



CLEVELAND DIVISION OF POLICE

GENERAL POLICE ORDER



EFFECTIVE DATE:	CHAPTER: 4 - Field Operations	PAGE: 1 of 10	NUMBER: 4.04.07
SUBJECT: COMMUNITY AND PROBLEM-ORIENTED POLICING			
CHIEF:			

PURPOSE: To establish guidelines for officers of the Cleveland Division of Police relative to community engagement and problem-solving policing and to provide clarity in regards to the expectations of all members. Members of the Division are a visible, important, and influential segment of the entire community. Communication and collaboration among all segments of the community are vital.

POLICY: **It is the policy of the Cleveland Division of Police** that the Division cannot produce a safe community alone. The Division must partner and build relationships across the community to ensure public safety and address community concerns. Community and Problem-Oriented Policing (CPOP) is an organizational strategy that promotes community partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. It is the responsibility of all members of the Division beginning with the Chief, through the chain of command to every officer without regard to where they are assigned. CPOP is not the sole responsibility of any single district, bureau, or unit.

CPOP is at the core of how the Division recruits and hires, allocates resources, trains, promotes, evaluates officers and the Division, and collects data. All officers shall incorporate bias-free and procedural justice principles during any interaction with the community.

DEFINITIONS:

Asset Map - a tool used to inventory community resources. It contains locations of recreation centers, schools, faith-based organizations, and community resource/organization locations, mapped for each District. It will be distributed to all commanders and available to all officers.

Consensual Encounter - a voluntary encounter between the police and an individual with the intent of engaging in casual, and/or non-investigative conversation. A reasonable person in the individual's position would feel free to leave and/or decline any of the officer's requests at any point.

Community Engagement (CE) - any interaction with an individual or group other than through criminal investigation or consensual encounter.

Community Event - any gathering that is sponsored by a community stakeholder, public or private agency, or individual(s), with the purpose of promoting a common good or building relationships such as a festival, fair, bike rodeo, career day, meeting, giveaway or the like. For the purposes of collecting CPOP data, a community event does not include demonstrations or protests.

Community Outreach - an activity that provides services to community members who might not otherwise have access to them.

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Community Engagement and Problem-Oriented Policing Activity - CPOP is a combination of the core principles of community policing and the methodology of collaborative problem solving (also referred to as problem-oriented policing). Community policing principles refer to the manner in which the Division and its officers routinely and proactively engage the community to create partnerships and co-produce public safety. It also applies to the aligning of organizational structure to reflect and support partnerships and community needs/wants throughout the Division.

District Policing Committees (DPC) - formerly called District Community Relations Committees, DPCs are used to establish and maintain relationships with community members. There is one DPC per Police District, and each DPC is co-chaired by the District Commander and a civilian resident. The co-chairs are assisted by a representative from the Community Relations Board (CRB). DPC meetings are open to all members of the community. They provide direct access to the district commander and other members of law enforcement. Residents, the Commanders, and officers communicate about topics such as crime statistics, strategies to address problems, upcoming events and initiatives, CDP policy and practices, and any matter that may arise.

Partnership - any arrangement, or information sharing, formal or informal, that the Division participates with an individual or an organization that is community-based, public or private that will help increase public safety.

Problem-Oriented Policing (POP) - any act or engagement where officers, in collaboration with the public, are attempting to identify sources of community problems, co-produce a solution, and assess the outcome.

Procedural Justice - four central principles designed to build confidence in the police by 1) treating people with dignity and respect; 2) giving individuals a chance to be heard during encounters; 3) making decisions fairly and transparently, based on facts; 4) conveying goodwill and trustworthiness.

SARA Model - a core component of CPOP involves officers collaboratively engaging the community to address safety issues in an area. One method that CDP officers will use is the SARA model (Scanning, Analysis, Response, and Assessment). The “scanning” step refers to several methods to identify problems and potential consequences of the problem, such as identifying the involved stakeholders including those who may be contributing to the problem. “Analysis” refers to identifying the conditions of the problems, understanding and researching the known elements of the problem, and identifying relevant data and available resources. The “response” portion of SARA refers to the steps taken to solve the problem, and “assessment” refers to the evaluation of the strategy used.

PROCEDURES:

- I. General Guidelines
 - A. Every call for service or community contact is an opportunity for officers to apply the Community Engagement and/or CPOP philosophy.
 - B. Officers shall be familiar with the geographic areas that they serve, including their assets, challenges, problems, business, residential and demographic profiles, and community groups and leaders.

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- C. Officers shall also engage in problem identification and solving activities with the community groups and members regarding the community's priorities and work proactively with other city and county departments to address quality of life issues.
- D. Members assigned to the patrol section and assigned to patrol duties are expected to spend an average of 20% of their time engaging with community members to build relationships, partnerships, and trust, and to identify and collaboratively solve community concerns.
 - 1. Circumstances beyond the control of the officer and Division may allow officers to spend more or less time depending on call volume, emergencies, staffing needs, and other practical realities.
 - 2. Applying the CPOP philosophy of policing should occur with each and every contact or call for service.
- E. Members that are not assigned to the patrol section or otherwise tasked with patrol duties will be responsible for engaging in CPOP activity as often as possible, given the nature of their assignments.
 - 1. The percentage of time expected to engage in CPOP activities for personnel not permanently assigned to patrol will be based on the daily duties of the individual bureaus/units and determined by the practicality of the opportunities presented to those bureaus/units.
 - 2. Bureau/Unit Officers-in-Charge and Commanders will determine the frequency with which non-patrol personnel are expected to engage in CPOP activities and ensure that it is clearly defined and a part of their performance objectives.

II. Community Engagement Activity

- A. Community engagements include both organized activities and officer-initiated activities; these activities include but are not limited to the following:
 - 1. Bike/Foot patrols used for the sole purpose of community engagement.
 - 2. Neighborhood walks and talks.
 - 3. Participation in community events/meetings.
 - 4. Hosting and participation in Safety Fairs.
 - 5. Division presentations and training such as personal safety, career day, Citizens Academy, etc.
 - 6. Providing a community service such as providing maintenance, providing a ride, or making a donation.

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7. Collection and review of data to engage in collaborative problem-solving with community members to improve a problem in the neighborhood.
8. Following up with crime victims.
9. Checking in with business owners, school representatives, or community organizations to ask about problems that they may have encountered and how the police can assist.
10. Encouraging community members to participate in District Policing Committees and block clubs.
11. Reading books to children.
12. Visiting recreation centers, mental health facilities, businesses, places of worship, schools, etc.
13. Getting acquainted with community members.
14. Encouraging community members to connect with the Division and their respective District on social media.
15. Any opportunity to apply the CPOP philosophy of policing.

III. Problem-Oriented Policing Activity

A. Problem-Oriented Policing activities include, but are not limited to, the following:

1. Working with community members to identify and solve sources of community problems.
2. Officer initiated actions to identify and solve sources of community problems.
3. Working proactively with other City and County Departments to address quality of life issues.
4. Create and implement action plans with community members.
5. Using data to identify and resolve problems, or things that happen multiple times, for both the community and police, such as finding the top ten addresses for calls for service in the zone.
6. Identifying and solving problems in ways other than arrest, such as connecting community members to services that provide assistance such as mental health and homeless services, drug treatment facilities, and domestic violence agencies.

B. Brief, casual encounters in which officers spend minimal time interacting with civilians in a voluntary, non-investigative manner do not constitute community engagement or problem-oriented policing activities.

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IV. Community Partnerships to Improve Public Safety

- A. Members of the Division are expected to build and maintain active partnerships with community stakeholders to improve public safety.
- B. To create partnerships, officers shall know the communities that they patrol and learn their safety needs and wants.
- C. Officers shall form partnerships with all communities that include but are not limited to:
 1. Civilians and community organizations.
 2. Community Development Corporations.
 3. Youth and youth advocates.
 4. LGBTQ+ individuals, communities, and organizations.
 5. Religious and ethnic communities.
 6. Block clubs.
 7. Homeless community.
 8. Community members with mental illness or other behavioral health issues, and the organizations representing those communities.
- D. Asset maps.
 1. An asset map is a reference source for the districts to use to identify resources in their neighborhoods that could assist with CPOP.
 - a. Each district has a unique mix of communities with distinct wants/needs, and many may not be exclusive to a pinpoint on a map.
 - b. The map depicts the makeup of the neighborhoods in the Districts; it will benefit personnel as they create partnerships and coproduce safety, primarily related to those that do not readily interact with the Division.
 2. The map is available for all officers and may be used as a tool to learn community partners.
 3. The map is produced in collaboration with the City of Cleveland Office of Prevention, Intervention, and Opportunity for Youth and Young Adults, the City Planning Commission, the Safe Routes Program, the Community Relations Board, Cleveland Community Police Commission, Community Development Corporations, the Cleveland Division of Police, and other community organizations.

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4. The Commander of the Bureau of Community Relations will ensure that the map is updated yearly, and made available to all personnel electronically.

E. District Policing Committees (DPC).

1. DPCs are an essential part of the Division's CPOP plan because they are one of the tools at the Division's disposal for engaging the community and conducting problem-solving.
2. District Commanders will use the DPC meetings as opportunities to identify, assess, and collaboratively solve problems in their District. They will also use the sessions to solicit input on the Division's policies and procedures.
3. The DPCs will assess the Division's overall performance and its CPOP activities by surveying community members.
4. Officers will use the DPCs to better know and understand the community members that they patrol and to create relationships and partnerships.
5. The interactions at DPCs are informative and used to build community/police relationships.
6. Officers shall encourage a representative range of community members to attend DPC meetings.

V. Data Collection

- A. Officers shall complete a data entry form for all CPOP activity using the related Community Engagement or CPOP/SARA Forms within the data collection software system; all mandatory data fields within the forms shall be entered accurately and completely.
- B. For each CPOP activity that officers participate in, a computer-aided dispatch (CAD) number shall be generated.
 1. If a call for service leads to Community Engagement, a separate CAD number does not need to be generated.
 2. If a call for service leads to Problem-Oriented Policing, a separate CAD number shall be generated.

VI. Community Engagement Form Completion

- A. Officers shall complete a Community Engagement Form whenever they have community engagement with the public.
- B. Officers shall complete all of the required data fields within the Community Engagement Form including but not limited to:

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1. The date and location of occurrence of the encounter, engagement, or event.
2. The duration.
3. The amount and badge numbers of the officers involved.
4. The assignment of the officers involved.
5. An estimated number of community participants.
6. The demographic information of the community participants.
7. Whether or not it was officer-initiated.
8. Whether or not the encounter, engagement, or event was school-related and if so, the type of school-related events such as career day, lunch with students, DARE, or other safety presentations.
9. Whether or not the event was an organized event (e.g., block clubs, community meetings, holiday events) and if so, the type of organization involved (e.g., business, faith-based, social service).
10. The type of officer-initiated encounter or engagement (e.g., social contact, community service, community problem-solving).
 - a. Social contact includes activities such as a casual conversation/interaction, mentoring, or phone/email contact.
 - b. Community service includes activities such as welfare checks, safety recommendations, or providing items or gifts.
 - c. Community problem-solving includes activities such as assisting an individual in resolving a specific issue, coordinating with other agencies/services.

VII. Problem-Oriented Policing (CPOP/SARA) Form Completion

- A. Officers shall complete a CPOP/SARA Form whenever a problem is identified in the community that requires Problem-Oriented Policing.
 1. Officers shall create an initial incident involving Problem-Oriented Policing in CAD using the call type "COMM & PROBLEM-ORIENTED POLICING".
 2. If a problem that requires Problem-Oriented Policing is identified during community engagement, officers shall complete both a Community Engagement Form and CPOP/SARA Form.
- B. Problems can be identified through methods including but limited to the following:

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1. Special attentions involving active engagement with community members.
 2. Commander Action Complaints.
 3. Police Action Complaints.
 4. Interactions between the police and the community.
- C. Officers shall complete all of the required data fields within the CPOP/SARA Form, and the required data fields within the CPOP/SARA form may vary based on the necessary strategies taken to resolve the problem; the data fields include, but are not limited to, the following:
1. A brief description of the problem.
 2. The nature of the problem.
 3. How the problem was identified.
 4. When the problem occurs.
 5. How long the problem has occurred for.
 6. What strategies were used to address the problem?
 7. Who was involved in the response?
 8. What difficulties were faced?
 9. The results/conclusions of the efforts.
 10. The factors supporting the results/conclusions.
 11. How long did it take to resolve the problem?
 12. Whether or not the problem will need follow-up.
 13. The status of the problem.
- D. Updates to Problem-Oriented Policing incidents.
1. Officers shall make updates to POP incidents that require multiple responses.
 - a. When officers are required to make updates to a POP incident, they shall create a separate CAD number in CAD or MCAD using the call type "CPop FOLLOW UP".
 - b. Officers shall notify CCS to link the follow-up CAD number with the initial POP CAD number each time a follow-up (update) is made.

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2. Updates shall be made to the initial CPOP/SARA Form by selecting “Add Response Info” within the form.
 - a. Officers shall use the initial CPOP/SARA Form that was created.
 - b. Officers shall document the strategies and responses made when responding to each POP incident.
- E. Closing a Problem-Oriented Policing incident; once a POP incident has been fully addressed, the officer or unit assigned to the incident shall complete and submit the CPOP/SARA Form for supervisor approval.

VIII. Supervisor Responsibilities

- A. Supervisors shall review and either approve or reject a completed CPOP/SARA Form within 72 hours.
 1. Approve; supervisors shall review and approve CPOP/SARA Forms that are properly completed as applicable and have fully addressed the CPOP incident.
 2. Reject.
 - a. Supervisors shall reject (return for correction) CPOP Forms that have not fully addressed the CPOP incident.
 - b. Officers shall respond to the incident further until the problem has been fully addressed and the form shall be resubmitted for supervisor approval.
- B. Supervisors shall:
 1. Ensure officers assigned to the Patrol Section apply the philosophy of CPOP in every activity throughout their work day.
 2. Provide opportunity, support, guidance, and education to officers to ensure that CPOP is being effectively implemented, such as:
 - a. Reiterating the importance of engaging/establishing relationships in the community.
 - b. Locating and sharing opportunity for engagement with officers.
 - c. Using the Division’s data collection software to monitor CPOP activity.
 - d. Encouraging officers to liaise with each other on specific issues and outreach.
 - e. To help officers manage their time, assign them to conduct CPOP activities in their zone in the same manner as an individual assignment.

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3. Provide support, guidance, and education to ensure that officers incorporate CPOP, bias-free, and procedural justice principles during interactions with citizens (Refer to General Police Order 1.07.08 Bias Free).
4. Ensure officers are actively participating in community meetings and events and proactively assign officers to community meetings and events.
5. Ensure officers are entering Community Engagement and POP data properly into the data collection software.
6. Recognize officers who excel at positively engaging the community and/or collaborative problem-solving, and remediate those that are not effectively implementing the CPOP process and principles; tangible options to recognize good CPOP behavior include:
 - a. Award nominations.
 - b. Public recognition at roll call.
 - c. Face-to-face conversations.
 - d. Informing other supervisors in their chain of command.
7. When officers are not engaging the community, take steps to help officers improve their behavior, which include:
 - a. Telling officers that improvement is necessary.
 - b. Being positive.
 - c. Finding out why the officers are not engaging.
 - d. Creating a plan to correct the behavior within the Division tracking software.

IX. Accountability

- A. Officers shall not be subject to discipline based solely on insufficient community engagement and POP activities.
- B. Meeting or not meeting expectations about engaging in community engagement and problem-oriented policing activities shall be used in the evaluation process in determining promotions, assignments, and evaluations (Refer to the Performance Evaluations GPO; Performance Evaluations is currently in the revision process).

THIS ORDER SUPERSEDES ANY PREVIOUSLY ISSUED DIRECTIVE OR POLICY FOR THIS SUBJECT AND WILL REMAIN EFFECTIVE UNTIL RESCINDED OR SUPERSEDED.

DAD/jlh
Office of Compliance