appropriate; educating Friend Member constituents about CPOP; hosting CPOP training; promoting CPOP in Member newsletters, list serves, and events; promoting CPOP through schools, churches, civic and social service organizations; and assisting with the evaluation and ongoing improvement of CPOP.

2. Each member of the Friends shall allow their organizational name to be listed in materials promoting CPOP that have been approved by the Center.
3. Friends shall coordinate efforts with each other as appropriate through task forces to accomplish specific tasks as determined in consultation with the Center Board.
4. Friends that provide services to the public shall cooperate with the Center to establish a mechanism for problem solving groups to access those services in the implementation of the SARA process.

### **III. Structure**

The Friends is a volunteer organization which shall be convened by The Urban League of Cincinnati on behalf of the Community Police Partnering Center Board. The Urban League may secure the assistance of other organizations, as appropriate, to recruit and organize the Friends and implement the terms of this Charter. The Member Friends shall meet and decide how to organize their efforts to best accomplish the goals as set out in this Charter.

### **IV. Requirements for Membership**

Membership may be extended to any individual, organization or group that agrees to embrace the terms of this Charter that enters into a work plan acceptable to the Center Board that commits the individual, organization or group to specific actions consistent with available human and financial resources, and that agrees to provide such support without cost to the Partnering Center. The problem solving services of the Partnering Center shall be open to everyone in Cincinnati regardless of any status as a Friend of the Collaborative.

# Cincinnati Police Department

June 24, 2003

# Appendix C

