

**UNITED STATES DISTRICT COURT  
SOUTHERN DISTRICT OF OHIO  
WESTERN DIVISION**

**In re Cincinnati Policing** : **Civil Action No. C-1:99-cv-3170**  
: **Judge Susan J. Dlott**  
: **Judge Michael R. Merz**  
:  
: **COLLABORATIVE AGREEMENT**  
**PLAN**

**I. INTRODUCTION**

The City of Cincinnati and the parties recognize that the effort to transform police-community relations will continue even though the Collaborative Agreement (CA) has come to an end. This Plan will serve as a guide in the ongoing, continuous effort to improve police-community relations as envisioned by the CA.

The CA called for the adoption of Community Problem-Oriented Policing (CPOP), mutual accountability and evaluation, bias-free policing and the establishment of the Citizen Complaint Authority (CCA). The Agreement also incorporated the terms of a Memorandum of Agreement between the City of Cincinnati and the United States Department of Justice which focused on use of force and officer accountability. In August 2007, the City and the Plaintiffs agreed to extend portions of the CA for one additional "Transition Year" to fully implement the adoption of Problem-Solving as the City's principal crime-fighting strategy to address crime and disorder problems. Doc. 265. The Monitor team

issued its 21st Monitor Report on July 24, 2008, which thoroughly reviews the efforts of the parties during the transition year.

**A. City Action During the Transition Year**

During the initial months of the transition year, the Cincinnati Police Department (CPD) created or updated numerous processes and procedures, including a new procedure on problem-solving, a new Problem-Solving Tracking System for documenting projects and a Problem-Solving Guide to educate and assist officers in their efforts. Problem-solving was included in training for supervisors, officers, recruits, field training officers and new supervisors.

The CPD established a Process Improvement Team (PIT) to develop in-house expertise and knowledge about collaborative problem-solving. A smaller sub-group of the PIT began meeting on a monthly basis in November 2007 to review ongoing problem-solving projects and to build advanced problem-solving skills. This focus group consisted of select District supervisors, crime analysts, Neighborhood Liaison sergeants and officers, investigative officers, Community Relations Section staff and Community Police Partnering Center (CPPC) personnel. The Federal Monitor provided extensive training in various aspects of SARA and problem-solving. The project presentations exposed both the PIT members and presenters to a wide variety of crime and safety problems that are conducive to non-traditional innovative approaches as well as a host of techniques and solutions to reduce or eliminate them. The efforts and achievements of the PIT significantly increased the CPD's understanding of problem-solving.

During the Transition Year the Parties hosted a forum to discuss the findings of the 2007 RAND Report and City Manager Milton Dohoney convened a series of meetings with police and community representatives to address ongoing issues regarding traffic stops.

**B. Community Action During the Transition Year**

In the Fall of 2007 the Andrus Family Fund (which was helpful in providing matching funds to initiate the Collaborative) awarded a grant to help ensure effective communication regarding collaborative reforms throughout the community, particularly the African American Community. An important goal was to ensure that any communication be mutual so that the perceptions of the community be accurately noted and the opinions and continuing concerns of the community be adequately addressed. A retreat of city and community stakeholders was held in the Fall of 2007 and a communication plan was designed following the retreat. A grant from the Better Together Cincinnati Fund of the Greater Cincinnati Foundation supplemented the Andrus grant and provided for the writing and dissemination of a document that could be used to facilitate the dialogue with and among the Collaborative stakeholders. Several meetings were held during the transition year seeking to design and implement a broad based communication effort.

During the transition year the community and police joined in macro-problem-solving efforts such as the Cincinnati Initiative to Reduce Violence (CIRV), CeaseFire, and Out of the Cross-Fire. Ongoing problem-solving projects also continued within the CPD and the Community Police Partnering Center. The

annual banquet recognizing those ongoing efforts was held at the Cintas Center on October 25, 2007. All of the parties participated.

### **C. Court Order Directing Parties to Establish Plan**

As the transition year nears its end, the Court has ordered the City and the parties to develop a plan that demonstrates how the City and the parties will:

1. Maintain progress in implementing problem-solving;
2. Continue and advance problem-solving;
3. Institutionalize problem-solving as the principal crime fighting strategy for the Cincinnati Police Department;
4. Assess if there is a bias in pedestrian and traffic stops, including treatment of drivers and passengers during traffic stops;
5. Conduct ongoing evaluation of police-community relations; and
6. Include timelines and establish who will be responsible for each of the tasks to be conducted by the parties. (see Doc. 276).

## **II. PLAN**

### **A. Maintain progress in implementing problem-solving; continue and advance problem-solving; institutionalize problem-solving as the principal crime fighting strategy for the Cincinnati Police Department**

The CPD will be directly responsible for maintaining progress, continuing, advancing and institutionalizing problem-solving throughout the police department. To accomplish these tasks and realize the full benefit of the problem-solving process, the CPD must take full advantage of the recent advancements made in the field of crime analysis. The ability to track crime, pinpoint the

conditions driving crime and even predict future crime must be an integral part of developing and implementing problem-solving projects.

With these goals in mind, the CPD has established a second Process Improvement Team (PIT2) to study and review both the Problem-Solving and Crime Analysis processes. PIT2 will provide recommendations as to the most effective and efficient means of melding the two processes together to garner the maximum benefit to the CPD and the City.

**1. PIT2 Action Plan**

Co-chaired by two district commanders, PIT2 is made up of CPD representatives of various ranks from Patrol Bureau, Investigations Bureau, Information Management Bureau, Administration Bureau, and the Community Relations Section. In addition, representatives from the University of Cincinnati's Policing Institute (UCPI) and the Community Police Partnering Center are members of the team.<sup>1</sup> The recommendations of PIT2 will complement and expand upon the work of the original PIT to bring the benefits and understanding of problem-solving to the districts and to all police personnel.

At the initial meeting on July 18, 2008, team members discussed the goals and direction of the group. The main objective of this group was to design a process to efficiently unite problem-solving with crime analysis to assist the police command staff in addressing the core causes, frequency and nature of crime, as well as, developing strategies and tactics designed to produce maximum benefit to the City. The initial brainstorming session included discussions about the selection of applicable problem-solving projects, auditing of projects,

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<sup>1</sup> See Organizational Chart (attached as exhibit A to the Collaborative Agreement Plan).

developing project updates/progress report presentations for Command Staff meetings, and the importance of including and receiving input from the community. An example of a crime analysis HAZARD report (High Activity Zone and Resource Deployment or crime “hot spot” analysis) was reviewed to familiarize the group with some of the capabilities and work product of the crime analysts. The connection between the team’s project and both the Real-Time Crime Center and Strategic Plan was also discussed. The Community Relations Section was tasked to begin developing a community survey in conjunction with UCPI to ascertain the most effective methods of involving the community in the problem-solving process.

During the next meeting on July 25<sup>th</sup> the PIT2 team was divided into four sub-committees, allowing a more focused, intense review and defining specific goals for each:

- Project Frequency / Selection Committee: Tasked to review Procedure 12.370 Problem-Solving and the Neighborhood Liaison Process and police practices related to the project selection process and develop a plan to improve the quality and viability of problem-solving projects, as well as a recommendation on scheduling presentations at the weekly Command Staff meeting.
- Crime Analysis Committee: Tasked to develop a strategy to interconnect crime analysis with problem-solving and City-wide crime trends. Emphasis will be on data and analysis driven real-time crime reporting and forecasting future crime patterns utilizing the most current crime data.

- Training Committee: Tasked to review how problem-solving has been integrated as the principal crime-fighting strategy for the CPD through training, and to develop a plan to ensure CPD members continue to receive ongoing instruction through Training Bulletins, roll call training, In-service, FTO and recruit training.
- Final Business Plan: Tasked to coordinate and organize all recommendations of PIT2 into a final plan to be submitted for approval, including any subsequent department procedure or form revisions.

Each sub-committee is led by 1 – 2 Lieutenants, who were instructed to meet prior to the next PIT2 meeting to begin discussing improvement ideas. During the next PIT2 meeting on July 31<sup>st</sup>, ideas were exchanged, compared and deliberated to ensure recommendations from one committee would complement recommendations from another. Additional considerations emerged from the discussions and were incorporated into the responsibilities of the most relevant sub-committee.

The community survey was reviewed and refined by UCPI and it was recommended that the distribution of the survey initially be limited to community group members who have been involved in problem-solving projects. This type of distribution is necessary to ascertain how communication with police regarding problem-solving has worked for citizens thus far and to obtain ideas for improving its effectiveness. The findings of the survey will be utilized to improve processes and systems governing interactions between the community and police personnel. Once the initial input is received and analyzed, a more widely

distributed survey will be considered. The police department will also coordinate its community engagement efforts with the community dialogue/engagement action described below.

The sub-committees continue to meet independently; the PIT2 Team last met on August 14<sup>th</sup>. The projected date for submission of the Final Business Plan recommendations to the Chief is November 3, 2008.

<b>ACTION</b>	<b>WHO</b>	<b>WHEN</b>	<b>DESCRIPTION</b>
Procedure 12.370	PIT2	November 3, 2008	Procedure 12.370 for Problem-solving and the Neighborhood Liaison Process. Problem-solving is and will continue to be the principal crime fighting strategy for the Cincinnati Police Department. This procedure will remain integral to the Department and its mission. The procedure will be examined and, if necessary, modified consistent with best practices. With the goal of increasing the quality of analysis, response, and assessment, PIT2 will review how many projects per month should be conducted and how long projects should take consistent with the recommendations of the 21 <sup>st</sup> Report of the Monitor (p. 17-20).
Explaining Need for Continued change toward Problem Solving	Command staff	Ongoing	As recommended by the 21 <sup>st</sup> Report of the Monitoring Team (p. 7 – 8), the Police Command Staff will continue to support the implementation and cultivation of problem-solving. Policing that is data driven is more defensible to communities of color.
PSTS Database (Problem-Solving Tracking System)	PIT2	November 3, 2008	The tracking system for problem-solving projects will remain in place. Improvements to operation of the database will be considered. Monitoring and auditing of problem-solving projects will continue. PIT2 will examine a range of options for auditing problem-solving projects



			from having the Community Relations Section perform the audit to requiring District Commanders to conduct the audits as part of the CALEA certification process. Every effort is being made to spread problem-solving into all levels of the Department. The recommendations of the Monitoring team (21 <sup>st</sup> Report, p. 10-15 and 20-22) will be addressed in this review including but not limited to the length of time problems are tracked; thoroughness of analysis; detail of problem description; creativity of responses; use of POP guides when developing responses; minimizing displacement; and effective use of short and long term data sets, including the repeat databases (victim, offender, and location) to help identify problems for problem-solving.
CIRV	CIRV	March 9, 2009	CIRV is a large, interdisciplinary effort to reduce violence in Cincinnati. This project will continue to be supported subject to budgetary constraints. The University of Cincinnati Policing Institute will evaluate the impact of CIRV in Spring 2009.
CEASEFIRE	Partnering Center	Ongoing	The Board of the Partnering Center passed a motion on August 8, 2008 stating, "Ceasefire shall become the moral voice strategy of the CIRV initiative." The Board of the Partnering Center has developed a committee to explore how to achieve this goal. In addition, protocols are being developed for to improve collaboration between the Partnering Center and the Cincinnati Police Department in working together on problem-solving projects.
Out of Cross-	CPD	Ongoing	CPD will work with Out of Crossfire

Fire			Board and ensure close coordination with CIRV and Ceasefire.
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**B. Assess if there is a bias in pedestrian and traffic stops, including treatment of drivers and passengers during traffic stops;**

The City Manager has personally taken the lead and is working with representatives from the community to address concerns regarding policing bias and continuation of the reforms commenced under the Collaborative Agreement, as well as to assess the efforts of the community to improve police-community relations as outlined in the mutual accountability provisions of the CA. The City Manager is forming an Advisory Group that will meet bimonthly for the first year to review progress. In this regard, the City Manager's Advisory Group will assume much of the oversight role that has been performed by the Federal Monitor and his team. Participation on this group is evolving from a work group that had been formed several months ago to work on the issue of traffic stops as highlighted in the *RAND Report*.

Composition of the Advisory Group will include members of the Police administration, FOP, and people from various aspects of the community.<sup>2</sup> The agendas for the meetings will be built pragmatically with presentations on actual problem-solving projects, and updates on police training. Additional topics to be discussed include the review of various reports on officer conduct, such as, future *RAND Reports*, Citizens Complaint Authority reports, community efforts to improve police-community relations, and findings of the CPD's Employee Tracking Solutions (ETS) risk management system.

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<sup>2</sup> A current roster of the Advisory Group is attached as exhibit B to the Collaborative Agreement Plan.

These meetings will be conducted using a facilitated format and will attempt to provide an environment where trust and relationships between the members will grow over time.

This effort will not supplant but rather will complement other endeavors that are underway. The Advisory Group will also review current and future efforts to enhance police community relations.

Finally, as mentioned previously, the City Manager convened a group to examine the topic of traffic stops. Meetings were held on the campus of Cincinnati Christian University. The group has covered a great deal of ground. It is the City Manager's intent to conclude that topic with the original group before seating the new members.

### **C. Conduct ongoing evaluation of police-community relations**

The evaluation of police-community relations is a task that will require the concerted effort of everyone involved. The City Manager's Advisory Group will serve as one forum for the discussion and review of the perception of police-community relations. The next RAND report will be released in January of 2009. This report will contain the results of the neighborhood opinion survey, which is designed to survey the public's level of satisfaction with the Department.

The parties seek to promote an honest ongoing dialogue between the police and the community, particularly African American community. This will ensure education about the Collaborative reforms and secure accurate feedback regarding emergent problems and present challenges. The dialogue shall include education of the public about complaint processes as well as the reporting of positive conduct on the part of the police.

<b>ACTION</b>	<b>WHO</b>	<b>WHEN</b>	<b>DESCRIPTION</b>
Oversight and Auditing	City Manager Advisory Group	Fall 2008	The City Manager's Advisory Group will assume much of the oversight role that has been performed by the Federal Monitor and his team. The Year Four RAND Report will be issued in January 2009. The report will include information from a neighborhood opinion survey on police-community relations. The survey will examine the public's level of satisfaction with the Police Department. This information will be reviewed by the Advisory Group. The Advisory Group will determine the best way for the public to access the information and what if any subsequent steps need to be taken.
Contact Cards	Cincinnati Police Department	ongoing	Contact cards will continue to be collected by the Department as required by the Racial Profiling Ordinance, enacted in February 2001. The City will continue to analyze the data collected from the contact cards so that the valuable insights from this data are not lost.
Presentation to Department Directors on Problem-solving	Cincinnati Police Department	September 8, 2008	Representatives from CPD District 5 and Homicide will present their problem-solving projects to City department heads. These presentations will inform department directors on the benefits of

			utilizing the problem-solving process. The City Manager would like Department Directors to consider, where practical, the problem-solving process to address repeat problems, not resolved through traditional means. Equally important, departments will more readily provide specific resources when necessary for problem-solving projects.
Transition Event	Better Together Cincinnati and Andrus Family Fund Working Group <sup>3</sup>	4 <sup>th</sup> Quarter 2008	Convene Friends of Collaborative and stakeholders for celebration and education about reforms
Witness to Change Brochure Published	Better Together Cincinnati and Andrus Family Fund Working Group	4 <sup>th</sup> Quarter 2008	Document text summarizes reforms and acknowledges ongoing concerns
Community Dialogue/Engagement	Better Together Cincinnati and Andrus Family Fund Working Group	Each Quarter through 2008 - 2009	Collaborative stakeholders will be engaged to discuss current perceptions/problems and learn how to be engaged with Partnering Center and police problem-solving efforts. Promote dialogue with police that educates public about complaint processes but

<sup>3</sup> As of August 21, 2008 the working group consists of a steering committee, Donna Jones Baker (Urban League); Alexander DeJarnett (NAACP); Alphonse Gerhardstein (ACLU); Milton Dohoney (City), and Don Hardin (FOP) and the following individuals : Patricia Bready, Marie Gemelli-Carroll, Iris Roley and Meghan Clarke.

			also offers public opportunities to recognize officers for positive conduct.
Media and Public Relations	Better Together Cincinnati and Andrus Family Fund Working Group	As appropriate throughout the time period	Produce communication tools that will move information into the public arena, improving access and providing opportunities for dialogue in person, in print and internet.

**III. CONCLUSION**

The City of Cincinnati, the CPD, and the Parties are dedicated to the requirements and aspirations of the Collaborative Agreement. With this Plan, the City, the CPD, and the Parties will remain engaged in an ongoing effort to improve police-community relations throughout the City of Cincinnati. The City, the CPD, and the Parties wish to thank the Monitor and his team and this Court for their tireless efforts on behalf of the citizens of Cincinnati.

Respectfully Submitted,

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