Baltimore Police Department Community Policing Plan Outline (Draft)
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Community policing is an effort that requires the support and guidance of a strong executive team, a healthy relationship with the community and city leaders, as well an organizational structure that promotes the core principles of community policing. All of these elements, including technology, staffing, and recruitment are at the forefront of developing a comprehensive Community Policing Plan.

Over the next few years, the Baltimore Police Department will implement a progressive Community Policing Plan to change the trajectory of policing in Baltimore. Using the effective principles and best practices from police departments across the country, BPD will identify areas of growth to strengthen our relationship with the community, create and sustain partnerships with the community, impact changes on the organizational structure of the department to better problem solve in the community.

As a guiding principle, Baltimore Police Department will look to the three key components of the Office of Community Oriented Policing Services (COPS Office) which are incorporated in their definition of community policing to include community partnerships, organizational transformation, and problem solving. With these tools in tow, we intend to fully operationalize the community policing efforts over the next few years.

Developing a quality strategy to incorporate community policing and engagement into the fabric and culture of the BPD is deeply woven into the 2017 Consent Decree entered into by the City of Baltimore and the DOJ.

In 2016, the U.S. Department of Justice (DOJ) Civil Rights Division conducted an investigation into the practices of the BPD and released a report of its findings. Among other areas, the report found that BPD failed to “adequately support its officers with adequate staffing” and that BPD “lacks effective strategies for staffing, recruitment and retention, leading to officers working with deteriorated decision-making skills.”

On April 7, 2017, the City of Baltimore and DOJ entered into a consent decree that would address the issues identified in the findings report. The consent decree requires reform in a multitude of areas including, but not limited to community policing, impartial policing, misconduct, accountability, technology upgrades and staffing.

In paragraphs 15-22, the consent decree provides a set of requirements regarding inclusion of community policing and engagement into the fabric of the department. Paragraph 19 speaks specifically to the Community Policing Plan, and states the following “The City and BPD will,

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within their respective spheres, develop and implement community-engagement plans for creating opportunities for routine and frequent positive interactions between officers and community members, including those critical of BPD.” This document will outline the ways in which BPD intends to authenticate and implement the consent decree requirements, ultimately producing a comprehensive Community Policing Plan.

**Community policing strategic vision**

This strategic community policing vision provides a roadmap for all members of our Department as we individually and collectively identify the additional actions we can take as we work with our community partners to move our Department forward.

Although there are many definitions of community policing, the Office of Community Oriented Policing Services (COPS Office) of the U.S. Department of Justice defines it best:

> “Community policing is a philosophy that promotes organizational strategies that support the systematic use of 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.”

As described by the COPS Office in “Community Policing Defined,” the three key components of community policing are as follows:

1. **Community Partnerships**: Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase public trust.

2. **Organizational Transformation**: The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem-solving.

3. **Problem-Solving**: The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses.

This definition of community policing highlights the importance of providing safety for our community through crime prevention and reduction. It also stresses increased clearance rate efforts while recognizing that simply reacting to crime in Baltimore - rather than being proactive in identifying the root causes of crime and working with our community partners to address them - means we will be less effective as a law enforcement agency. As such, it is imperative that our entire organization shift from a predominantly reactive law enforcement agency to a proactive one that collaborates with our community to address the causes of crime. This will help us reduce crime in the long run and establish solid relationships of trust with all who live and work in Baltimore.

This Draft Community Policing Plan Outline will address the steps that Baltimore Police Department will need to take in order to successfully implement a strategic community policing vision department wide.
Department mission statement

The revised mission statement of the Baltimore Police Department reflects its goal to establish a renewed partnership with the Baltimore community. The updated mission statement and core values are the result of a collaborative effort with the BPD, the Department of Justice (DOJ) and Consent Decree Monitoring Team. The mission statement and core values encourage members of the department to take a proactive approach to community oriented policing, and focuses on building trust in the community through community partnerships. The mission statement was changed to articulate a new philosophy for policing in Baltimore, and will shape the department’s relationship with the community moving forward.

Vision
A Pathway to the Community

Mission
The Baltimore Police Department is dedicated to upholding the Constitution and enforcing laws in a fair, impartial and ethical manner. We commit to creating and maintaining a culture of service that builds trust and legitimacy in all communities, values the sanctity of human life, and provides for the safety and well-being of all.

Core Values

Accountability
We will perform our duties above reproach and with transparency. We will speak up when we witness or are made aware of incidents of error or misconduct. It is our duty to intervene and prevent misconduct from occurring. Individually and collectively we accept responsibility for our decisions and actions.

Community Collaboration
We are committed to community-oriented policing, through which we engage in problem-solving partnerships with community members and organizations to develop proactive solutions and increase community trust in the police.

Diversity and Inclusion
We are committed to recruiting and retaining a quality workforce that reflects and honors the culture, history, and values of the communities we serve. Through active and thoughtful engagement, we demonstrate our acceptance and respect for the unique attributes, characteristics and perspectives of others.

Innovation
We embrace technology and innovation. We continually seek more efficient and effective solutions to embrace 21st century policing practices. We remain open to learning from the ideas and contributions of others.
Integrity
We hold ourselves to the highest ethical standards and to following the principles of procedural justice. We are fair and honest when making decisions and we honor our commitments to each other and the communities we serve.

Public Safety
We proudly serve with humility and professionalism. We are dedicated to safeguarding the lives and property of residents and visitors while reducing the incidence and fear of crime. We will use our authority with restraint and de-escalate conflict whenever possible.

Safety & Wellness
We encourage and promote the safety of officers and the community by delivering excellence in health, fitness and wellness management. We are committed to reducing risk and mitigating the impact of direct and secondary trauma.

Trust and Respect
We see our community, including our officers, as our greatest asset. Every individual is worthy of being treated with dignity and respect. We strive to always be responsive and approachable and to work toward gaining the trust and willing cooperation from those we serve.

Organizational transformation
Organizational transformation refers to the change that needs to take place in the Department when moving from traditional policing ideas to community policing and is essential to the success of community policing in Baltimore. For community policing to be successful, changes need to take place in the Department regarding cultural thinking, policy development, training, transparency, sharing of responsibility between the Department and the community, and measuring policing activities through community policing efforts, rather than arrest numbers or response times to calls.

Organizational transformation is the first step in the efforts of community policing. External community policing efforts and strategies will then achieve high levels of satisfaction with how the Department is meeting community needs, resulting in higher levels of police legitimacy in the community and increased confidence that the police are treating everyone with respect, regardless of their circumstances.

Within the area of organizational transformation, there are four major stages.

Stage 1. Establishing a Receptive Culture

Relevant objectives and action items include the following:

1. Ensure that Department leadership and management adopt community policing and deliver a Department-wide message that community policing is a priority. Each BPD member will serve as a community policing generalist, and will uphold the standards of all community
policing mandates in the plan. Department leadership will ensure this is reflected in BPD rewards systems, promotions, tests, policies, training and CompStat meetings.

1. Develop a communications plan for Command staff. Have management deliver this message at the earliest available time – and attend Department-wide training sessions to deliver the message.

1.1 Develop a plan for supervisors to deliver the messaging during roll call and CompStat meetings and ensure officers are not only required, but clearly empowered to implement community policing throughout their policies, training, protocols and procedures, and evaluation process.

2. Establish a culture of transparency and accountability to build public trust and legitimacy to ensure department members understand and conduct decision-making in accordance with stated policy.

2.1 Ensure community policing is recognized as a critical part of the Department-wide strategic plan through active engagement by the command, a general order, roll call training, inclusion in promotion evaluations and examinations, and command accountability meetings such as CompStat and CommunityStat. BPD will incorporate but not be limited to those strategies and recommendations from Pillar 4, “Community Policing & Crime Reduction,” in “The President’s Task Force on 21st Century Policing,” issued May 2015.

2.2 Continue to make all Department policies available for public review and collect community feedback, an effort initiated as a part of the consent decree process. Any feedback incorporated into department policy will receive acknowledgement from the best practices team.

2.3 Regularly post on the Department’s website information about stops, summonses, arrests, reported crime and other law enforcement data.

2.4 When serious incidents occur, including those involving alleged police misconduct, BPD will communicate with community members and the media rapidly, openly and neutrally, while respecting areas where the law requires confidentiality.

2.5 To achieve external legitimacy, involve the community in the process of developing and evaluating policies and procedures. Develop a plan to access additional community members through Consent Decree Outreach Advisory Committee.

3. Create a diverse workforce including diversity by race, gender, language, life experiences and cultural backgrounds to improve understanding and effectiveness in dealing with all communities.

3.1 Help Baltimore localities learn best practices for recruitment, training and outreach to improve the diversity and cultural and linguistic responsiveness of the Department.
4. Conduct anonymous, periodic surveys of personnel to ensure they are notified of and understand departmental priorities and that the Department is gauging employee morale and satisfaction within specific areas of the Department.
   4.1 Develop an employee survey instrument and determine a timeframe for conducting it using an online, automatic service.
   4.2 Collaborate with the Police Foundation to plan and manage the survey process and provide regular reports on survey results.
   4.3 Provide members of the Department with a summary of survey results.

Stage 2. Improving Policies
Relevant objectives and action items include the following:

5. Embrace a guardian mindset to build public trust and legitimacy by adopting procedural justice as the guiding principle for internal and external policies and practices to guide officers’ interactions with the community members they serve.
   1.1 Continue to develop and adopt policies and strategies that reinforce the importance of community policing and engagement when managing public safety.
   1.2 To achieve internal legitimacy, continue to conduct focus groups and involve employees in the process of developing policies and procedures.
   1.3 Ensure leadership examines opportunities to incorporate procedural justice into the internal discipline process, placing additional importance on values adherence rather than adherence to rules. Invite union leaders to partner in this process.

6. Ensure Department policies support the tenets of community policing and the SARA problem-solving model.
   2.1 Develop specific and clear policies that explicitly support the tenets of community policing and the SARA problem-solving model.
   2.2 Use the online resource materials and other community policing and problem-oriented policing materials available at the COPS Office to assist in developing these policies.

Stage 3. Advancing Training
Relevant objectives and action items include the following:

7. Collaborate with the BPD Training Academy leadership to enhance training for all BPD officers, emphasizing the tenets of community policing and incorporate the SARA problem-solving model to all levels of Department personnel and in all forums, including the academy, roll call, field and in-service.
   1.1 Use the training resources available online and at the COPS Office on community policing, problem-oriented policing and the SARA model training materials and courses to assist with training Department personnel.
8. Enhance “fair and impartial” police training for in-service and academy training to include instruction on community institutions, cultural diversity, patrol tactics, building trust in field contacts and the benefits of trusting relations with community members.

   2.1 Ensure all officers understand that the concepts are paramount to the Department’s goal of becoming a service-oriented and problem-solving law enforcement agency and that doing so is essential to the Department’s objectives.

   2.2 Identify opportunities in training to incorporate fair and impartial policing best practices and additional training resources and partners. Such training objectives for promoting fair and impartial policing will include teaching officers to recognize their conscious and implicit biases; implement “controlled” (unbiased) behavioral responses; and promote fair and impartial policing in their daily work.¹

   2.3 Train on the importance of legitimacy and include community members to talk about their neighborhoods’ current and previous relationships with the Department.

   2.4 Consult with external subject matter experts to introduce in-service and academy training on fairness, impartiality, legitimacy and procedural justice.

   2.5 Invite community members to address in-service and academy classes.

9. Ensure officers are trained on community interaction. Train community members on interacting with law enforcement.

   3.1 Hold academy training events in communities where trainees can meet community leaders and build relationships that will help engage them as influencers for positive change in the community. Integrate training content from national models offered by federal agencies such as the COPS Office and the Bureau of Justice Assistance (BJA). Moreover, train officers to feel comfortable interacting with individuals from a wide array of backgrounds and on other aspects of building trusting relationships with communities.

   3.2 Use community meetings and other community interactions to train residents on interacting with law enforcement. Provide examples from agency policy to ensure residents are equipped with the proper tools to partner with law enforcement in changing community interactions.

Stage 4. Undertaking Measurements and Evaluation

Relevant objectives and action items for ensuring that an accountability process for community policing and engagement is reflected in performance evaluations include the following:

1. Form a working group to develop a new performance evaluation instrument reflecting how each rank is accountable as described in this Plan.

2. Ensure that Human Resources personnel from the City are involved in designing the performance evaluation process.

¹ “Promoting Fair and Impartial Policing Training,” University of South Florida & Circle Solutions, COPS Office.
3. Standardize all sworn officers’ performance evaluation procedures to reflect community policing measurements.

4. Share the draft evaluation instrument with employees to gain feedback prior to finalizing the form, and provide guidance to employees on the use of the form.

5. Evaluate officers on their efforts to engage members of the community and the partnerships they build.

6. Establish an ongoing feedback system or process via an online tool or written process that provides an ongoing, visible record of achievements and conversations with supervisors. This feedback system will be used throughout the year and will offer a forum for guiding, coaching, tutoring, providing oversight and following through on that which is required to help an employee perform successfully. It will be based on two-way accountability between the manager and employee.

**INITIATIVES AND STRATEGIES FOR COMMUNITY POLICING**

City of Baltimore Initiative

*Violence Reduction Initiative*: The Violence Reduction Initiative (VRI) brings together City agency representatives with Baltimore Police Department district commanders on a daily basis to coordinate public safety resources and address neighborhood issues in an expedited and collaborative manner. This initiative is an essential element to the Community Policing Plan as it acknowledges the collaborative effort that is necessary in order to problem solve in the community. There are currently 8 VRI geographic zones within Baltimore identified for high levels of violence and need for specialized services.

Department Initiatives

- **Neighborhood Coordination Officers (NCO)**: The Neighborhood Coordination Officer (NCO) Program, is an initiative that supports the VRI zone initiative. Modeled after the NYPD program, the NCO program trains and deploys special officers to implement community and problem oriented policing strategies within the VRI zones and surrounding areas. NCO officers are dedicated to leading community outreach efforts, coordinating the Department’s resources with other city agencies, direct problem-solving, and contributing to the quality of life for public safety improvements. This initiative is the launching pad for the overall department wide strategy to ensure qualified, and trained officers are working in the community.

- **Citizen’s Academy**: The Baltimore Police Citizen’s Academy is a program that meets one night a week for 10-12 weeks. The program provides attendees with an overview of the work of the department. Each year, BPD runs two Citizen’s Police Academies – one in the Spring and one in the Fall. Recently, BPD graduated 22 community members during its 4th cohort since the program was re-established.
• **Chaplaincy Program**: The BPD Chaplaincy Program/Academy was launched in 2015, modeled after the Memphis, Tennessee Clergy Ministerial Academy. The community chaplains receive 25 hours of rigid training learning how to serve alongside officers in the community. The chaplains are mandated to volunteer at least 20 hours a month, including community ride-alongs with officers, peace walks, and assisting with victim contact. Currently, over 203 chaplains have gone through the Chaplaincy Academy and are ready to serve the community. All members entering the academy must have relational equity and be currently involved with their community in some facet.

• **Police Explorers Program**: Explorers receive extensive training and actively participate in community service and non-hazardous law enforcement activities. The rationale is to provide, through actual experience, a means by which young men and women may determine if they would like to pursue a career in law enforcement. The program is designed to provide an avenue for Explorer members to provide organized community service to their city. The Explorers Program (BPD Policy 508) is a 35 year old program that promotes and fosters positive police-youth interactions. The BPD Law Enforcement Explorers Program and summer camps give youth the ability to learn police related skills, assist with community events and outreach, and provides positive interactions with youth. Please see Appendix A for additional BPD Youth Initiatives.

**Department Strategies**
This section outlines the strategies the department will need to implement to successfully draft and implement a comprehensive Community Policing Plan.

**Incorporate leadership into all levels of the Community Policing Plan and strategy.**

**Strategies**
- Ensure community policing strategic efforts are facilitated in a top down approach, with the commissioner leading the community policing goals throughout the department.
- Use internal engagement efforts and focus group events with Command staff, sworn and civilian members to gauge internal views on community policing in Baltimore and what strategies should be employed.

**Implement changes to patrol officer scheduling to allow time for community policing efforts at the district level.**

**Strategies**
- Transition to a more efficient schedule that allows for quantifiable community policing time.
- Provide resources to the districts that would support officers in their community policing efforts and enhance opportunities for foot patrol.
• Switch nonessential duties away from patrol officers to civilian staff where applicable.

*Note: Changes to scheduling are dependent upon results of current contract negotiations.*

Implement new efficiencies in department technology to alleviate officer time spent on paperwork and other administrative duties.

**Strategies**

• Equip all patrol vehicles with computers to allow for officers to complete reports and other administrative documents in the most efficient amount of time.
• Reduce officer demands by using new and improved software to issue tickets and other administrative documents.

Establish a collaborative relationship between the BPD districts and the Community Collaboration Division to support community policing and engagement efforts. Engage the community at the district level.

**Strategies**

• Develop a structure that provides resources to the individual districts for implementing plans and engaging the community as necessary. Give districts the autonomy to develop and implement individual micro policing plans and community engagement efforts.
• Provide patrol officers with a list of community resources in each district to ensure that they have the tools to assist residents, strengthening effort to build relationships.
• Enhance district relationships with youth and community schools to allow for more officer interaction with youth in Baltimore.

Utilize current Neighborhood Coordination Officers (NCO) program to serve as train the trainers in the area of community policing and engagement.

• Utilize NCO’s as a resource in building out community policing training curriculum as subject matter experts in the department.
• Give incentives to officers willing to share their experiences in the community with other sworn BPD members.

Improve internal and external communication

**Strategies**

• Develop internal systems for reporting community policing and engagement efforts and collaborating within the department. Utilize the Community Policing Advisory Group to spearhead efforts in organizing an internal reporting strategy.
• Improve efforts to inform community members about community policing and engagement initiatives occurring at the departmental and district level using departmental website, social media and additional forms of communication.
• Use community surveys as a method for gauging community satisfaction and prioritizing public safety goals on an annual basis.

Enhance recruitment and hiring strategies to remedy staffing issues to support the development of a workforce that is reflective of the community it serves and operationalize the BPD’s commitment to community policing.

Strategies

• In partnership with the Mayor’s Office of Innovation, develop and launch marketing campaign to attract and recruit qualified patrol officers.
• Enhance department Cadet Program to serve as a strategy for recruiting students and young adults from the surrounding Baltimore area.
• Improved technology for application process and required testing services for interested candidates that are not local.
• Remaster the recruitment and interview process to be focused on principals of community policing.

Roles and responsibilities

In order to effectively implement a comprehensive Community Policing Plan, all members of the department must have a clear understanding of what their role will be in the community policing plan. Below is a sample list of those staff members that will be involved in the community policing process. In the Community Policing Plan, their roles will be clearly defined to ensure appropriate execution.

1) Senior Command Staff
2) Command Staff
3) Lieutenants and Sergeants
4) Detectives
5) Patrol Officers
6) Civilian Staff Members
7) Dispatch
8) Training
9) Community Members/Residents

Collaborative partnerships

The primary goal of community policing is strong community collaboration in areas of policy development, law enforcement strategy development, transparency, and the sharing of
responsibility between police and community for effective crime reduction and safety throughout the city. A community that truly shares responsibility for ensuring safety, security and a positive quality of life in every neighborhood is one where community members are vocal and clearly establish that aberrant criminal and deviant behavior will not be tolerated.

Collaborative partnerships are an essential part of community policing. Police agencies can rarely solve problems alone, and these partnerships are critical in helping the Department identify crime and quality of life issues that are important to the community, develop solutions for problem-solving, and improve public trust. These partnerships can include other government agencies, community members, community groups, advocacy and community-based organizations, nonprofits, service providers, private businesses, and the media. There are three major stages of developing collaborative partnerships:

Stage 1. Identifying Key Community Stakeholders

Relevant objectives and action items include the following:

1. Before inviting stakeholders, consider the expectations and potential contributions each person and organization can bring, and determine whether these are aligned with the goals of the community policing effort.

2. When inviting the stakeholders to participate, discuss with them their expectations of the collaboration and assess whether these are reasonable and aligned with the goals of the collaboration. Discuss with the stakeholders their potential contributions and the level of involvement that they want or can to contribute to the collaborative effort.

3. Invite stakeholders to participate in an information and planning meeting, and ask them to review the invitation list and recommend others for involvement.

4. Develop strategies to engage residents not typically involved in the community with law enforcement in a solution oriented manner. Plan specific steps to reach this population in community policing strategy.

Over time, new stakeholders may need to be identified to account for changing issues, priorities, resources and expertise needed

Stage 2. Establishing Collaborative Partnerships with Community Stakeholders

Relevant objectives and action items include the following:

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3 Examples of agencies include legislative bodies, prosecutors, probation and parole, public works departments, neighboring law enforcement agencies, health and human services, child support services, public housing, ordinance enforcement, and schools.

4 These groups often work with or are composed of individuals who share common interests and can include such entities as victim groups, service clubs, support groups, issue groups, advocacy groups, community-development corporations and the faith-based community.

5 Although not an exhaustive list, some of these Baltimore partners in many of those categories are specifically outlined in the community policing strategic objectives below and micro-plan examples provided.
5. Meet regularly with community stakeholders and begin by teaching the group the tenets of community policing and the Scanning, Analysis, Response and Evaluation (SARA) problem-solving model.

6. Encourage the community to actively use the SARA model to identify problems and develop solutions for the Department and the community to help increase trust and transparency.

7. Attend regular community meetings in all districts, share information regarding community policing efforts and strategies, listen to the community when they identify new or existing problems in crime and quality of life issues, and work together on potential solutions. Meet with neighborhood watch groups, advocacy groups and other such community organizations.

8. Create a partnership with the community representatives, Neighborhood Coordination Officers (NCO) to use the SARA model to create micro-plans that address specific crime or quality of life issues.

Stage 3. Implementing Community Engagement Techniques

To foster collaboration, help nurture partnerships, and encourage transparency and increased community trust, the relevant objectives and action items include the following:

1. Develop a comprehensive communications strategy to engage with those residents, visitors and business owners through social media, BPD website, listening and information sessions to allow feedback of BPD community engagement strategies, policies trainings and other related materials.

2. Regularly communicate with the community via email, the Department’s website, in-person at community meetings and other organization group meetings, and on media and social platforms to share information on community policing efforts, crime and quality of life issues, and other Department collaborative efforts.

3. Allow the community the opportunity to provide feedback on the information, which will facilitate community engagement and allow for transparency.

4. Post draft community policing policies, training curriculum materials and status updates of micro-community policing plans on the Department’s website.

**Community engagement strategy**

The Baltimore Police Department, in collaboration with the community will continue to focus its efforts on engaging residents in an effective way to facilitate a comprehensive Community Policing Plan. The department understands the importance of including the community in all phases of the process to ensure the needs of the residents as it relates to community policing and engagement is incorporated where relevant.

The first phase of the community engagement strategy will include coordinated focus groups in all nine districts. The second phase of the process will involve examining existing community engagement programs to enhance areas of efficiency where necessary.
Community Input

Coordinated Focus Groups
Focus groups held in each of the nine districts with community stakeholders will address issues related to the specifics of that community. The district command staff will serve as the primary points of contact for the focus group event. The goal of each focus group will be the following:

- Determine what BPD’s biggest challenges are, particularly about relationships with the community.
- Determine from a community perspective what should be included in the BPD community policing/engagement plans.

The focus group methodology, prepared by the Police Foundation, is provided in Appendix B, along with a tentative focus group schedule in Appendix C.

Existing Community Programs
Baltimore Policing Department hosts a myriad of programs that currently serve and engage community members around the city. Our endeavor is to ensure existing programs are servicing the community in the most efficient and effective manner, to deploy appropriate resources to those programs and reach those individuals who most need services.

Recently, the Police Foundation compiled a Community Engagement Inventory (Appendix D), which outlines the community engagement work being implemented throughout the department. This inventory will serve as foundational document as BPD continues to examine current programs for improved measures in the Draft Community Policing Plan.

Problem solving methodologies

Problem-solving involves the identification and analysis of criminal and disruptive behavior patterns to develop methods and solutions for permanent resolution. This comprehensive approach includes all operations, including patrol, intelligence, administration and investigations. Problems and priorities are identified through (1) coordinated community policing needs assessment; (2) collecting and analyzing information on the problem in a thorough yet straightforward manner; (3) developing or facilitating responses that are innovative and tailored to potentially help prevent, eliminate or reduce the problem; and (4) evaluating the response to determine its effectiveness and modifying it as necessary.

The Scanning, Analysis, Response and Assessment (SARA) model for problem-oriented policing teaches officers how to identify problems, analyze associated factors, develop appropriate responses and evaluate the results. This model encourages officers to be creative and use innovative approaches to achieve the primary goals of (1) developing an interactive relationship between the police and community, (2) combining resources rather than attempting to solve problems independently, and (3) reducing repetitive situations that are of concern to the community and those requiring police attention.
Community participation in identifying the problems and discussing the public safety response can reduce or eliminate unintended consequences and allows for informed members of the community to share the strategies to the broader community.

In addition to listening to the community during problem identification, the problem-solving aspect of community policing also requires a greater emphasis on analytic skills and expert systems management to obtain the most valuable information support. Data and information support must be provided for problems that have not been previously studied and for the incorporation of data from outside the Department. Analysis needs to go beyond identifying and forecasting crime patterns, and operational analysis should be supplemented with strategic analysis.

Strategic analysis attempts to identify factors that contribute to crime and non-crime related problems. Data analysts should identify why problems exist in neighborhoods and the conditions that contribute to and perpetuate crime. This information is useful in planning and implementing responses and strategies. Strategic analysis requires information to be collected by a number of unconventional methods, including conducting neighborhood victimization surveys, canvassing rehabilitation centers and hospitals, interacting with school officials, and assessing the impact of environmental changes on criminal activity. This analysis is also helpful to more specifically pinpoint individuals, places or behaviors that are disruptive to the community, as well as help focus the public safety and community response in times of reduced resources. Intelligence and information-sharing is critical to the success of programs such as Cease Fire, reentry, call ins, and other efforts to prevent or eliminate crime.

Management must ensure that data is integrated into community policing activities in a way that fosters meaningful cooperation and aids in the process of problem-solving. Computer-aided dispatch (CAD) systems can assist in prioritizing police response to service requests. In addition, geocoding and mapping technology, such as creating maps of neighborhood activity, can prove invaluable to the problem-solving process. All data should be made available through a management information system that can be conveniently accessed by patrol officers, supervisors, command staff and support personnel.

Wide dissemination and information-sharing are essential components of community policing. Pertinent and appropriate information should be made available to members of the community whenever possible. For example, statistics showing an increase in burglaries or rapes in a specific section of town should be shared with the community to advance the problem-solving process. Every officer has the responsibility to collect and share information that could impact this analysis and further the police-community partnership to improve public safety and increase transparency.

Within the area of problem-solving, there are two major stages.

Stage 1. Use Data Strategically to Assist in the Allocation of Internal and External Resources

Relevant objectives and action items include the following:
1. Strengthen the Department’s response to evolving crime patterns through real-time reporting of crime data, strengthened crime analysis and proactive assignment of personnel to hotspots.

2. Increase staffing in all Analytical Intelligence Section (AIS) units.
   2.1 Contract with an external party to conduct a data quality and timeliness study to determine how to decrease the amount of time between incidents occurring – particularly pertaining to homicides and Part 1 crimes – and inputting finalized data into the Records Management System.
   2.2 Ensure AIS, Information Technology (IT) and the Records Unit cooperate to centralize all crime and intelligence databases and that AIS centralizes all pertinent intelligence intake functions in the CitiWatch Unit and Watch Center.
   2.3 Restructure AIS units to fit specialized roles, including the assignment of tactical crime analysts to each district, though they will be physically located in the Watch Center; the addition of crime and intelligence analysts who can be assigned to the Watch Center in case of emergencies; and the inclusion of clerical workers or police cadets who can take over some functions that may currently be conducted by crime analysts in the Watch Center.

3. Include community policing efforts and strategies in CompStat meetings and strengthen the CompStat process for managing performance, initially in responding to crime and later for the operation of each unit in the Department.
   3.1 Use CompStat not just to provide a general review of crime trends, but also to encourage a detail-driven dialogue about individual crimes and crime patterns and the steps being taken to counter them with problem-solving efforts.
   3.2 Use up-to-date crime data and crime maps to hold district commanders accountable for having identified and responded to current crime problems. Encourage commanders to use their resources strategically to address immediate problems instead of merely spreading their officers around the community and waiting for calls and crimes to happen.
   3.3 Capitalize on intelligence-led policing and information-sharing on a continuous, real-time basis to support directed and focused policing and problem-solving.

4. Lead an alternative-response initiative to reduce the number of calls to which field officers must respond, which will result in officers remaining in the neighborhoods to which they are assigned to engage in proactive policing activities.
   4.1 Continue to use and better staff and maintain the Telephone Reporting Unit (TRU). To help end the practice of dispatching officers to all low-priority calls, BPD created TRU, presently staffed with five to six light-duty officers (depending on the shift), which can take police reports pertaining to 1) identity theft, 2) lost property, 3) stolen cars, 4) thefts from vehicles, 5) destruction of property and 6) illegal dumping over the phone where there are no traces at the scene that would help officers locate a suspect.
4.2 Also encourage both TRU and 3-1-1 operators to collaborate and receive appropriate direction on coding lower-priority calls to service so that TRU can intercede in the dispatch process when needed, which would help keep 3-1-1 from dispatching officers on low priority-calls that TRU could handle.

5. Use the crime triangle model to focus on immediate conditions to better understand the problems associated with the problem-solving effort.

5.1 Visualize links among the victim, offender and location (the crime triangle), as well as those factors that could have an impact on them, such as capable guardians for victims (e.g., security guards, teachers, neighbors), handlers for offenders (e.g., parents, friends, probation officers) and managers for locations (e.g., business merchants, park employees, motel clerks). Rather than focusing primarily on addressing the root causes of a problem, focus on the factors that are more within reach, such as limiting criminal opportunities and access to victims, increasing guardianship, and associating risk with unwanted behavior.

6. Increase the Operational Intelligence Section’s (OIS) reach across the districts and the Department, and create a centralized Violent Repeat Offenders (VRO) Program.

6.1 Evaluate all OIS units and task forces using productivity measures (e.g., strategic arrests, successful investigations).

6.1.1 Ensure the OIS develops profile sheets for each unit commander displaying specific measures of productivity or success. The OIS must ensure that all of its units collaborate and are not in conflict with SES operations. Establish District Gang Intelligence Officers in every district, under the supervision of the OIS, to serve as important contributors in the VRO process and provide a conduit for district intelligence about VROs to the OIS.

6.1.2 Ensure that the actions by the VRO and SES Units are shared with the patrol officers so they can answer pertinent questions. Ensure the faith-based community liaisons are informed on a need-to-know basis so they can explain how these enforcement actions will improve the public safety of the community.

7. Provide modern technology to officers that ensures ready access to timely information on crime and quality-of-life community characteristics within their beats, either through laptop computers in their patrol cars or through personal data devices.

7.1 Allow the data analytical functions and intelligence functions to support the patrol activities and community policing efforts.

7.1.1 Ensure technology can support crime and problem-solving analysis functions and decentralized decision-making information by gathering more detailed information about offenders, victims, crime locations, community and quality of life concerns.
7.3 Check that the quality of information in the data is constantly reviewed and verified to ensure sound decision-making processes.

8. Produce daily analytics reports related to priority crimes and repeat offenders, as well as monthly reports for management to assist in planning a resource allocation for community policing efforts.

8.1 Provide a daily crime meeting early each day to review crime data from the previous day and determine immediate steps to take to address evolving patterns.

9. Ensure access to technology that enhances internal communication through reporting, email, incident reporting, crime briefs and other such communications.

10. Incorporate communications resources and programs to inform the public and enhance transparency of police operations.

10.1 Explore the use of social media newsletters and other communications devices to encourage two-way communication with the community.

Stage 2. Promote and Implement Problem-Solving Methodologies

Relevant objectives and action items include the following:

1. Improve the Department’s liaison with other city agencies that have a stake and role in solving community problems that impact crime.

1.1 District Commanders should maintain an active working relationship with each relevant City agency head. District Commanders should also maintain an accurate agency POC list for their respective districts, which can be made available to frontline patrol officers, via roll-call trainings or other methods.

1.2 Identify which agencies can help the Department achieve the above goals and empower Officers to work with those agencies to address quality of life issues.

1.3 Develop policies that establish community policing responsibilities.

1.4 Involve peer support counselors as part of the multidisciplinary teams when appropriate.

1.5 Underscore the importance of the language used and adopt policies directing officers to speak to individuals with respect. Offensive or harsh language can escalate a minor situation.

1.6 Schedule regular forums and meetings where all community members can interact with the police and help influence programs and policy.

1.7 Engage youth and communities in joint training with law enforcement, citizen academies, ride-alongs, problem-solving teams, community action teams and quality of life teams.

1.8 Utilize Community Resourced Committees (CRC) and focus groups to assist in developing crime-prevention strategies and agency policies and provide input on policing issues.
1.9 Work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.

1.10 Adopt community policing strategies that support and work in concert with economic development efforts within communities.

1.11 Address crime issues at the neighborhood level using nuisance abatement laws and Crime Free Multi-Housing Programs.

2. Initiate efforts to address collaborative efforts with Baltimore City School Police.

2.1 Work with Baltimore City School Police officials and their officers to encourage the continued use of alternative strategies.

2.1.1 For student suspensions and expulsion, consider restorative justice, diversion, counseling and family interventions.

2.1.2 Involve youth in decision-making through restorative justice, youth courts and peer interventions.

2.1.3 Adopt an instructional approach to discipline that uses interventions or disciplinary consequences to help students develop new behavior skills and positive strategies to avoid conflict, redirect energy and refocus on learning.

2.1.4 Develop and monitor school discipline policies with input and collaboration from school personnel, students, families and community members. These policies should prohibit the use of corporal punishment and electronic control devices.

2.1.5 Create a continuum of developmentally appropriate and proportional consequences for addressing ongoing and escalating student misbehavior after all appropriate interventions have been attempted.

2.2 Work with communities to play a role in programs and procedures to reintegrate juveniles back into their communities as they leave the juvenile justice system.

2.2.1 Develop evidence-based community and school programs that mitigate punitive and authoritarian solutions to teen problems.

2.3 Restore and build trust between youth and police by working with communities to create programs and projects designed to promote positive, consistent and persistent interaction between youth and the police.

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**Measuring success**

Baltimore Police Department has developed the following accountability measures to assess progress in the area of community policing and engagement strategic planning process.
## Community Policing Strategic Plan Timeline

<table>
<thead>
<tr>
<th>Deliverable</th>
<th>Responsibility</th>
<th>Deadline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Submission of Draft Community Policing Plan Outline</td>
<td>Consent Decree Implementation Unit (CDIU)</td>
<td>September 10, 2018</td>
</tr>
<tr>
<td>Collaboration with Community Policing Advisory Group</td>
<td>CDIU</td>
<td>Meetings On-going through Draft Community Policing Process</td>
</tr>
<tr>
<td>Community and Internal Focus Groups</td>
<td>CDIU, CP Advisory Group, and Police Foundation</td>
<td>September – October 30, 2018</td>
</tr>
<tr>
<td>BPD to determine any additional technical assistance needs and resources required for Draft Community Policing Plan</td>
<td>CDIU and CP Advisory Group</td>
<td>September 30, 2018</td>
</tr>
<tr>
<td>Collaboration with City Agencies and VRI Initiative</td>
<td>CDIU</td>
<td>October 30, 2018</td>
</tr>
<tr>
<td>Collaboration with Training, Recruitment and Technology Units</td>
<td>CDIU</td>
<td>October 30, 2018</td>
</tr>
<tr>
<td>Incorporation of Community and Internal Focus Group feedback</td>
<td>CDIU and Police Foundation</td>
<td>October 30 – December 1, 2018</td>
</tr>
<tr>
<td>Weekly Meetings with the Police Foundation for Technical Assistance</td>
<td>CDIU and Police Foundation</td>
<td>Meetings On-going through Draft Community Policing Process</td>
</tr>
<tr>
<td>Plan session with New Police Commissioner to identify community policing priorities</td>
<td>CDIU and Police Foundation</td>
<td>TBD upon date of appointment</td>
</tr>
<tr>
<td>Submission of Draft Community Policing Plan</td>
<td>CDIU and Police Foundation</td>
<td>December 17, 2018</td>
</tr>
<tr>
<td>Engagement of the community in comment periods</td>
<td>CDIU</td>
<td>December 17, 2019 – January 18, 2019</td>
</tr>
<tr>
<td>Submission of Final Community Policing Plan</td>
<td>CDIU and Police Foundation</td>
<td>March 8, 2019</td>
</tr>
</tbody>
</table>
## Appendix A

**Baltimore Police Department**

**Current Youth Initiatives**

<table>
<thead>
<tr>
<th>Program/Event</th>
<th>Consent Decree Paragraph</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policing the Teen Brain</td>
<td>218, 220 &amp; 221</td>
<td>Created by Strategies for Youth, a nonprofit dedicated to instructing adults to have more effective interactions with youth. This course is designed to teach officers effective solutions for interacting with youth based on their appropriate developmental stages.</td>
</tr>
<tr>
<td>The Police Challenge Program (Outward Bound)</td>
<td>221</td>
<td>A program coordinated and conducted by Outward Bound for the purpose of uniting Police Officers and Baltimore City School students to improve relationships.</td>
</tr>
<tr>
<td>Police &amp; Youth Dialogue Circles</td>
<td>221</td>
<td>Program provides a safe space for open discussion between youth and police officers anchored in principals of emotional intelligence. The goal of the program is to allow officers and students to share personal stories that will create understanding and a lasting connection.</td>
</tr>
</tbody>
</table>
| Police Commissioner’s Youth Advisory Board        | 221                      | The Youth Advisory Board is a body of young people, ranging from 16-24 years, striving to vocalize the needs of youth by serving as an accountability body to the Baltimore Police Department, and service in the following areas:  
  - Civic Engagement  
  - Public Policy/Accountability Body  
  - Community Service                                                                            |

### Additional Programs

<table>
<thead>
<tr>
<th>Program/Event</th>
<th>Description</th>
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<tbody>
<tr>
<td>Project Pneuma</td>
<td>Project Pneuma is a holistic program which teaches African American boys in grades 4-8 forgiveness and self-control through mediation, yoga, breathing techniques and focus drills. This program is intentionally housed within the BPD Police Training Facility to begin to bridge the gap between the misconceptions of African American youths and Baltimore City police officers.</td>
</tr>
<tr>
<td>Baltimore Officers Lending Opportunities (BOLO)</td>
<td>Each Police District was asked to field a team of young men ages 14-18 to play flag football every Friday. The District officers work with community members to coach the teams each week.</td>
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<tr>
<td>Program</td>
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<tr>
<td><strong>Law Enforcement Explorer Program</strong></td>
<td>Explorers receive extensive training and actively participate in community service and non-hazardous law enforcement activities. The rationale is to provide, through actual experience, a means by which young men and women may determine if they would like to pursue a career in law enforcement. The program is designed to provide an avenue for Explorer members to provide organized community service to their city.</td>
</tr>
<tr>
<td><strong>Bridge Program</strong></td>
<td>In-school and after school programming for at risk youth in Baltimore City. The program provides an opportunity for officer to mentor youth in the community.</td>
</tr>
<tr>
<td><strong>Hermanos Mios Mentorship Program</strong></td>
<td>The Hermanos Mios Program is a mentorship program in partnership with the Hispanic Law Enforcement Association facilitated at Patterson High school at risk Latino youth.</td>
</tr>
</tbody>
</table>
Paragraphs 15-26 of the 2017 Consent Decree lays out requirements for improving relationships between the community and the BPD through community policing and engagement. Paragraph 19, specifically, reads, “The City and BPD will, within their respective spheres, develop and implement community-engagement plans for creating opportunities for routine and frequent positive interactions between officers and community members, including those critical of BPD.”

As part of the effort to build those plans, the Baltimore Police Department Compliance OfficeConsent Decree Implementation Unit has created a strategy to gather information from the community and BPD members to provide content for the plan. The following Focus Group Methodology is designed to cultivate discussion and optimize input from community members and BPD staff.

**Focus Group Purpose**

The purpose of the focus groups is to collect qualitative information from the Baltimore community and BPD staff on their perceptions of the department’s challenges and areas of change under the consent decree, as well as what they would like to see included in a community engagement and policing strategy.

**Baltimore Community Participant**
The Police Foundation staff will work with the Baltimore Police Department to refine and execute a randomized list of Baltimore community members/representatives/groups invited for group participation. To do so, the participant selection process will be as follows:

1. The BPD Compliance Consent Decree Implementation Unit, together with the Community Policing/Engagement Task Force will create a comprehensive list of community members/representatives that should be included in focus groups.
2. BPD Compliance Consent Decree Implementation Unit will create an invitation letter to those individuals and request and RSVP to ensure we have an appropriate count for each focus group.
3. BPD Compliance Consent Decree Implementation Unit staff will confirm with each attendee the day prior to the focus group to ensure participation.
4. BPD will also hold open focus groups or listening sessions to ensure that those not invited to participate can self-select into the process.

**BPD Participant Selection / Randomization**

The Police Foundation staff will work with the Baltimore Police Department to refine and execute a randomized list of BPD staff for focus group participation. Invitees will include both sworn and non-sworn members of the BPD, and will include all ranks Lieutenant and below, representing approximately 10% of the department. To do so, the participant selection process will be as follows:

5. For Patrol, the PF Team will formally request, and the BPD will provide, a sworn staffing roster of each of the nine BPD Areas. The roster will not include names of staff, but will include personnel or badge number, rank, and shift assignment (or something similar). From the roster, the PF will use a randomization process to produce a list of BPD personnel or badge numbers to be invited to participate in focus groups. BPD POC will work with district commanders to ensure that the invitees attend the assigned focus group.
6. For Investigative Units, the PF Team will formally request, and the BPD will provide, a sworn staffing roster of each of the Units. The roster will not include names of staff, but
will include personnel or badge number, rank, and shift assignment (or something similar). From the roster, the PF will use a randomization process to produce a list of BPD personnel or badge numbers to be invited to participate in focus groups. BPD POC will work with Unit commanders to ensure that the invitees attend the assigned focus group.

7. For all other BPD non-sworn staff, PF Team will formally request, and the BPD will provide, a staffing roster. The roster will not include names of staff, but will include some identifier, title and shift assignment (or something similar). From the roster, the PF will use a randomization process to produce a list of BPD personnel or badge numbers to be invited to participate in focus groups. BPD POC will work with Unit commanders to ensure that the invitees attend the assigned focus group.

**Logistics**

**Date:** Focus groups will be in the BPD districts. The teams should 30 minutes between each focus group to regroup, rest and prepare for the next group.

**Time:** Each focus group will be held for the 90 minutes prior to the beginning of the employee’s shift for ease of participation for each A, B & C shift.

**Locations:** To optimize convenience to participants, focus groups will be held in the districts for patrol, and in a central location at BPD Headquarters. The BPD will ensure the meeting space is comfortable, easily accessible and convenient to BPD staff. Each meeting room should be able to accommodate approximately 15-20 participants. It should be set up with tables and chairs in a U-shaped format for ease of facilitated discussion. Each meeting room should be equipped with active power outlets. The Team will also supply a laptop or tablet for notetaking, a flip chart and markers, and small round colored stickers.
Process: Each Focus Group Moderation Team will be divided into two sub-teams that will be led by a Primary Moderator and an Assistant Moderator, as well as a Notetaker. The Primary Moderator(s) will be responsible for leading the focus group process and cultivating discussion, while the assistant moderator(s) will be responsible for assisting in discussion cultivation, logistics and detailed notetaking on the flipchart. The third team member, the notetaker, will be responsible for taking detailed notes on the laptop to include exact quotes and any statistical information regarding the group (i.e. number of participants, ranks, any demographic information, etc.).

The PF team will work with the BPD POC to ensure that appropriate planning and logistics are completed so that focus groups are the most representative of the BPD, and that to the extent possible, disruption to BPD operations is minimal during scheduling and execution of focus groups.

Methodology

The Focus Group Moderation Team will use the Nominal Group Technique (NGT) during focus groups to gain input from focus groups participants. “NGT gathers information by asking individuals to respond to questions posed by a moderator, and then asking participants to prioritize the ideas or suggestions of all group members. The process prevents the domination of the discussion by a single person, encourages all group members to participate, and results in a set of prioritized solutions or recommendations that represent the group’s preferences.”

The Focus Group Methodology will include the following steps:

1. Participants will be asked to sign in to the focus group (with their personnel/ID numbers only) on a sign-in sheet as they take a seat.

2. The moderator will welcome the group and introduce herself/himself.  
3. The moderator will provide the purpose of the focus group, information on the anonymity of the information provided during focus groups, as well as information letting participants know that they are not required to participate if they do not want to.  
4. The moderator will then ask the following questions to begin the NGT:  
   o What do you think are the BPD’s biggest challenges, particularly with regard to relationships with the community?  
   o What would you like to see included in the BPD community policing/engagement plan(s)?  
5. As participants provide feedback, the assistant moderator will document.  
6. After all input is collected, participants will be asked to prioritize feedback by placing their three stickers (provided at their seats) by their top three items.  
7. The PF and BPD will work together to organize all data and respective priorities will be organized and provided back to the BPD for inclusion in the final community policing/engagement strategy.

---

7 Bios for Chief (ret.) Rick Braziel and Dr. Dan Isom will be provided upon request.
Appendix C

Community Policing and Engagement Plan

Upcoming Focus Group Schedule

**Purpose:** The purpose of the community policing focus groups will be to provide an opportunity for Baltimore Police Department staff members and community members to share thoughts, ideas and concerns related to community policing. The focus groups will be facilitated by a third party to ensure that all members are open and free to share. The information gathered in the focus groups will ultimately be used to shape the Community Policing Plan required by the Baltimore Consent Decree.

**September 2018**

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<th>Monday</th>
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<td>Labor Day Holiday</td>
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<tr>
<td><strong>Senior Command Level Focus Group</strong></td>
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<td></td>
<td><strong>BPD Consent Decree Community Meeting</strong></td>
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<td>11:00 a.m. – 12:30 p.m. (Com Stat Room – TBD)</td>
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<td>Living Classrooms 6 – 7:30 p.m.</td>
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<tr>
<td><strong>BPD Staff Focus Group</strong></td>
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<td><strong>Community Focus Group</strong></td>
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<td>(Officers, Detectives, Sergeants, and Civilians) 20 members</td>
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<td>Northern District – Major Gibson (Location TBD) 6 – 7:30 p.m.</td>
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<td>11:00 a.m. – 12:30 p.m. (Offsite Location TBD)</td>
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<td><strong>Command Focus Group</strong></td>
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<td>(LT’s, Captains, Majors, Directors) 20 members</td>
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<td>2 Community Focus Group</td>
<td>3 Community Focus Group</td>
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<td>BPD District Focus TBD</td>
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<td>8</td>
<td>Columbus Day Holiday</td>
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<td>10</td>
<td>11 Community Focus Group</td>
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<td>BPD District Focus TBD</td>
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<td>12 Command Focus Group (LT’s, Captains, Majors, Directors)</td>
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<td>15</td>
<td>Community Focus Group</td>
<td>16 BPD Staff Focus Group</td>
<td>17 BPD Consent Decree Community Meeting</td>
<td>18 Community Focus Group</td>
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<td></td>
<td>BPD District Focus TBD</td>
<td>(Officers, Detectives, Sergeants, and Civilians)</td>
<td>Chase Braxton</td>
<td>BPD District Focus TBD</td>
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<td>Community Focus Group</td>
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<td>BPD District Focus TBD</td>
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<td>BPD District Focus TBD</td>
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**Promising Community Engagement and Community Policing Practices From Law Enforcement Agencies Around the United States** ............................................................... 16
Draft Community Policing Plan Outline – Baltimore Police Department

Background

Police departments across the nation have identified community policing and engagement as two of the most essential core pieces of policing in the 21st century. Indeed, Baltimore Police Department’s Mission states that, “The Baltimore Police Department is dedicated to upholding the Constitution and enforcing laws in a fair, impartial and ethical manner. We commit to creating and maintaining a culture of service that builds trust and legitimacy in all communities, values the sanctity of human life, and provides for the safety and well-being of all.”

To do so, the department must work together to weave the philosophies of community trust and engagement into fabric of the BPD culture.

Community Engagement and Community Policing Defined

According to the U.S. Department of Justice (DOJ), Office of Community Oriented Policing Service (COPS Office), “Community policing is a philosophy that promotes organizational strategies that support the systematic use of 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.”

As described by the COPS Office in “Community Policing Defined,” the three key components of community policing are as follows:

3. **Community Partnerships**: Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase public trust.

4. **Organizational Transformation**: The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem-solving.

5. **Problem-Solving**: The process of engaging in the proactive and systematic examination of identified problems to develop and evaluate effective responses.

Consent Decree Requirements

Developing a quality strategy to incorporate community policing and engagement into the fabric and culture of the BPD is also woven deeply into the 2017 Consent Decree entered into by the City of Baltimore and the DOJ.

In 2016, the U.S. Department of Justice (DOJ) Civil Rights Division conducted an investigation into the practices of the BPD and released a report of its findings. Among other areas, the report found that BPD failed to “adequately support its officers with adequate staffing” and that BPD “lacks effective strategies

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8 Compliance Manager, BPD Consent Decree Implementation Unit, comments on draft, July 6, 2018.
10 *Community Policing Defined*. 

2
for staffing, recruitment and retention, leading to officers working with deteriorated decision-making skills.”

On April 7, 2017, the City of Baltimore and DOJ entered into a consent decree that would address the issues identified in the findings report. The consent decree requires reform in a multitude of areas including, but not limited to community policing, impartial policing, misconduct, accountability, technology upgrades and staffing.

**Purpose of this Inventory**

This inventory is designed to provide an overview of the efforts currently underway by the BPD to engage with the Baltimore community, to assist in solving their problems and to partner for a safer city.

**Methodology**

In 2017, the BPD Compliance Unit asked the Police Foundation (PF) to support the community engagement inventory. Staff from PF and the BPD Compliance Unit conducted in-person and phone interviews to compile the inventory, meeting with the police commissioner, commanders of each patrol district, and other BPD personnel who oversee community engagement-related activities. In total, PF and BPD Compliance Unit staff interviewed 17 individuals.

Based on these interviews; subject matter expertise in policing practices and police organizations; and information gained from the BPD Staffing Study and BPD Technology Resource Inventory, which PF staff helped to develop, PF staff developed a list of themes and challenges for BPD to address in a community policing plan.

In addition, in the last section of this report, PF staff highlight promising community engagement and community policing practices from law enforcement agencies around the United States. These promising practices are meant to provide examples BPD can learn from as it furthers efforts to engage with the Baltimore community, address community problems, and meet the requirements of the consent decree.

**BPD Organization**

As mentioned above, the BPD considers engagement with a community as one of its core philosophies. However, while BPD seeks to ingrain community engagement in its culture throughout the department, organizational changes have made this shift challenging. The BPD has undergone multiple organizational changes over the last several years. On January 19, 2018, Mayor Catherine Pugh appointed Darryl De Sousa as BPD’s ninth police commissioner since 1994. Gary Tuggle took over in June 2018 and is

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currently serving as interim police commissioner as the city conducts a nationwide search for a new commissioner.

Existing BPD Community Policing & Engagement Efforts

BPD Community Engagement Strategy

While the beginnings of a community engagement strategy were drafted in 2017, the BPD does not have an existing comprehensive overarching community engagement strategy in place. Pieces and programs that evoke the community policing philosophy are pervasive throughout the department, nothing yet seems to tie them all together.

Legal

House Bill 771

House Bill 771 ‘Baltimore Police Department Report on Community Policing’ requires ‘the Police Commissioner of Baltimore City to report annually specified information concerning the Baltimore Police Department to the Mayor and City Council of Baltimore and the members of the Baltimore City Delegation to the General Assembly; and requiring the report to be made available on the Department’s Web site.’14 Both the 2016 and 2017 Community Policing Report are currently available on the BPD website.15 The 2017 Report lays out the community engagement work completed in 2016 under Commissioner Kevin Davis.

Department Policy & Training

BPD Community Policing & Engagement Training16

BPD police officers receive a variety of training related to community policing and engagement. As new sworn hires at the Police Academy, recruits undergo 38 weeks of classroom instruction, physical training, and scenario-based exercises. Academy training includes classes on:

- Fair and Impartial Policing;
- Ethics and Integrity;
- Community Policing;
- Cultural Awareness;
- LGBTQ;
- Baltimore History;
- Behavioral Health Awareness Basic;
- Cultural Awareness for African American communities;

- Cultural Awareness for Jewish Communities;
- Foot Patrol;
- Crime Prevention;
- Media Relations;
- Outward Bound;
- Law/Legal;
- Legal Practical;
- Mock Trial;
- Domestic Violence; and
- De-escalation.

While at the Academy, recruits also spend a day completing a community project that could include activities like volunteering with Rebuilding Baltimore, local soup kitchens, building a playground, participating in runs/walks, etc.

At the same time, the Police Academy would like more staffing and to be able to expand on existing community-based programs. Under current department staffing and practices, trainees may get drafted away from Academy days to help staff large events.

Additionally, BPD officers receive annual in-service training. The Maryland Police and Correctional Training Commission requires officers to receive 18 hours of training annually. In 2017, BPD in-service training consisted of two weeks and in 2018, in-service training was one week. In 2019, in-service training is anticipated to be two weeks again. BPD officers can elect to receive up to 40 hours of crisis intervention team (CIT) training. BPD is looking into being able to provide a menu for officers to choose a certain number of courses to fill their requirements.

The Police Academy also oversees BPD's Cadet Program, for aspiring officers who do not yet meet the minimum age requirement of a police officer trainee. As of May 30, 2018, the Cadet Program had 11 cadets.

**BPD Training Academy Engagement with the Community**

Besides providing training to all BPD personnel, the BPD Training Academy staff also undertake a number of efforts to engage members of the Baltimore community. The following list was provided to the PF Team during an interview with Sgt. Corzo of the BPD Training Academy.

*Citizens Police Academy* - The Baltimore Police Citizen's Academy is a program that meets one night a week for 10-12 weeks. The program provides attendees with an overview of the work of the department. Each year, BPD run two Citizen Police Academies – one in the Spring and one in the Fall. Recently, BPD graduated 22 community members during its 4th cohort since the program was re-established. Training Academy staff report that the program has been helpful in bringing together other resources from the Baltimore community. In addition, the program has served as an introduction to the department for future Baltimore Police Officers.

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Critical Decision-Making Event – This event provides community members with an overview of Use of Force policies, practices, training and equipment used (including less lethal and Use of Force/De-escalation decision making matrix). Participants also participate in force simulation training to experience the decision making necessary during a critical incident. The staff has also incorporated a live action scenario using a bar scenario created by the BPD. This event is both offered as part of the citizen’s police academy, but also separately once or twice a year. Approximately 10-12 participants participate in the event. Recent participants have included the mayor, City Council, media and general public. The BPD Media Relations section is given information on upcoming events and puts the information out on social media and other means to let people know they can sign up.

Pizza in the District – In this event, BPD partners with Live Baltimore, an organization that aims to recruit and retain Baltimore City residents. Representatives come to the recruit class and talk about living in the City. They also do a walking tour of the neighborhood.

Community Involvement in BPD Policy Development

The BPD currently makes concerted efforts to involve the community in development and revision of BPD policy. The following efforts are made to gain feedback and encourage discussion around department policy.18

- As Consent Decree requires, all BPD policies are available to the public on the BPD website. Additionally, the page has a ‘Let’s hear your feedback,’ button that prompts visitors to leave feedback on a policy. The button is in a prominent location and has been used XX times in the last year to provide input on departmental policy by community members.

- Special Invite Sessions for policy review and input (particularly for the use of force and body-worn camera draft policies) Community Relations Presidents and leaders were invited to provide input and comment.
- Outreach Liaison also reaches out via listserv regarding specific policies.
- Specific targeted surveys are going out regarding specific policies.
- 18 Community meetings re: Consent Decree progress and policy.
- Development of strategy for Community Policing and Engagement Policy development.

18 Unless otherwise noted, information from this section comes from Jennifer Zeunik and Erika Groover interview with Lieutenant Quick, BPD Policy Unit, May 30, 2018.
• Conducting officer focus groups on policy.
• Want to include more but capacity is difficult in short amount of time. Once the Consent Decree ‘rush’ is finished, what is the sustainability going forward to keep the community engaged in the policy review and development process.
• Civilian Review Board (CRB) – the Consent Decree envisions a close working relationship with the CRB.

Youth and Community Division

Established in January 2013, the Youth and Community Division of the BPD focuses community engagement by engaging the four pillars of community, faith-based communities, re-entry, and youth. The Division started with ten staff members to serve the community with an emphasis on service. The Division’s goal is to help the entire department become involved, such as by having officers involved in the “Officer Friendly” initiative where officers engage youth in schools, ensuring community meetings are attended by police representatives to build relationships, and encouraging officers to share contact information with community members. As of May 25, 2018, the head of the Youth and Community Division was Colonel Melvin Russell.

The goal of the Community Pillar is to build out community collaboration teams. The Division hopes to move to a place where communities can take responsibilities for small issues that come up on their own – in a form of “relational equity.” The Division has had police officers go in to communities to ask informal leaders what they would do to better their community. Noting their answers, officers follow up to ask if they would join in an informal meeting to talk if the community was brought together. During the meeting, community members would develop strategies with department support. Strategies are handed back to the community to implement and expand on. In some examples resulting from these initiatives, communities have created a more engaged presence to shut down open air drug markets or shut down stolen auto rings.

To expand outreach in faith-based communities, in 2014, the department rewrote their policy on police chaplains, modeled after Memphis, Tennessee’s Clergy Ministerial Academy. In 2015, the department built a Police Chaplain Academy (PCA). There are now more than 200 Police Chaplains who have gone through PCA, involving 25 hours of rigid training. Chaplains must volunteer 20 hours a month, including participation in ride alongs. Each chaplain rides along in the sector where their boundaries are and build relationships with the officers they ride with.

In addition, the Youth and Community Division works with corrections toward efforts to break the cycle of recidivism. The collaboration builds a team to wrap services around incarcerated individuals to integrate them back into their families and community once they are released. The Division supported “Turnaround Tuesday,” where approximately 500 individuals who could not otherwise find jobs found employment. The department also supports Collateral Court, a program used as an alternative to incarceration and has a recidivism rate of around 30 percent.

19 Unless otherwise noted, information from this section comes from Jennifer Zeunik and Erika Groover interview with Colonel Melvin Russell, Youth and Community Engagement Division, May 25, 2018.
To better engage youth, in 2014, the Division took on the Explorer Program. At the time, while all nine patrol districts were supposed to have explorers assigned, many did not. Advisors build out explorer posts from inside of their schools. Although almost 60 police officers were assigned in 2016, the number dropped to 10 in 2017 and the Division is trying to rebuild in schools. Additionally, to engage at-risk youth, the Division works with partners to select 50 local kids to take to an away camp. Many camp counselors are officers who do not reveal they are with the police until the end of the program to show they can build relationships with them. Anecdotally, these efforts have led to better grades, fewer absences, and a decline in violence.

**Strategic Communications**

**Office of Public Information**

BPD’s Office of Public Information consists of a Chief, Captain, four detectives, and a videographer. They use social media extensively, and currently have approximately 300,000 Twitter followers and 200,000 Facebook followers. The Office launched APP in 2017 with access to tips for CrimeStoppers. While the Information Technology Section controls the BPD website, the Office of Public Information contributes the content. The Office live streams press conferences on Periscope and does regular “human interest” stories. District Commanders also use Nextdoor and other social media platforms.

**BPD Website Team**

The BPD website team is responsible for content for the BPD website. The team receives and reviews requests for changes to the website, manages what content can be on the page, and makes the modifications to the pages. Changes usually take three to five days but can be quicker depending on the urgency of the modification. The website has departmental policies posted and a feedback form. Individuals can also file a police report online, which links directly to the appropriate unit.

**Patrol Division**

Covering more than 280 distinctive residential neighborhoods, 13 colleges and universities, businesses and historical landmarks, each patrol district in Baltimore City is unique. In 2017, BPD actual staffing (filled positions) was 2,956 (2,526 sworn and 430 civilian). Of these, approximately 809 sworn officers were assigned to sector patrol. In July 2018, under Commissioner Tuggle, BPD assigned 115 additional officers to sector patrol, placed in districts to serve in patrol functions. Twenty-one of these officers were pulled from district burglary units, which was dissolved in the process, while the remainder were

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20 Unless otherwise noted, information from this section comes from Jennifer Zeunik and Erika Groover interview with Chief TJ Smith, Public Information Officer, May 24, 2018.

21 Unless otherwise noted, information from this section comes from individuals with Jennifer Zeunik and Erika Groover interview with the BPD website team, June 14, 2018.

22 BPD end of year reports 2013-2018, provided to PF team by BPD via email, June 18, 2018.

23 BPD staffing charts for each of the nine districts from December 2017

serving as foot patrols in specially-assigned areas in the city. These and other changes over the last few months may have led adjustments in the following inventory of district community engagement efforts.

**Violence Reduction Zone Efforts**

Neighborhood Coordination Officers have been assigned to each of the violence reduction initiative (VRI) zones. The Neighborhood Coordination Officer Program includes 1 sergeant and 4 officers slated in each zone.

In many districts, the NCOs are the officers tasked with community engagement. Patrol officers are not required to engage in this work by commanders. While NCOs are seen as mentors in some areas, they are stretched thin.

**Northern District**

Sixty-one distinct communities fall within Northern District alone, leading it to geographically comprise almost 25 percent of the entire City of Baltimore. The District includes some of the most affluent Baltimore neighborhoods, the Maryland Zoo, Johns Hopkins University Homewood Campus, Loyola University Maryland, and the Notre Dame of Maryland University.

As of May 21, 2018, the district commander for the Northern District was Major Richard Gibson. In his over two-year tenure as district commander, Major Gibson began has worked to bolster communications and relationships with residents through social media and other initiatives. Major Gibson began using Nextdoor, Twitter, and Facebook, and attending regular community meetings and walks. Northern District has approximately 10 community meetings a week as well as community walks that officers participate in. Among other objectives, the Major has used the social media platforms to successfully retain input from the community and to advertise officers and acknowledge the positive actions they take.

Besides community meetings, Northern District regularly participates in or leads community initiatives. Twice a month, the Major and district officers volunteer in soup kitchens in the district. Each week, one or two officers attend church in the district. Each year, schools in the district identify the most improved sixth grader; at an awards ceremony, the Major delivers a bike to that most improved student. The Major reports that this type of recognition has gone a long way in the community.

Northern District representatives have also collaborated with their community to develop programs fit for their community. For example, sponsored by Johns Hopkins, Northern District participated in a bus tour of the district involving all community presidents and leaders. For approximately three hours, the bus toured both affluent and less affluent areas. Sponsored by Starbucks, the Major and two or three officers at a time participate in Coffee with a Cop that brings residents and police officers together to discuss relevant issues and find common ground. Northern District also works with Heaven on Earth NOW, a national organization that provides healthy food packages for the poor. Each month, food is

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25 PF team call with Lieutenant, BPD, August 9, 2018.
26 Unless otherwise noted, information from this section comes from an interview with Major Richard Gibson, Northern District, May 21, 2018.
delivered to officers, who deliver the packages to “food desert” areas in the District. Generous donors have donated footballs and basketballs for officers in Northern District to be able to play with local kids regularly.

**NorthEastern District**

The largest of the nine districts in size, Northeastern District, is home to Morgan State University, Good Samaritan Hospital, Clifton Park Public Golf Course, Mt. Pleasant Public Golf Course, Lake Montebello, and Stadium Place.

As of May 23, 2018, the district commander for the Northeastern District was Major Jeffrey Shorter. The Major and Captain personally attend approximately 35-40 community meetings per month. During meetings, the Major and Captain give out crime tips and other related recommendations. The District has created a flier in support of education for crime prevention. The Major also participates in community walks with the Community Association President where they pass out ways to join neighborhood associations. Northeastern District has used Facebook and Nextdoor for communication with residents. The Major often chooses officers to participate in initiatives with the community, particularly those who may appear reluctant, to encourage them to engage.

Northeastern District has one sergeant detailed to community engagement efforts and sees about 20 hours a month of community members participating in ride-alongs in their district. The district also participates in a chaplaincy program. In a “Bless the Northeast District” event, faith-based community leaders came together to pray for the district, first gathering at the district and then going to pray at the district’s four physical boundaries. Prayer walks occur in the district every Saturday afternoon.

Northeastern District participates in a number of community initiatives with kids in their district. In the VRI zone that is in the district, an “Officer Friendly” go to the elementary and middle school in the area every Monday to read to children. More recently, the district has adopted another school for the initiative to attend on Wednesdays. Each year, Northeastern District supports a “Haircut for the Holidays” initiative, where participating barbers give free haircuts to boys with perfect school attendance. Recently, the district took 50 kids to see the movie Black Panther. The District also sponsors scavenger hunts in the neighborhoods to get kids outside to play, and officers sometimes walk kids to school. Officers attend little league baseball games to provide a police presence. Northeastern District has participated in an impromptu “scared straight.”

From cleaning streets in the district while in uniform to working directly with community groups, the District supports other community-based initiatives as well. Officers support efforts to help community members find jobs and similarly assists with reentry efforts. The Major reports that at least eight community groups have group texts to share information with the Major. The District also sometimes partners with the Fire Department to collaborate on engagement events.

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28 Unless otherwise noted, information from this section comes from an interview with Major Jeffrey Shorter, Northeastern District, May 23, 2018.
29 “Northeastern District,” Baltimore Police Department, accessed August 16, 2018, [https://www.baltimorepolice.org/districts/northeastern-district](https://www.baltimorepolice.org/districts/northeastern-district).
NorthWestern District

Northwestern District has a diverse makeup of communities including the second-largest Orthodox Jewish community in the country. The district is home to the Pimlico Race Course, host to the second leg of the Triple Crown.

As of May 23, 2018, Northwestern District was led by Major Dion Hatchett. The Major and Captain regularly visit about 30 community groups in the area to speak about crime. Every week, the Major emails all of the community presidents with crime-related updates, including to ask for community input on problems. While the Major and Captain participate in most of the efforts, other sergeants participate as well.

Northwestern District participates in multiple efforts to engage members of their community. District representatives participate weekly in DARE training. Representatives also meet with business owners in the district to explain the process for reaching police with after-hours issues and how best to contact them. Neighborhood Community Officers help to identify community members who may be interested in basketball and football with officers. Northwestern District representatives regularly attend events at local recreation centers and support events like job fairs. In June, the district participated in a “30-Day Initiative” that identified a community in need of health and wellness resources. Promoting community members to take the initiative, the goal was to hold a block party, yard sale, community walk, and other events to get community buy-in and then grow the initiative to other communities.

Northwestern District also has a number of youth-focused initiatives. Officers have read to kids in schools. The Major has detailed an officer to PeacePlayers, an organization that aims to create safe places and provide free after-school basketball programming. The officer works with PeacePlayers full time to support youth. In addition, Northwestern District has engaged boys aged 14-17 with the Boys and Girls Club at Baltimore City Community College in conversation and role modeling. The District plans to take 21 of the boys to the Police Academy to experience their Firearms Training Simulator.

Central District

Central District includes downtown and the University of Maryland, Baltimore, as well as Inner Harbor, Mount Vernon, Lexington Market, Maryland Science Center, National Aquarium, and many restaurants.

30 Unless otherwise noted, information from this section comes from an interview with Major Dion Hatchett, Northwestern District, May 23, 2018.
32 Unless otherwise noted, information from this section comes from an interview with Major Daryl Gaines and Officer Lee, Central District, May 29, 2018.
As of May 29, 2018, the Central District Commander was Major Daryl Gaines. The Major or Captain cover attendance at all events and one officer keeps a log of the events. Central District uses social media to keep the community up to date and experiences community members calling, emailing, or otherwise reaching out to discuss issues. Central District representatives attend weekly community meetings, participate in basketball and football teams, assist clean-up efforts in VRI zones, and support a pop-up carnival. The Major reports that officers try to be creative, using time handling a call to engage with business owners or others to build relationships while answering calls. The Major reported that NCOs were beginning to be assigned but were not in Central yet.

Southern District

M&T Bank Stadium and Camden Yards are in the Southern District which is known for its rich history as home to Fort McHenry and the location of the birth of the Star Spangled Banner.

As of June 13, 2018, the district was led by Major Monique Brown. Southern District has NCOs (one sergeant and two officers) who teach in schools, attend graduations, and do other similar community engagement activities. Southern District representatives regularly attend community meetings and events. Officers also participate in “COP Walks” where officers engaged in the community walk with community members and can discuss each other’s concerns. Southern District has foot patrol officers in two districts in strategically deployed areas. The District uses social media like Facebook and Twitter to push out information, as well as email.

Southern District regularly hosts the monthly Community Relations Council meeting where community and neighborhood leaders meet at the precinct. Personnel also regularly attend community meetings and other community events, although the Major noted staffing and schedules make it difficult to cover everything. Administrative staff members draft fliers, coordinate schedules, return phone calls, push out social media content, and perform other administrative duties to help coordinate police-community relationship building activities.

SouthWestern District

Southwestern District is home to a variety of communities as well as the Gwyns Falls Trail and Leakin Park, together comprising more than 1,000 acres.

As of May 30, 2018, the district was led by Major Dwayne Swinton. Once promoted to Major, Major Swinton reached out to all community group presidents individually to understand their biggest concerns and expectations. He doled the issues out to officers to begin addressing, and through the VRI work. Noting that many seniors in his community were not engaging, the Major began holding coffee with a commander in the mornings and began educating seniors on issues of their concern. The Major

34 Unless otherwise noted, information from this section comes from an interview with Major Monique Brown, Southern District, June 13, 2018.
36 Unless otherwise noted, information from this section comes from an interview with Major Dwayne Swinton, Southwestern District, May 30, 2018.
follows up with the individual on their issue the following week. Additionally, all community leaders have the Major’s cell phone number and email.

The District uses Nextdoor to communicate with neighborhood and business leaders. Southwestern District representatives regularly attend community meetings. While they don’t take concerns from community meetings when they are open forum, they give out index cards so that community members can reach back out individually with any issues.

The District has dedicated two officers to check on businesses to be able to check licenses and permits. They also have some foot patrols in business areas known to have drug dealing issues. However, while one crime plan the Southwestern District has developed encourages officers to walk a beat for at least an hour, being short on staff has been challenging.

Southwestern District has held Officer Appreciation Days to bolster morale and encourages community presidents and members to join. The Major also recognizes officers that “go above and beyond” to help community members.

Southeastern District

One of the most culturally diverse, Southeastern District is home to many Hispanic immigrants in Baltimore and is part of the Port of Baltimore, one of the oldest ports in the U.S. at over 300 years old.39

As of June 20, 2018, the Southeastern District commander was Major George Clinedinst. The Southeast District holds Community Relations Council meetings every first Monday of the month at the district station to discuss command strategies for the neighborhood and provide safety tips. The District’s Command and staff also participate in the 25 neighborhood association meetings that occur on a monthly basis. Command Staff conduct community walks with members of the community and local businesses to point out areas of safety concern to the community and allow the community to share in the partnership. Upon the request of community members, officers perform safety audits in their homes and around the surrounding community, cars, and other areas to point out areas of vulnerability and provide safety tips. Southeast District uses both a Facebook and a Nextdoor page. The Major has created an email address to share with community members, which is used as an avenue of communication for the community to provide feedback, send camera footage for solving crimes, and providing tips.

Southeastern District participates in a number of programs in their district. One is the Partnership with Turnaround Program, a program for at-risk women and young ladies affected by intimate partner and sexual violence. The program provides assistance with employment, therapy, and other necessary services. District personnel also participate in a Homeless Outreach Program and Assisted Living Outreach with senior citizens. Officers participate in a Police Explorer Program with Douglass and Patterson High School where officers work with students in explorer program teaching in the classroom setting and providing mentorship for Explorers. At the Virginia Baker Recreation Center, officers assist with after-school arts and crafts programs. Officers participate in softball games with community

38 Unless otherwise noted, information from this section comes from an interview with Major George Clinedinst, Southeastern District, June 20, 2018.
members and have worn a McGruff the Crime Dog suit at various events for kids in attendance. Around Christmas and Thanksgiving, officers pass out baskets to needy members of the community with food and gifts delivered to homes in need.

The Major reports that officers are encouraged to perform foot patrols in between calls for service. He provides officers with books on the history of Baltimore to help them understand and connect with the neighborhoods in which they serve. Officers sometimes volunteer for community events in the district and other times are detailed there. The Major ensures that officers working in certain neighborhoods attend events in those areas. The District Command gives awards to officers during roll call, acknowledging them for merit.

Eastern District

The smallest of the nine districts in size, Eastern District includes the Johns Hopkins Medical Campus.

As of June 1, 2018, the Eastern District Commander was Major Lloyd Wells. Recognizing that many youths in the district are not accustomed to having positive relationships with police, Eastern District pays special attention to their community relations with youth. While patrol officers are not always involved in community outreach work, Eastern District had three officers from the NCO program focused in VRI zones volunteer at schools, start dialogue with older kids, and participate in afterschool programs. The District works with the department’s Youth and Community Division. Officers have taken kids out of the community to provide exposure to other parts of life. They have also helped to build playgrounds.

Eastern District also participates in walks with the community and the Major attends regular neighborhood meetings. With support from officers and community partners, officers hold community cookouts with community leaders and members. Officers assist with other community events, do mediations, support local tutoring programs, and assist with reentry work.

Western District

Western District has several historic neighborhoods and includes the University of Maryland’s Biotech Campus and Coppin State University.

As of June 20, 2018, Major John Webb led the Western District. Western has NCOs that work outside their VRI zones on Tuesdays and Thursdays. They have one sergeant and two officers work with patrol officers to engage community members. They also have foot patrol officers. Western District regularly attends about two or three community meetings every week. The Major reports that patrol officers are required to get out of their cars between calls but focus patrol on certain areas. For the wellness of the

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40 Unless otherwise noted, information from this section comes from an interview with Major Lloyd Wells, Eastern District, June 1, 2018.
42 Unless otherwise noted, information from this section comes from an interview with Major John Webb, Western District, June 20, 2018.
officers, officers are required to engage families and have conversations with community members. The Major reports that patrol officers in Western District know their neighborhoods and want to engage. In one example, many police officers have joined in a baseball game with local kids on their own initiative.

Officers regularly work with students at local elementary schools in reading programs and mentorships. They created a flag football program to operate based on the times that juveniles tended to get in trouble. They also participate in a basketball program, hold a National Night Out, partner with a vocational high school to disperse food, hold a Western Resource Day to provide booths with basic services, partner with Amazon to provide jobs at summer activities, held a coat drive with Burlington and other stores and organizations, hold go-cart races, and support job preparedness and higher education initiatives. During the holidays, Western District holds a Halloween House in their community room where they have given out 350 bags of candy and toothbrushes to kids, gave out 150 turkey dinners on Thanksgiving thanks to a partnership with Sam’s Club, and gave out 25 Christmas baskets within the community and sponsored two needy families with dinner and gifts. Officers work with the nonprofit Roca, who deal with youth aged 17-24 helping them to find jobs and move out of Baltimore to grow. With their renovated building, the district maintains a community room that belongs to the community.

Community Engagement Themes & Challenges

In many parts of the city, the BPD works every day to engage the Baltimore community and contribute to its wellbeing in a multitude of different ways. To tie all community policing and engagement activity together, guide efforts and provide the support necessary to grow and strengthen ties with the community, the BPD’s community policing plan should address the following.

- Although BPD’s mission statement identifies community collaboration as a core value, BPD lacks clear guidance and training on the type of engagement expected by city and department leaders and the community. While each district should be able to engage and police according to their district community, the BPD should have overarching philosophies that support and tie the work together and communicated through policy and training. Many commanders report that training on basic communications skills, de-escalation techniques, and cultural diversity is lacking.
- The department lacks accountability regarding community engagement and policing efforts. Some districts require all officers to engage with the community on a regular basis, while others use selected officers to take on the majority of the efforts. Commanders do not report on community engagement efforts during Comstat.
- BPD lacks a process to capture community policing and engagement efforts. This prevents creation of benchmarks from which to measure improvement. Overwhelmingly, BPD district commanders report that lack of staffing prevents them from focusing as much effort on community engagement as they would like.
- There appears to be a lack of a consistent feedback loop between the community and BPD. Communication is segmented and often based on efforts in the district.
- The department lacks opportunities to recognize and celebrate officers who make community policing and engagement a priority.
- BPD’s community engagement strategy should include ways to recruit ‘community-minded’ officers.
- The department lacks accountability regarding community engagement and policing efforts. Some districts require all officers to engage with the community on a regular basis, while others
use selected officers to take on the majority of the efforts. Commanders do not report on community engagement efforts during Comstat.

- Officer safety and wellness, including internal morale and procedural justice issues, can be improved as a way to improve officer engagement with the community.
- Currently, BPD does not take a proactive approach to include elected officials. They should identify ways to involve elected officials in the work of the department.

Promising Community Engagement and Community Policing Practices From Law Enforcement Agencies Around the United States

Law enforcement agencies around the United States are engaging in promising community engagement and community policing practices that BPD can learn from as it furthers efforts to engage with the Baltimore community, address community problems, and meet the requirements of the consent decree. A selection of promising practices is highlighted below.

**Neighborhood Policing Plan**

Some police agencies are developing neighborhood policing plans in collaboration with their communities. In January 2015, the Seattle (Washington) Police Department (SPD) implemented “Micro Community Policing Plans” (MCP) based on the premise that collaborative police-community attention on the distinctive needs of neighborhoods can enhance public safety and reduce crime.44 First, SPD designated 55 micro-communities with feedback from citizens and community groups and with consideration of historically designated neighborhoods—although this number is subject to be reevaluated as the number of “micro-communities” may evolve over time.45 To develop the MCPs, community residents worked in partnership with their local police precinct captain and community policing team sergeant to identify priority problems, analyze existing quality of life and crime data, and design individualized MCPs to increase public safety and reduce crime. Using crime data as well as information on citizen perception of crime and public safety at the micro-community level gained from community engagement, SPD MCPs aim to meet the individual needs of each micro-community.46 Working to address the priorities of each MCP, each quarter the department plans to produce a progress report on department efforts addressing the priorities.47

Collaborative development of neighborhood policing plans has also been rolled out in other cities in the U.S. In May 2017, the New York (New York) Police Department (NYPD) announced new neighborhood meetings called “Build the Block” safety meetings, designed to identify public safety concerns and discus

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46 *Seattle Police Department’s Micro-Community Policing Plans Implementation Evaluation.*

possible solutions at the micro-level.48 Aimed at building police relationships and accountability in the neighborhoods they work, NYPD Neighborhood Coordination Officers (NCOs) host the meetings, which are essentially strategy sessions with goals to identify public safety challenges of the specific neighborhood and to provide individuals an opportunity to discuss and collaborate on potential solutions.49

As in the cities of Seattle and New York, neighborhoods in the City of Baltimore are known be comprised of many distinctive residential areas.50 Under Baltimore’s Consent Decree, BPD will also be required to develop “micro-community policing or similar plans to reflect particular community enforcement priorities.”51

**Police-Community Workshops**

Police agencies are increasingly participating in police-community workshops to attempt to bridge understandings between police and the communities they serve. The Washtenaw County (Michigan) Sheriff’s Office has begun to hold ENPACT workshops, 6-hour collaborative sessions involving 30 deputies and 30 community members. The workshops are meant to provide a way for residents and deputies to come together and set expectations, build trust, impact policy decisions, and ultimately improve relations with each other. ENPACT workshops begin with separate discussions for deputies and community members around similar questions. The groups are brought together for lunch to discuss their answers, demonstrating their likenesses in seeking similar outcomes. In the afternoon, the groups comingle and discuss ways to positively address relations between law enforcement and community members.52 During Washtenaw County Sheriff’s Office’s first workshop, the Sheriff’s Office directly invited some of their harshest critics, supporters, and individuals from both rural and urban areas, as well as allowed other community members who showed up to participate.53

In June 2018, the National Law Enforcement Museum and the Illumination Project launched the Affinity Project, a nationwide program designed to strengthen relationships between law enforcement and the communities they serve. The program’s two-day workshop was piloted with law enforcement officers, community leaders, and citizens from Prince George’s County, Maryland, and included collaborative

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49 “We believe every New Yorker should feel safe and secure in their neighborhood,” New York Police Department, accessed August 17, 2018, [https://buildtheblock.nyc/learn/](https://buildtheblock.nyc/learn/).


53 Police Foundation interview notes with Director of Community Engagement, Washtenaw County Sheriff’s Office, April 30, 2018.
dialogue, sharing personal reflections, and role-playing exercises. Activities were combined with sessions back in their local community to identify ways to strengthen community-police relations.54

Engagement with Data

Like BPD, many other police departments across the U.S. have begun to release open data and are additionally using the data in innovative ways to engage their communities and adjust policies and practices. In 2016, the Tucson (Arizona) Police Department hosted its inaugural Data Sharing Event involving members from the Tucson Department of Transportation, various Bicycle and Pedestrian Programs, the University of Arizona, civic and social organizations, and other volunteers. Focused on analyzing open data from bicycle and pedestrian collisions, the event facilitated a discussion around distracted behavior as well as general strategies around improving data collection and public sharing. The City of Tucson and Tucson Police Department are continuing to partner to provide open data to their community and using data and feedback to inform internal planning, operational awareness, policing strategies, and coordination of enforcement activities for the department.55

Like Tucson, the Austin (Texas) Police Department (APD) has engaged their community around data. APD releases and regularly updates open data on crime incidents, officer-involved shootings, and hate crimes, among others.56 With strong support from executive leadership, APD has partnered with Measure Austin, a technical nonprofit that researches racial disparities. Alongside Measure Austin, APD has hosted an annual data event open to officers, community members, activists, academics, developers, and law students to share challenges and opportunities for using data in community policing.57 Austin has also collaborated with their community on data to reexamine and inform public safety policies. Hearing community concerns about the ineffectiveness of the city's longstanding juvenile curfew ordinance to reduce juvenile crime and victimization, APD internally studied the data and confirmed the assessment. In June 2017, the City Council let the policy expire.58

Foot Patrols

In 2016, the Police Foundation examined how five U.S. law enforcement agencies are using foot patrol to engage and build relationships with their communities. The study examined Cambridge (Massachusetts) Police Department, New Haven (Connecticut) Police Department, Kalamazoo (Michigan) Department of Public Safety, Evanston (Illinois) Police Department, and Portland (Oregon) Police Bureau—all using different foot patrol strategies to interact, engage, and build stronger

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relationships with their communities. The study found that carefully planned and deployed foot patrols can facilitate relationship-building between the community and officers, even in areas where a trust deficit may have historically existed. These relationships can enhance the enforcement and problem-solving capability of law enforcement, change how community members view police officers, and increase the legitimacy of the police in the eyes of the community.59

Other Community Initiatives

The Shakopee (Minnesota) Police Department (SPD) regularly seeks community input through in-person meetings and community surveys. Through community input, SPD heard concerns about gang activity and youth crime, including graffiti, which SPD found surprising because the department never received many calls regarding graffiti. To address the issue, SPD developed the Team-Up Against Graffiti (TAG) initiative to more proactively protect public areas and reduce graffiti while engaging the public. Engaging community members and police officers, the TAG initiative has applied anti-graffiti coating to frequently graffitied areas, amounting to tens of thousands of square feet of public space and leading to a 65 percent decrease in graffiti since the initiative began.60

In 2014, challenged by a perception of bias and the difficulty of determining the validity of bias-based complaints, the Los Angeles (California) Police Department (LAPD) initiated a new pilot program to mediate biased policing complaints. The program brings the complainant and accused officer voluntarily face-to-face to mediate in good faith. The program recruits and trains volunteer mediators from the same communities as the complainants, and the program is staffed by one full time sergeant who coordinates the program with the support of an officer who helps to identify eligible cases and track the procedure. Since it began, satisfaction with the program appears high. While investigations can typically involve high costs to police departments in the time required from officers and investigators, resolution of complaints can provide opportunities for officers and community members to find common perspectives and improve their relations.61