City of Cincinnati



Interdepartmental Correspondence Sheet

Date: May 2, 2007

To Mayor and Members of City Council

From Milton Dohoney, Jr., City Manager

Subject AFTER ACTION REPORT RE: MEMORANDUM OF AGREEMENT

(MOA) COMPLIANCE

REFERENCE DOCUMENT #200700438

The City Council at its session on 4/11/2007 referred the following item for review and report:

MOTION. dated 4/11/2007 submitted Mayor by Mallory, Councilmembers Thomas, Cole, Crowley, Berding, Cranley, Monzel, Ghiz, Bortz and Vice Mayor Tarbell that while the 2002 Memorandum of Agreement with the Department of Justice is set to expire, the City of Cincinnati expresses its intent to maintain full compliance on the seventy-six operating provisions of the agreement that were determined to be in full compliance as of the fifteenth report of the federal monitor. WE FURTHER MOVE that full compliance be achieved with regard to the remaining six operating provisions which were found to be in partial compliance as of the fifteenth report of the federal monitor. WE FURTHER MOVE that all operating provisions under the Memorandum of Agreement be at full compliance no later than December 15, 2007. WE FURTHER MOVE that the City Manager submit a report to the Mayor and Council regarding the compliance status of all operating provisions, including but not limited to those determined to be in partial compliance, no later than November 15, 2007.

The Memorandum of Agreement between the City and the U. S. Department of Justice terminated on April 12, 2007 with the Police Department being in full compliance with 93% of the terms and conditions. For the remaining provisions (all found to be in partial compliance for at least one year) and in response to City Council's motion to achieve full compliance, CPD personnel are currently working with the effected sections within the Police Department, as well as the Citizen's Complaint Authority, to achieve full compliance.

It should be noted that the Monitoring Team did not assess CPD's progress based on information provided to them for the fourth quarter of 2006 and the first quarter of 2007. The past, as well as current quarters, will become the basis for the assessment to determine compliance for the remaining items.

Once assessed the subject areas will be submitted to the City Manager for review and approval.

In addition, attached is a detailed summary of the MOA Compliance Status for the 82 provisions, which contain 184 separate requirements (Attachment I). Also attached is a detailed description of the provisions that are in partial compliance. Each provision is a separate subset of an overall requirement. (Attachment II). Finally, attached is a copy of the correspondence received from the Department of Justice terminating the agreement, congratulating the Department on its accomplishment and acknowledging CPD's commitment to constitutional policing and fairness.

This report is for informational purposes only. No action is required.

Cc: Colonel Thomas H. Streicher, Jr., Police Chief

Attachment I: Chart of MOA Compliance

Attachment II: Summary of MOA Paragraphs in Partial Compliance

Attachment III: Department of Justice correspondence

CHART OF MOA COMPLIANCE STATUS

As of Monitor's 15th Report, January 15, 2007

MOA Paragraph	MOA Requirement	Compliance Status		
10	Mental Health Response Team (MHRT)	Compliance		
11	Foot pursuits	Compliance		
12	Use of Force	Compliance		
12a	Use of Force Policy shall use clear terms			
12b	Define force as in MOA			
12c	Incorporate force model			
12d	Individuals should be allowed to submit to arrest before force is used			
12e	Advise that excessive force will subject officers to discipline			
12f	Prohibit chokeholds			
12g	Remove term "restraining force" from policies and procedures			
13	Policy revisions made publicly available; publish on website	Compliance		
14	Chemical Spray Compliance			
14a	Define terms in chemical spray policy			
14b	Limit spray to cases where force is necessary to protect persons, to effect arrest, or prevent escape			
14c	Spray used only where verbal commands would be ineffective or endanger officer			
14d	Supervisory approval needed for spray on crowd, absent exigency			
14e	Verbal warning and time for compliance required, unless dangerous			
14f	Aim at upper torso and face			
14g	Guidance on duration and distance for spray			
14h	Decontamination within 20 minutes			
14i	Medical attention when needed			
14j	Don't keep subject face down			
14k	Spray on restrained persons used only when subject or other likely to suffer injury or escape			
15	Spray on restrained person investigated with tapes; investigations reviewed by Inspections Section	Compliance		
16	Sufficient restraining equipment in cars, and officers to be trained to use	equipment in cars, and officers to be Compliance		

17	In-service training on chemical spray	Compliance		
18	Accounting of spray canisters	Compliance		
19	Periodic review of research on choice of spray Compliance			
20	Canines Compliance			
20a	Revise canine policy; improve operations, and introduce "improved handler-controlled alert curriculum"	•		
20b	Policy shall limit off-leash searches to commercial buildings and search for suspect wanted for offense of violence or reasonably suspected of being armed			
20c	Approval of supervisor needed for deployment			
20d	Loud and clear announcement required before deployment, time to surrender			
20e	Canines not allowed to bite unless subject poses risk of imminent danger, or is actively resisting or escaping			
20f	 Dog called off at first possible moment Bites of nonresistant suspects prohibited Medical treatment must be sought 			
20g 20h	CPD to track deployments, calculate bite ratio monthly Bite ratio included in risk management system; 20% ratio triggers review			
21	Beanbag Weapon	Compliance		
21a	Define terms in beanbag weapon policy	Compilation		
21b	Weapons may only be used to incapacitate subject to prevent physical harm			
21c	Prohibit use to prevent theft or minor vandalism			
21d	Prohibit use against crowd, unless specific target who poses threat of imminent physical harm			
21e	Weapon use can be inappropriate even if only option is to let subject escape			
21f	Supervisor required to approve use against crowd			
22	Enforce provision limiting simultaneous rounds against single individual	Compliance		
23	Verbal warning to be given before use of beanbag shotguns, where distance makes it practical	Compliance		
24	 All uses of force reported as CPD reports use of force Report form will indicate each and every type of force Report to contain supervisor's narrative, and taped statement Supervisors shall have access to force reporting database Special form for canine deployments, tracking 	Compliance Partial Compliance with respect to revised MOA ¶24 for Taser incidents		

25	Gun pointing contingency	N/A
26	Officers to notify supervisors after use of force Supervisors to respond to scene Supervisors involved in incident will not investigate force	Compliance
27	 Supervisors will investigate force. Include description of facts Investigation will review basis of stop and seizure 	Compliance
28	I. IIS will respond and investigate incidents of serious use of force Inspections will review canine bites, beanbags and batons	Compliance
29	Prohibit investigators from asking leading questions Consider all relevant evidence and make credibility determinations No automatic preference for officer Resolve material inconsistencies	Compliance
30	All officers who witness force will provide a statement; be identified on force form; and forms will indicate whether medical care was provided, or refused	Compliance
31	Lieutenant or higher will review each investigation and identify deficiencies Appropriate corrective action taken for deficient investigations	Compliance
32	Firearms discharge investigations will account for shots, locations, and include ballistic or crime scene analysis	Compliance
33	 Create firearms discharge board Board will review all discharges Board's reports will determine whether force was in policy, proper tactics were used, lesser force was available 	Compliance
34	Firearm Board's policy requirements; return incomplete investigations; annually review patterns; 90 days for review	Compliance
35	Program to inform public of complaint process	Compliance
36	Complaint forms available at various locations, CPD stations, in police vehicles Officers will not discourage any person from making complaint	Compliance
37	 Complaints can be made through variety of processes Every complaint will result in written form Every complaint resolved in writing. Complaint will have unique identifier, and be tracked by type 	Compliance

38	Allegations filed with CPRP, OMI, CCA will be referred to IIS in 5 days	Compliance		
39	Complaints avaluated vains man advance of avidence standard	Commission		
39	Complaints evaluated using preponderance of evidence standard	Compliance		
40	Officers involved in incident shall not investigate incident	Compliance		
41	Investigating agency will consider all relevant evidence No automatic preference Resolve material inconsistencies Consider and train investigators on credibility determinations	Partial Compliance		
42	 All relevant police activity and each use of force will be reviewed Investigation not to be closed if complaint withdrawn Guilty plea not to be used to decide whether force is in policy 	Compliance		
43	Complainant will be kept informed	Compliance		
44	Each allegation to be closed with one of four dispositions	Compliance		
45	Unit Commanders to evaluate investigations to identify problems and training needs	Compliance		
46	IIS will investigate complaints of force, pointing firearms, searches and seizures and discrimination. IIS will determine which complaints it investigates. Only complaints not in IIS jurisdiction will be eligible for CCRP	Compliance		
47	CCRP complaints will be fully investigated and adjudicated, prior to resolution meeting. Willingness of complainant to participate in resolution meeting will have no bearing on outcome	Compliance		
48	CCRP complaints will be handled through chain of command. Investigator will prepare report, with description of incident, summary and analysis of all evidence, findings and analysis. Investigation will be reviewed by District or Unit Commander, who will order additional investigation when appropriate	Compliance		
49	Thoroughness of investigations	Partial Compliance		
49a	IIS investigations will have taped interviews of complainant, officers and witnesses			
49b	Interviews of complainant and witnesses will be at times and sites convenient for them when practicable			

49c	Prohibit group interviews	
49d	Notify supervisors of investigation	
49e	Interview all appropriate CPD officers, including supervisors	
49f	Collect and analyze appropriate evidence, including canvassing of scene	
49g	Identify all material inconsistencies in officer and witness statements	
50	I. IIS report will include description of allegation, summary of all evidence, proposed findings and analysis IIS will complete investigations within 90 days absent exceptional circumstances	Partial Compliance with first requirement Compliance with time period requirement
51	CCA will assume all responsibilities from OMI	Compliance
52	 All complaints will be directed to CCA CCA will have jurisdiction over, and will investigate itself, excessive force, improper pointing of firearms, unreasonable searches and discrimination complaints CCA will accept third party complaints CCA will have sufficient investigators 	Compliance
53	CPD officers will answer CCA questions. CCA will have access to CPD records and personnel	Compliance
54	City to develop procedures re timing, notification, and interviewing of witnesses so parallel investigations are effective	Compliance
55	City will take appropriate action, including imposing discipline or non-corrective action where warranted, regarding CCA investigations	Compliance
56	CCA will complete investigations within 90 days City Manager to take action within 30 days of completion of CCA investigation	Compliance
57	CPD to expand risk management system. Use system to promote civil rights and manage risk and liability	Partial Compliance
58	System will collect 10 data elements	Compliance
59	System will include appropriate identifying information for each officer	Compliance

60	CPD will prepare for review and approval of DOJ a Data Input Plan	Compliance		
61	CPD will prepare for review and approval of DOJ a protocol for using the risk management system	Compliance		
62	Use of Risk Management System	Partial Compliance		
62a	Protocol will contain data storage, retrieval, reporting, analysis, pattern identification, supervisory assessment			
62b	Protocol will require system to analyze data on individual officer, average activity, patterns by officers, and by all officers within unit			
62c	Protocol will require system to generate monthly reports describing data, data analysis, identifying individual and unit patterns			
62d	CPD commanders, managers, and supervisors to review system reports (at least quarterly) and evaluate individual officer, supervisor and unit activity			
62e	CPD commanders, managers, and supervisors initiate interventions for officers, supervisors or units based on activity and pattern assessment			
62f	Intervention options include discussion, counseling, training, monitored action plans. All interventions to be documented in writing			
62g	Actions taken will be based on all relevant information, not just numbers			
62h	Data to be accessible to commanders, supervisors and managers, and supervisors will promptly review data on officers transferred into their units			
62i	Commanders, managers and supervisors will be evaluated on their use of system			
62j	System to be managed by Inspections. Inspections will do quarterly audits			
62k	Protocol will require regular reviews (not less than quarterly) of all relevant risk management system information to evaluate officer performance citywide, and make appropriate comparisons regarding performance of units to identify patterns or series of incidents			
63	City will maintain officer data in system during officer's employment and five years after. Aggregate statistical data will be kept indefinitely	Compliance		
64	System to be developed on specified schedule	Compliance		
65	CPD to use existing databases for risk management until new system implemented	N/A		

66	CPD may propose future changes, subject to review and approval of DOJ	N/A
67	CPD to develop protocol for audits, with regular fixed schedule for audits	Compliance
68	 CPD will conduct quarterly audits of CCRP complaints CPD will conduct semi-annual audit of IIS investigations 	Compliance
69	Regular meetings with local prosecutors to identify issues in officer, shift or unit performance	Compliance
70	MVRs	Compliance
70a	Mandatory activation of video cameras for all traffic stops, pursuits	Сопришес
70b	To the extent practical, recording of requests for consent to search, vehicle searches, drug detection canines	
70c	To the extent practical, manual activation for incidents in which the prisoner being transported is violent	
70d	Supervisors to review tapes from incidents involving force, injuries to prisoners, vehicle pursuits, complaints	
70e	CPD to retain and preserve tapes for at least 90 days, or longer when incident is subject to investigation	
71	If officer knows camera is not working, officer will notify shift supervisor	Compliance
72	CPD will conduct periodic random reviews of MVR tapes for training and integrity purposes. Reviews will be documented in a log book CPD to conduct random reviews of equipment	Compliance
73	CPD will upgrade its Police Communications Section technology	Compliance
74	CPD will maintain a written protocol or checklist to guide PCS operators on responding to situations	Compliance
75	 CPD will revise its disciplinary matrix to take account of violations of different rules rather than just repeated violation of same rule CPD will revise matrix to increase penalties for excessive force, improper searches and seizures, discrimination, or dishonesty. Revised matrix will allow CPD to impose appropriate punishment when misconduct exhibits lack of fitness for duty 	Compliance

76	CPD will take disciplinary action when matrix calls for disciplinary action. CPD will consider non-disciplinary, corrective action (in addition to discipline) even where discipline is imposed	Compliance
77	CPD will coordinate use of force training to ensure quality, consistency and compliance with policy CPD will conduct regular reviews, at least semi-annually	Compliance
78	Director of training academy will (a) ensure quality of training (b) develop and implement use of force training curricula (c) select and train CPD officer trainers (d) develop oversee in-service training and roll-call curricula (e) establish evaluation procedures (f) conduct needs-assessments	Compliance
79	CPD will provide training consistent with CPD policy, law and proper police practices; ensure that only mandated objectives and approved lesson plans are taught	Compliance
80	CPD curriculum and policy committee will review all use of force training and use of force policies on regular basis. The committee will include academy staff, command staff, cross section of field personnel, and representative of City Solicitor's office	Compliance
81	Use of Force Training	Compliance
81a	Use of force training will include CPD's use of force model	
81b	Proper use of force decision making	
81c 81d	CPD's use of force reporting requirements Fourth Amendment and other constitutional requirements	
81e	Examples of scenarios on force decision making	
81f	Interactive exercises emphasizing proper force decision making	
81g	Proper amount of chemical spray, proper targets and procedure	
81h	De-escalation techniques to allow arrest without force, disengagement, area containment, surveillance, waiting out subject, summoning reinforcements, or letting subject temporarily evade arrest may be appropriate response, even when force is legally justified	
81i	Additional training on extracting subjects from stationary cars and disabling cars	
81j	Threat assessment	
81k	Additional training on interacting with persons who are mentally ill	
811	Factors to consider in limiting or continuing a pursuit	

82	 CPD will provide all officers charged with accepting complaints training on handling complaints. Training on role of CCA, IIS, CCRP to new recruits and as part of annual in service training Training on burden of proof, factors to consider in assessing credibility, to supervisors responsible for investigating complaints 	Compliance
83	Leadership training for CPD supervisors. Provided to sergeants within 30 days of their assuming supervisory responsibilities	Compliance
84	Canine Training	Compliance
84a	Canine training Canine training will be modified: development and implementation of comprehensive training curriculum and lesson plan identifying the goals, objectives and mission of Canine Unit, consistent with canine policy as amended by MOA.	Соприансе
84b 84c	 CPD shall purchase only professionally bred dogs CPD to ensure that all canines, handlers and supervisors shall be formally trained in the canine policy and can carry it out Canines to receive annual recertification and periodic refresher 	
84d	training CPD to ensure that handlers are capable of implementing policy; able to maintain control of, and contact with, the canine to ensure that the canine is not allowed to bite a suspect without legal justification	
84e	Canine trainers shall be certified canine instructors	
85	Training instructors engage students in meaningful dialogue regarding scenarios	Compliance
86	CPD to periodically meet with Solicitor's office concerning conclusion of lawsuits involving allegations of misconduct; to be incorporated into training	Compliance
87	Copies of the agreement to be provided to all CPD and relevant City employees. Initial training within 120 days of implementation. Training thereafter to be part of in-service training	Compliance
88	 The CPD to enhance FTO program. Protocol to address criteria and selection of FTOs, and set standards requiring assessment of officer's past complaint and disciplinary history FTO appointment subject to review for reappointment at Training Director's discretion District Commanders also will have discretion to remove FTO officer, in consultation with Training Director 	Compliance

89	FTOs will be reviewed at least bi-annually, with recertification	Compliance
0)	dependent on satisfactory performance and feedback from	Compilance
	Training Academy	
	Training Treatmenty	
90	1. CPD to ensure that all officers complete mandatory annual	Compliance
	re-qualification firearms training	
	2. Increased in-service firearms training consisting of	
	completion of re-qualification courses and a passing score on	
	target shooting trials	
	3. Professional night training and stress training in annual	
	in-service	
	4. CPD will revoke powers of officers failing recertification	
	5. Firearms instructors will critically observe students	
	6. CPD will create and implement a checklist identifying	
	evaluation criteria. Checklists to be completed for each	
	student by instructor; to include:	
	a. maintains finger off trigger;	
	b. maintains proper hold and stance;	
	c. uses proper force decision making	

Attachment II Summary of MOA Paragraphs in Partial Compliance

Paragraph 24 - Incident Documentation

Compliance Status		Requirements of Paragraph 24
Full	1)	All uses of force are to be reported as CPD reports use of force.
Full	2)	Report form will indicate each and every type of force.
Full	3)	Report to contain supervisor's narrative and taped statement.
Full	4)	Supervisors shall have access to force reporting database.
Full	5)	Special form for canine deployments and tracking.
Partial	6)	TASER Incidents – Taped statements are required if deployed on a restrained person or where subject complains of excessive force. (revised in September 2005)

Paragraphs 41, 49 & 50 - Investigation of Complaints

Compliance Status		Requirements of Paragraph 41
Partial	1)	Investigating agency will consider all relevant evidence.
	,	
Full	2)	No automatic preference.
Partial	3)	Resolve material inconsistencies.
Partial	4)	Consider and train investigators on credibility determinations.
		Requirements of Paragraph 49
Б. И	1)	IIS investigations will have taped interviews of complainant, officers and
Full	1)	witnesses.
Full	2)	Interviews of complainant and witnesses will be at times and sites convenient for them when practicable.
Full	3)	Prohibit group interviews.
Full	4)	Notify supervisors of investigation.
Partial	5)	Interview all appropriate CPD officers, including supervisors.
Full	6)	Collect and analyze appropriate evidence, including canvassing of scene.
Partial	7)	Identify all material inconsistencies in officer and witness statements.
		Requirements of Paragraph 50
Partial	1)	IIS report will include description of allegation, summary of all evidence, proposed findings and analysis.
Full	2)	IIS will complete investigations within 90 days absent exceptional circumstances.

Paragraph 57 – Risk Management System

Compliance Status Requirement of Paragraph 57

Partial 1) CPD to expand risk management system. Use system to promote civil rights and manage risk and liability.

Paragraph 62 - Use of Risk Management System

Requirements of Paragraph 62

Full	1)	Protocol will contain data storage, retrieval, reporting, analysis, pattern identification, supervisory assessment.
Full	2)	Protocol will require system to analyze data on individual officer, average activity, patterns by officers, and by all officers within unit.
Full	3)	Protocol will require system to generate monthly reports describing data, data analysis, identifying individual and unit patterns.
Full	4)	CPD commanders, managers, and supervisors to review system reports (at least quarterly) and evaluate individual officer, supervisor and unit activity.
Partial	5)	CPD commanders, managers, and supervisors initiate interventions for officers, supervisors or units based on activity and pattern assessment.
Full	6)	Intervention options include discussion, counseling, training, monitored action plans. All interventions to be documented in writing.
Full	7)	Actions taken will be based on all relevant information, not just numbers.
Full	8)	Data to be accessible to commanders, supervisors and managers, and supervisors will promptly review data on officers transferred into their units.
Full	9)	Commanders, managers and supervisors will be evaluated on their use of system.
Full	10)	System to be managed by Inspections. Inspections will do quarterly audits.
Full	11)	Protocol will require regular reviews (not less than quarterly) of all relevant risk management system information to evaluate officer performance citywide, and make appropriate comparisons regarding performance of units to identify patterns or series of incidents.



U.S. Department of Justice

Civil Rights Division

WJK:GCB:SYC:TMG:GG:cw DJ 207-58-3 Special Litigation Section - PHB 950 Pennsylvania Avenue, NW Washington, DC 20530

APR 1 2 2007

VIA FACSIMILE AND REGULAR MAIL

The Honorable J. Rita McNeil City Solicitor City Hall 801 Plum Street, Room 214 Cincinnati, Ohio 45202

Re: Cincinnati Police Department Memorandum of Agreement

Dear Ms. McNeil:

We write to notify the City of Cincinnati ("City") and the Cincinnati Police Department ("CPD") that the Department of Justice ("DOJ") has closed its investigation of the CPD. We find that the City and the CPD have satisfied the requirements of the Memorandum of Agreement ("MOA") between the parties.

As you know, on April 12, 2002, the City and the DOJ executed a five-year MOA resolving our 42 U.S.C. § 14141 investigation of the CPD. The Parties subsequently selected Saul Green to monitor the City's implementation of the MOA. The MOA addressed all aspects of the CPD's use of force, including the CPD's management practices, policies, investigation practices, supervision, discipline, training, and monitoring of use of force. By its terms, the MOA expires on April 12, 2007. Additionally, we are pleased to report that closure is appropriate in light of the City's substantial compliance with the MOA's substantive provisions.

Most recently, on July 25, 2006, in light of the City's progress in successfully implementing the majority of the MOA requirements, we amended the MOA to terminate all provisions that the Monitor determined had been found in substantial compliance for two years or more. On October 10, 2006, the Monitor issued a Special Report indicating that 49 MOA provisions had been in compliance for at least two years and were ripe for termination (the Monitor found two additional provisions no longer applicable).

In its January 15, 2007 Report, the Monitor found the City in compliance with a majority of the MOA's 81 provisions and in "partial compliance" with six provisions. The Monitor issued a letter to the Parties on April 10, 2007 indicating that the CPD has made substantial progress on each outstanding provision and that members of the Monitor's team met with CPD officials in March 2007 to discuss the outstanding provisions.

The Monitor's assessment of the CPD's substantial progress regarding each MOA provision (including the outstanding provisions), and the CPD's willingness to accept additional recommendations from the Monitor regarding the outstanding provisions demonstrate that the CPD has achieved the goals the Parties memorialized in the MOA and has developed the tools to continue without DOJ oversight.

We congratulate the City on its progress and have closed this matter. This accomplishment demonstrates the City's commitment to constitutional policing and fairness for all those who travel through its jurisdiction.

Sincerely

Shanetta Y. Cutlar

Chief

Special Litigation Section Civil Rights Division

cc: Saul A. Green
Independent Monitor

Thomas H. Streicher Chief of Police City of Cincinnati

We understand that many of the outstanding provisions have been "pending compliance" for a period of more than one year and that the City and the Monitor disagree as to the compliance requirements regarding these provisions such that it is possible that the Monitor may never judge the City in compliance with these provisions.



U.S. Department of Justice

Civil Rights Division

Washington, D.C. 20530

VIA FACSIMILE AND REGULAR MAIL

APR 1 2 2007

Thomas H. Streicher Chief of Police City of Cincinnati 310 Ezzard Charles Drive Cincinnati, Ohio 45214

The Honorable J. Rita McNeil City Solicitor City Hall 801 Plum St., Room 214 Cincinnati, Ohio 45202

Re: Cincinnati Police Department Memorandum of Agreement

Dear Chief Streicher and Ms. McNeil:

I write to congratulate the City of Cincinnati ("City") regarding recent notice, from the Civil Rights Division's Special Litigation Section, of the termination of our Cincinnati Police Department ("CPD") investigation after successful completion of the Memorandum of Agreement between the City, the CPD, and the United States.

This accomplishment demonstrates a commitment to constitutional policing and fairness for all those who reside in, or travel through, Cincinnati. We hope that the CPD will continue to serve as an example for law enforcement agencies across the nation.

Sincerely

Wan J. Ki

Assistan**y A**ttorney General

CC: Saul A. Green

Independent Monitor