



Cover Memorandum

Field Reporting System, JHPD Directive #470

Purpose of the Directive

The purpose of this Directive is to establish policies and procedures relative to the field reporting system for Johns Hopkins Police Department (JHPD) members.

Summary of Policy Requirements

This Directive begins with general requirements for the types of incidents or police actions that shall require a report or record to be created by the member. It explains that pursuant to the Memorandum of Understanding (MOU) between the Johns Hopkins University (JHU) and the Baltimore Police Department (BPD), dated December 2, 2022, the JHPD is required to use BPD's reporting mechanisms and that members shall submit reports before the end of their shift in which the incident occurred unless they have supervisory approval not to do so. The Directive requires understandable, accurate, and thorough reports and prohibits members from omitting or distorting facts or providing false information.

This Directive provides an overview of Axon Records, BPD's incident report system which will be used by JHPD, and the Computer Aided Dispatch System (CAD). In addition, it requires using accurate offense codes for National Incident Based Reporting System (NIBRS) reporting and provides reporting guidance for incidents that include multiple offense types as well as cases with multiple victims. It also outlines requirements for members to submit supplemental reports.

This Directive outlines the types of instances for which a member may generally use a disposition code in CAD as opposed to completing a written report. In so doing, this Directive provides a list of oral report codes. However, the Directive reminds members that when in doubt, the member should submit a written report.

This Directive further outlines the written report workflow, which all occurs via the Axon Records system. It provides timelines for officers to complete report corrections received back from their chain of command and explains when a report can be modified versus when it must simply be supplemented with a new supplemental report. Lastly, the Directive requires comprehensive training for all members working with these systems on all JHPD-required reporting mechanisms.

Blueprint for the Policy Development Process

The draft JHPD policies (hereinafter referred to as "directives") shared for community feedback are based on examples of 21st century best practices in public safety policy, identified through extensive benchmarking of university and municipal law enforcement agencies across the nation. Taken together, they represent a comprehensively progressive approach to policing that prioritizes equity, transparency, accountability, and community-based public safety strategies.

The JHPD's draft directives embody approaches that community advocates and leading experts have championed locally and in law enforcement reform efforts across the nation. The draft directives have also been developed based on input received through robust community engagement in prior phases of JHPD development, including suggestions received in the legislative process as well as last fall's Memorandum of Understanding (MOU) public comment period and feedback opportunities.

In addition, the directives were drafted to exceed the minimum requirements of the Constitution and laws of the United States and the State of Maryland, to align with the Community Safety and Strengthening Act (CSSA) and to fulfill the requirements of the MOU between the Johns Hopkins University and the Baltimore Police Department. The Hopkins community and our neighbors throughout Baltimore can help improve and strengthen these directives further through their feedback and input.

Material that was considered in the drafting of the Directive and Procedure Manual, include:

a. Publicly available policies from municipal police departments that have undergone substantial reform efforts, including: the New Orleans Police Department; Seattle Police Department; Portland Police Department; Detroit Police Department; Ferguson Police Department; and Baltimore Police Department;

b. National guidance on best practices and model policies from criminal justice reform efforts, social science research centers, and civil rights organizations, including: the Leadership Conference on Civil and Human Rights; American Civil Liberties Union (ACLU), including the ACLU of Massachusetts's "Racially Just Policing: Model Policies for Colleges and Universities"; the International Association of Chiefs of Police (IACP); the Police Executive Research Forum (PERF); U.S. Department of Justice Office of Community Oriented Policing Services (COPS Office); The Justice Collaboratory (The JC) at Yale University Law School; and The Center for Innovation in Community Safety (CICS) at Georgetown Law School.

c. National and local higher education institutions that are based in comparable environments and make policies publicly available, including: Carnegie Mellon University; Morgan State University; Towson University; University of Chicago; University of Cincinnati; University of Maryland, Baltimore County; University of Pennsylvania; and Yale University.

To ensure that the proposed directives captured national best practices in community-focused public safety services, the development team collaborated with independent experts from two organizations: National Policing Institute (the Institute), a non-profit dedicated to advancing excellence in policing through research and innovation, and 21CP Solutions, an expert consulting team of former law enforcement personnel, academics, civil rights lawyers, and community leaders dedicated to advancing safe, fair, equitable, and inclusive public safety solutions. Each directive was reviewed by experts selected by both organizations, who provided feedback, suggestions, and edits that were fully incorporated into the current draft.

Finally, individuals and organizations representing the diversity of the Johns Hopkins University community provided feedback to ensure the policies and procedures reflect and respond to the values of our institution and to our community's public safety service needs.

Now they are available for your review. Johns Hopkins is committed to adopting, incorporating, or otherwise reflecting recommended changes and feedback in the final version of policies so long as

feedback is aligned with our values and commitments, permissible within legal parameters, and supported by national best practices for community policing and public safety.



POLICE DEPARTMENT

FIELD REPORTING SYSTEM

OPERATIONAL PROCEDURE #470

Responsible Executive:
Chief of Police
Responsible Office:
Vice President for Public Safety
Approved by:
Dr. Branville G. Bard, Jr.
Issued: [full date]
Revised: [full date]

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Policy Statement

The Johns Hopkins Police Department (JHPD) shall ensure that official records are prepared and maintained to document every required reported police activity, whether generated by a request from a member of the public or self-initiated by a JHPD police officer or other member. This documentation of police activity may be in the form of a completed Incident Report, CAD Entry, Supplemental Report, or any other form of documentation approved by the Chief of Police.

Who is Governed by this Policy

All personnel, including sworn, non-sworn and contractual or voluntary persons in service with the Johns Hopkins Police Department are governed by this Directive.

Purpose

The purpose of this Directive is to establish policies and procedures relative to JHPD’s field reporting system for JHPD employees.

Policy

JHPD requires that members prepare and process all reports efficiently, accurately, and effectively. JHPD reports shall contain sufficiently detailed information to allow for effective follow-up investigations and prosecution.

Procedures

I. General

- A. A record of every incident or police action must be maintained by JHPD, per the applicable procedures outlined below. This shall include:
- Reports of crime by members of the public, (CALEA 82.2.2.a)
 - Complaints by members of the public, (CALEA 82.2.2.b)
 - Incidents resulting in a member being dispatched or assigned, (CALEA 82.2.2.c)
 - Criminal and non-criminal cases initiated by JHPD members, and (CALEA 82.2.2.d)
 - Incidents involving arrests, citations, or summonses. (CALEA 82.2.2.e)
- B. JHPD is required, per the Memorandum of Understanding (MOU) between Johns Hopkins University (JHU) and the Baltimore Police Department (BPD), to use the BPD's reporting mechanisms for all incidents to which it responds. Therefore, JHPD shall follow all BPD related policy, procedures, and guidance, most specifically BPD's most up-to-date version of its Axon Records User Manual (or JHPD Axon Records User Manual once available), to ensure consistent, accurate and compliant reporting of incidents.
- C. JHPD members shall complete and submit for supervisory review all required reports before the end of the member's current duty in which the incident occurred, unless, with prior supervisory approval, circumstances exist that make it unfeasible. (CALEA 82.2.1.e)
- D. All JHPD incident reports shall be entered into BPD's electronic records system – Axon Records – to allow for consistent National Incident-Based Reporting System (NIBRS) reporting, and to ensure that cases for which BPD will serve as the primary investigator (per the MOU) are automatically forwarded to BPD for further investigation. (CALEA 82.2.1.b)
- E. All written reports shall be understandable, accurate, and without errors, and will be prepared in an electronic format. In addition,
- Officers are responsible for using the latest approved version of all electronic forms, and

- Supervisory review is required as the first step in the submission process to ensure the report has been completed properly and accurately.
- F. All reports shall contain accurate identifying information for the person(s) involved, all relevant information witnessed/seen/heard/understood, and any actions taken by JHPD. Members shall not omit or distort any facts or evidence, nor shall they document false information or make a false report. In general, members shall not include their opinions in JHPD reports but may include reasonable inferences that were drawn from facts, when necessary. When drawing such an inference, members shall specifically identify the facts that support the inference. For instance, if a member observes a person with a wet umbrella, they draw the inference that it was raining without observing the actual rain.
- G. Members shall provide to all victims, as well as interested parties when applicable, the current mandated victim / witness information and/or forms, as well as the incident data and the incident number (known to BPD as the central complaint number and referred to herein as CC#).

II. Axon Records

- A. JHPD uses BPD's Axon Records for all incident and case reporting and management. BPD's Axon Records is a cloud-based digital Records Management System, accessed via an internet browser, and is NIBRS compliant. (CALEA 82.2.1.b)
- B. In Axon Records, members enter incident report information directly into the system, supervisors review reports online and request corrections and/or approve reports via automated workflow.
- C. Axon Records contains many fields that are required, ensuring that members complete reports fully and according to NIBRS and Departmental requirements. The system does not allow the member to submit a report if a required field is not completed.
- D. JHPD and BPD members have access to incident report details immediately upon submission of the report.
- E. All members shall follow the detailed guidance provided in the most recent version of BPD's Axon Records User Manual (or JHPD Axon Records User Manual once available) to ensure that all information is documented according to proper procedures and that each JHPD-generated report contains all required information (CALEA 82.2.1.b-e). The manual outlines:
- Procedures for properly creating and completing an incident report, (CALEA 82.2.1.d)

- The information required for each type of report, (CALEA 82.2.1.c)
 - The report workflow configured in Axon Records, (CALEA 82.2.1.e)
 - Specific guidance related to NIBRS, and
 - Other procedures and specific instructions for using Axon Records.
- F. Axon Records is integrated with Baltimore City’s CAD dispatch system. When an officer is on a call that will require an Incident Report to be created (see requirements below), the officer requests that the dispatcher set the disposition of the call to ‘X’ (XN – written report, not domestic-related, or XY – written report, domestic related) and requests an Incident Number (referred to by BPD and herein after as a Central Compliant Number (CC#) be created in CAD. This process by the dispatcher will trigger a task to be sent to Axon Records with the CC#. Supplemental reports for the same incident will be written and filed under the same CC#. (CALEA 82.2.3)

III. Computer Aided Dispatch (CAD)

- A. CAD shall be used to capture details of any incident that is not documented in a written report.
- B. CAD entries shall be created to record all relevant information initially available from the reporting party who contacts JHPD to file a criminal or incident report.
- C. CAD entries shall be created to record information relayed to dispatch from an officer regarding an officer-initiated report or activity.
- D. CAD entries will be created on all calls for service. Additionally, CAD entries shall be created to record operational activities performed by the JHPD.
- E. All police officers and appropriate civilian personnel shall be trained in the use of this reporting system.

IV. Guidelines for Required Reports

- A. **Written Reports:** The primary responding JHPD member shall prepare and complete an initial incident or crime report for following categories of incidents if they were alleged to have occurred within the JHPD’s jurisdiction:
 - Reports of crimes by members of the public.

- Information received from another law enforcement source regarding criminal activity or safety.
- Public requests for services or assistance when a police officer is assigned to take action (room lockouts excepted).
- Criminal and non-criminal cases initiated by JHPD personnel, to include all interactions involving an investigative stop, vehicle or foot pursuit, weapons pat-downs, searches, seizures, behavioral health related response for suicide attempts and behavioral health crises, among others.
- Incidents involving arrests, non-traffic citations, summons arrests, traffic accidents, towed vehicles, official contacts with youth, injuries to JHPD personnel, use of force by JHPD personnel, medical calls, missing persons, lost or recovered property, and issuance/service of any other criminal or civil process documents.
- Incidents of concern involving staff, faculty, and/or students (e.g., an off-campus assault).
- When otherwise directed by a supervisor.
- All the above-mentioned incidents require reporting via the Axon Records system, unless specifically mandated otherwise by JHPD directive (e.g., complete ACRS reporting for traffic collisions per Directive #443, Traffic Collisions, and complete traffic warnings and citations using E-Tix and required Maryland State forms as instructed in Directive #442, Traffic Control and Enforcement).

B. If the incident occurred outside JHPD's jurisdiction:

- The officer initially assigned to the incident, upon determination that the incident occurred in another jurisdiction, will request the Communications Center to notify the responsible agency of the incident. The officer will change the Offense/Classification in CAD to "Assist Other Agency" and document any pertinent information obtained relevant to the reported incident.
- Following supervisory approval, a copy of the Incident Report and any essential supporting documentation requested by the agency with jurisdiction will be forwarded to that law enforcement agency. Proof of transmittal of the report to the other agency will be included in the original incident report by supplement narrative or otherwise (for example: fax cover sheet, e-mail with attached documents, etc.).

- C.** Each incident report must be assigned accurate NIBRS offense codes by the investigating member. The officer shall use all applicable codes describing the incident under investigation. Officers shall use the specific NIBRS code. Members shall not use “other” without the approval of their supervisor.
- D.** In many cases, combinations of incidents may be present. When this occurs, only one incident report, and only one CC#, shall be used to cover the case. Example: A call for an armed person may lead to an arrest for a handgun violation. A search incidental to that arrest may lead to a CDS violation. The incident would be covered in one incident report. All applicable offenses and law enforcement activities for the entire incident shall be included on the incident report, per the instructions in BPD’s Axon User Manual.
- When additional reports dealing with distinct activities related to one incident are required, only one incident report number (CC#) will be used to capture all the documents. Example: A crash that leads to a DUI arrest would require a crash report and a DUI form.
 - Any paper or electronic reports, as well as related information or evidence available to the case, shall be scanned and/or attached to the original incident report in Axon Records (and stored in the original case folder, if applicable).
 - When both a motor vehicle collision and a criminal/non-criminal reportable incident occur as a single incident, the same Incident Report Number will be used for the report.
- E.** In some cases, multiple victims may be involved in either one crime or a series of separate but contemporaneous crimes. Example: Several lockers broken into at the same time. For purposes of NIBRS reporting requirements, this type of incident will require separate incident reports for each victim. However, these types of incidents should each be related in Axon.
- F.** Members shall prepare a supplemental report to record information about and/or action taken on a case subsequent to the initial Incident Report as described above.
- G.** Members shall be required to submit supplemental reports, as opposed to an initial Incident Report, for instances where they are serving as assisting officers in activity directly related to the actual investigation of an incident (e.g., questioning a subject, premise search, etc.) or if directed to do so by a supervisor.
- H.** All supplemental reports shall use the same CC# assigned to the original incident report.
- I.** Supplemental reports are completed in Axon Records by searching for the original incident CC# and creating a new narrative report to supplement the initial

incident report. Upon submission, the supplemental report will follow the same workflow as all other incident reports.

V. Using Disposition Codes in CAD

A. The following incidents may be documented using a disposition code in CAD and do not generally require a written report unless required by the member's supervisor, the BPD primary investigator, or unless the incident involves an offense or activity for which a written report is required:

- Alarms that are accidental; faulty, i.e., the building is secure; weather related; or due to negligence.
- 911 hang-ups that are unfounded or accidental.
- Calls for service are handled exclusively by another agency.
- Calls for service are canceled by the dispatcher, Shift Supervisor, or other superior officer.
- Person that initiated the call for service cannot be located or are gone on arrival.
- Abandoned vehicles where the abandoned vehicle is not towed.
- Motorist assist calls.
- Notifications.
- Traffic direction assignments.
- Traffic or road hazards where vehicles are not towed.
- Fire Department assists.
- Medical emergency assists, excluding dead on arrival (DOA), overdoses, or suicides.
- Domestic assists, defined as assisting a person or group of persons to gather belongings, relay information, etc.
- Certain motor vehicle collisions in accordance with JHPD Directive #443, Traffic Collisions.
- Police information or police assist calls when documentation would have no legitimate value.
- Alarm or unsecured door calls where no criminal activity is suspected.
- Incidents or operations are of a purely service nature.
- Other non-criminal incidents when the officer is unable to verify the existence of criminal activity or problems.

B. If it is determined that a written report is not necessary, the member shall submit to the dispatcher an oral report using the codes defined herein or in any other applicable policies:

- A "Adam" - Unfounded.
- B "Boy" - Unable to locate complainant.
- C "Charles" - No such address.

- D “David” - No police service required.
 - E “Edward” - Gone on arrival.
 - F “Frank” - Complaint abated.
 - X “X-ray” - Written report.
 - Z “Zebra” – (for alarm calls) No/yes
- C. An oral code is a police report. Oral codes do not in any way eliminate the necessity for documenting “action taken,” but rather abbreviate the method of documentation via an orally recorded report instead of a written report. Members will be held strictly accountable for the accuracy of oral codes in the same manner as for written reports. The member alone bears first and final responsibility for use of an oral or CAD code in reporting action taken on an incident. If there is any doubt as to the appropriateness of an oral or CAD code, the member should submit a written report.
- D. Members shall complete and submit a written report whenever ordered to do so by a superior officer.

VI. Written Report Workflow (CALEA 82.2.1.e)

- A. A report “workflow” is configured in Axon Records. This means that when an officer submits a report in the system, it is automatically sent to the supervisor queue.
- B. The supervisor reviews and returns the report back to the member for corrections, if necessary. Supervisors shall ensure that all deficiencies and errors are corrected before reports are forwarded to other levels of command, to Staff Review, or to other JHPD or BPD units.
- Besides identifying reporting errors or deficiencies, supervisor reviews of incident reports also allow the supervisor to review the propriety of actions by JHPD members taken in individual cases, and to use reports in evaluating the work performance of members under their command.
- C. Supervisor report reviews (initial incident reports, supplemental reports, and other required reporting) must be completed by the end of shift on the following day. Supervisors not working the following day must complete the report review on the day that the reports are submitted.
- D. Supervisors will ensure that follow up investigations, as needed, are assigned, conducted, and documented within the time period specified by the supervisor. Any supervisory recommendation for follow-up activity should be noted in the electronic follow-up log.

- Supplemental Reports documenting follow-up activities will be submitted by the investigating officer on the 15th and 30th of every month until the investigation is suspended or closed by the Administrative Lieutenant.
 - Exceptions may be made for minor property related cases where no solvability factors are present and there are no known suspects or additional leads to follow, provided that the investigating officer details the absence of investigative leads in the Report and instructs the victim on procedures to contact investigators should additional information be discovered.
 - Investigators assigned to Special Services or other investigative units will submit supplemental reports on open investigations every 30 calendar days, or earlier if directed by a supervisor.
- E.** If the report is approved by the supervisor, the report is submitted to the Administrative Lieutenant for review. Once the Administrative Lieutenant approves the report, it is then sent to the Director of Clery Compliance for staff review and classification.
- F.** If anyone in the chain sends the report back for corrections, it goes back to the officer. The officer will make the changes and re-submit it to their supervisors for review. The supervisor will check to make sure that the requested changes were made and then send it on.
- Whenever a member receives a report for correction, no matter who returned the report to the member, the member shall complete the correction by the end of that tour of duty and resubmit the corrected report. If the member receives the returned report at the end of or after their tour of duty, they shall complete the correction by the end of their next working shift.
 - If the member is off when the report is returned to them, they shall complete the correction and resubmit the report by the end of their first shift back.
- G.** The role of Staff Review is to ensure that all reports are in compliance with federal reporting standards. If Staff Review sends a report back for corrections, that means the report as written would not meet federal reporting standards. All corrections must be made, and the report resubmitted.
- H.** Reports that have been approved by the supervisor and forwarded for Staff Review shall only be edited or modified through the addition of a supplemental report.

- I. Reports that have been reviewed but not yet submitted for Staff Review may be updated, modified, or corrected by the officer who authored the report only if their supervisor has authorized it.

VII. Training

- A. All sworn members of JHPD (and professional staff working directly with these systems) shall receive comprehensive training on all JHPD required reporting mechanisms, to include CAD, Axon Records, ACRS, E-Tix, and any other required reporting systems and/or forms.

Policy Enforcement

Enforcement	JHPD managers and supervisors are responsible for enforcing this Directive.
Reporting Violations	Suspected violations of this Directive should be reported to the Office of Public Safety Accountability Unit (PSAU).

Related Resources

University Policies and Documents
Operational Procedure #443, Traffic Collisions Operational Procedure #442, Traffic Control and Enforcement
External Documentation
Baltimore Police Department, Axon Records User Manual (version 1.4) Baltimore Police Department, Policy 104, Incident Reporting Baltimore Police Department Video, "Axon Records is Here"
Police Department Forms and Systems

Contacts

Subject Matter	Office Name	Telephone Number	E-mail/Web Address
Policy Clarification and Interpretation			