A Strategic Plan of Action
for the
New Orleans Police Department

bgi

Brown Group International

Presented to:

Superintendent Warren Riley
New Orleans Police Department
New Orleans, Louisiana

-July 2007-

Document Information

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Document classification	Confidential
Client reference	NOP-07/2007
BGI reference	BGI-020/NOPDOA-B
Version number	Version 1.3

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Foreword

The New Orleans Police Department is working diligently to improve its abilities to serve the citizens of New Orleans. Officials within the agency recognize the importance of working with the public if they want to increase their probability of success to prevent crime and reduce disorder. Strengthening their commitment to Community Policing will influence how members of the Department make managerial and operational decisions.

The philosophy of Community Policing requires personnel within NOPD to form various partnerships with different community segments to identify and address problems that have impaired the quality of life in the neighborhoods throughout New Orleans.

Community Policing requires an ongoing process of development and re-evaluation that must adjust to the particular needs of the neighborhoods in the city of New Orleans. First and foremost, it implies a fundamental difference in the way officers view their role. Community Policing is not about creating another specialized unit or program that serves as a stop-gap effort; rather, it is a philosophy that will change the way personnel within the agency think and act. It is also important to define that Community

Community Policing requires an ongoing process of development and re-evaluation that must adjust to the particular needs of the neighborhoods in the city of New Orleans.

Policing is not just another public relations program and certainly not intended to be soft on crime.

Experience has shown that personnel working under the philosophy of Community Policing are tougher on crime because they create opportunities that provide more latitude and a wiser utilization of resources. It is a more intelligent style of policing because it challenges personnel to look beyond symptoms of problems and to identify "causes" that are within the control of the police – thus allowing for the implementation of longer-lasting.

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The importance of information, as a crime-fighting tool, cannot be over emphasized. In essence, citizens act as the "eyes and ears" for police officers twenty-four hours a day, seven days a week. Information gathered from the community must then be shared amongst police personnel so they can all benefit from the power of acquired knowledge. Officers and their supervisors who are familiar with their beat, and have an established rapport with neighborhood residents, will be more inclined to continue receiving information about crime, resulting in more quality arrests.

Arrests and summonses will continue to be important law enforcement tools within a community-based agency; however, they should be linked to the use of specific "proactive and coactive" strategies and tactics. The over reliance on the use of "randomness" to generate high volumes of arrests, regardless of their nature, must be replaced with goal-based, objective driven, behavior specifically designed to reduce fear and enhance safety within neighborhoods throughout New Orleans.

Thus, Community Policing requires officers to be assigned to regular beats or zones so they can maintain face-to-face contact with the people they serve, thus becoming totally familiar with their concerns. Through this ongoing interaction, the New Orleans Police Department will be able to establish a rapport and trust with the people they serve. Officers, who cooperatively work with citizens, must serve as problem solvers. They must look beyond traditional ways of attacking crime and disorder problems and begin to analyze the underlying causes and/or conditions of crime and disorder, which they have control to affect.

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Police officers, sergeants, and lieutenants assigned to operations, (patrol and investigations) will serve as catalysts for identifying and enlisting resources, including those from within the

community itself, to combat neighborhood problems. Officers will be provided opportunities to strongly encourage and assist many different community groups and individuals they serve, to take responsibility for their own well-being.   The emphasis will not be on the officer as the caretaker and savior of the community, but as a partner in the community's desire to enhance their quality-of-life and overall prosperity for their city.

A commitment to be successful in institutionalizing the philosophy of Community Policing in the New Orleans Police Department will require officers, along with members of their respective chains-of-command, to become innovative, critical, and pragmatic thinkers about how their work should be done. This cannot be done in a vacuum. Such a commitment will also necessitate an examination and modification of "systems" that are used by management to provide the services citizens expect from their police department. This report has been written to accomplish that objective.

> **The emphasis will not be on the officer as the caretaker and savior of the community, but as a partner in the community's desire to enhance their quality-of-life and overall prosperity for their city.**

Dr. Lee P. Brown
Chairman & CEO
Brown Group International

Executive Summary

Under the direction of Superintendent Warren Riley and with the assistance of the New Orleans Police and Justice Foundation, Brown Group International (BGI) was hired to provide assistance to the New Orleans Police Department as it worked to reestablish itself as it emerged from the ravages of Hurricane Katrina.

BGI's charge was multifaceted, consisting of three significant components:

1. Conduct an Organizational Assessment – this effort produced a 200 plus page report entitled: <u>An Organizational Assessment of the New Orleans Police Department</u>. The assessment focused on six critical inter-related operational topics: Management Expectations, Service Demands, Resources, Collaboration, Accountability, and Performance. The content of the Assessment Report blended interviewee perspectives with site visits and extensive data analysis to produce over 200 findings covering a multitude of issues and concerns.

2. Administer a Management Retreat – the 2-day retreat accomplished two objectives: present the findings contained within the Assessment Report and to obtain suggestions to address those findings that could be included within the Strategic Plan of Action. Six "focus groups" were formed during the retreat, with team leaders, who were charged with discussing the findings contained with each of the six Sections of the Assessment Report. Each group provided BGI with a written document containing their reactions and recommendations to the findings.

3. Create a Strategic Plan of Action – the purpose of the plan is to provide Superintendent Riley and members of his Command Staff with a series of recommendations accompanied by a listing of critical tasks all of which are designed to provide guidance in helping to restore and improve the agency's operational effectiveness and efficiency.

It is important to note that one of the key attributes of the Strategic Plan is the Community Policing context with which the recommendations are framed.

Just as it was important that the Assessment Report begin with a discussion about understanding the policing paradigm, the Strategic Plan begins with a concise discussion about Community Policing and its implications for managing the affairs of NOPD.

In maintaining continuity with the Assessment Report, BGI aligned its recommendations with the same six operational topics. Each Section contains an introductory segment that provides a context for understanding the importance of the recommendations as well as relevance to how they facilitate the Department's commitment to become a more effective community-based agency. Collectively, the Strategic Plan contains approximately 70 specific recommendations and over 250 related tasks.[1]

A small sample of recommendations is contained below:

1. Section 1: Management Expectations:

   a. A clear and concise statement of the Vision for the New Orleans Police Department should be developed and conveyed throughout the organization.

   b. Efforts should be made to modify the Department's values and guiding principles to more effectively embrace the Department's commitment to Community Policing.

   c. "Organizational" goals should be developed and communicated throughout the Department.

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[1] A complete listing of all recommendations and tasks are provided in Appendix B, p.152.

2. Section 2: Service Demands:

   a. Determine how many "differential police response" strategies can be effectively implemented by NOPD.

   b. Conduct a "work demands analysis" to determine manpower needs throughout the organization.

   c. An effective crime analysis system should be established within the Department.

   d. NOPD must establish a capacity to enhance their investigative case management system (CMS).

   e. Acquire funds to purchase basic equipment for investigative personnel.

3. Section 3: Resources:

   a. Conduct a Training Needs Assessment that encompasses all positions within the NOPD.

   b. Determine if current promotional system requires refinement to allow a more equitable opportunity for personnel advancement.

   c. Conduct a "needs assessment" to determine the number of vehicles needed by NOPD.

   d. Improve the quality of forensic laboratory services being provided by obtaining nationally recognized crime laboratory accreditation

   e. The Property Room should comply with all Operational Standards recommended by the International Association for Property and Evidence.

   f. Develop and staff Information Technology Teams to assume full responsibility of re-establishing and/or restoring all NOPD information systems.

4. Section 4: Collaboration:

   a. Establish police satellite offices to increase police visibility and strengthen relations with the community.

   b. Establish a partnership with leaders of faith institutions (i.e., Ministers against Crime).

      c. Establish a relationship with owners and managers of multi-family apartment properties.

5. Section 5: Accountability:

      a. Strengthen the NOPD's "system of accountability."

      b. Report to the public on a quarterly basis progress made by the Department on the attainment of stated goals.

      c. Refocus the manner and methods personnel assigned to the Office of Compliance use to hold members of NOPD accountable for their responsibilities.

6. Section 6: Performance:

      a. The Superintendent of Police and Command Staff should determine what organizational performance outcomes are best suited for the New Orleans Police Department.

      b. Appraisal criteria for sworn officers should be modified to more accurately reflect the performance of their duties and responsibilities.

      c. Begin administering a Citizen Satisfaction Survey to measure how well the NOPD's performance is in various categories.

BGI recognizes that many of the recommendations contained within this Strategic Plan will require the acquisition of funding, while others can be acted upon immediately.

To further assist the NOPD in the implementation of these recommendations, BGI has created a monitoring instrument for use by the Department's designated "change manager." A final Section of this Plan is dedicated to describing what the responsibilities of the change manager are, what the monitoring forms look like, and how to use them.

Although the recovery process for the NOPD has been long and arduous, it provides an opportunity for the rank and file to capitalize on its strengths and address its weaknesses.

BGI has attempted to facilitate that process by conducting its assessment, sharing the results during the management retreat, and developing a plan of action that will strengthen the Department's resolve to become more community-based in its efforts to improve the quality of neighborhood life throughout the city of New Orleans.

Introduction

Overview

Overview

Superintendent Warren Riley leads the New Orleans Police Department. He has been confronted with challenges of providing police services in the aftermath of Hurricane Katrina, which brought untold destruction to families and the infrastructure of New Orleans. No other police agency in recent times has been faced with the magnitude of this type of recovery effort. *For that reason alone, the Department should not be compared to other police agencies.*[2] As the Department strives to recover from reduced capacities and restricted resources, Superintendent Riley has worked tirelessly to re-stabilize the NOPD and to obtain various types of assistance from outside sources.

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One such source, identified by Superintendent Riley, was Brown Group International (BGI). Superintendent Riley initiated contact and conducted several discussions with Dr. Lee P. Brown about the plight of New Orleans, and the instrumental role the NOPD would play in the revitalization process. He brought BGI together with the local New Orleans Police and Justice Foundation (herein referred to as the Foundation) to discuss the feasibility of

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[2] Department performance, like many others, is typically compared to the performance of other departments of comparable size. Until such time as the agency is able to fully recover from the devastating effects of the storm, performance comparisons should be against the agency's own recent and distant past.

implementing a process that would lead to improvement in the operational status of the NOPD. BGI's extensive portfolio of advisory competencies in police management and administration was the key determinant in being selected by Superintendent Riley and the Foundation.

BGI recognizes that the New Orleans Police Department has been subjected to several other studies designed to help improve the Department's effectiveness and efficiency. As a matter of diligence, BGI reviewed these reports identifying some recommendations that merit NOPD's consideration. In fact, BGI commends the NOPD for implementing whatever elements it may have deemed worthy of consideration. Said reports include, but are not limited to the following:

1. <u>The Task Force on Training Needs</u> (July 23, 2001).

   A proposal designed to re-engineer the In-Service Training Schedule and Curriculum of the NOPD. Captains Daniel Lawless, Commander of the Education and Training Division and Lonnie Swain, Commander of the 7th District, prepared the report for Superintendent Richard J. Pennington.

   Goals of the project:

   - To re-engineer the schedule and milestones of the training curricula at all ranks for an organization dedicated to outcome-focused management and accountability, working in conjunction with VISION 2000.

   - To develop an expanded training schedule and curricula for Commanders, Detectives, PID Investigators, Narcotics Major Case Section, Field Training Officers, Patrol Officers, and that identified for all officers.

■ *The report was funded by a contract with the New Orleans Police Foundation; the Maple / Linder Group, Inc., of New York assisted in the development of the proposal.*

2. <u>The Task Force on Crime Reporting</u> (July 27, 2001).

A proposal for establishing Quality Assurance Programs to ensure the Accuracy and Integrity of all NOPD Crime Reports. Captains Louis Dabdoub, Commander of the 2nd District, and Ernie Demma, Commander of the 8th District, prepared the report for Superintendent Richard J. Pennington.

Goals of the project:

■ To establish procedures for the routine auditing of crime reports by the newly established Report Review Section to ensure the quality of data entry of all criminal incident reports.

■ To identify problem areas of crime coding and reporting and to establish a training program for all police officers, from recruits through supervisors and commanders, to ensure all criminal incident reports are completed correctly according to the Louisiana Revised Statutes and accurately captured for UCR purposes: i.e., to ensure that the amount of crime reported to the NOPD and subsequently reported to the public – New Orleans, Louisiana, and the country – via the UCR program, is a true and accurate reflection of crimes being committed in the City of New Orleans.

3. <u>Making New Orleans One of the Safest Big Cities in America (August 24, 2001).</u>

A Plan of Action for Securing the Gains While Removing the Threats to Further Crime Reduction. The report was prepared for The Honorable Mayor Marc H. Morial, Mayor of the City of New Orleans and Richard J. Pennington, Superintendent of Police.

Purpose of the Plan:

■ To assess the New Orleans Police Department's assets and obstacles in carrying out the mission of making New Orleans one of the safest big cities in America; and,

■ To chart necessary changes in structure, operations, resources and rewards to institutionalize a high-

performance culture in the New Orleans Police Department.

"The central process recommended in this plan for driving and assuring outcome-focused crime reduction is the COMSTAT system, which was created by Jack Maple when he served as Deputy Commissioner for Operations of the New York Police Department."

The report was funded by a contract with the New Orleans Police Foundation; the Maple / Linder Group, Inc. New York assisted in the development of the proposal.

4. <u>Understanding the Recruitment and Retention Needs and Challenges of the New Orleans Police Department</u> (January 5, 2004).

This report was apparently prepared for Superintendent Edwin P. Compass III (who is mentioned repeatedly throughout) by The Center for Society, Law and Justice - The Survey Research Center at the University of New Orleans.

Purpose of the project:

- To identify recruiting and retention needs and challenges currently facing the New Orleans Police Department. The report depicts an understaffed department that is losing officers faster than they can replace them. Police Officer and Citizen Surveys were conducted and analyzed to obtain perceptions from both groups about current related issues.

The New Orleans Police Foundation funded this report.

5. <u>Toward A Fully Integrated Criminal Justice System</u> (May 19, 2005).

Step One: Refocusing and Restructuring the DA's Office as Prelude to Systematic Coordination with the Police. The report was prepared under the direction of Eddie J. Jordan, Jr., Orleans Parish District Attorney, and under the auspices of the New Orleans Police Foundation, Linder & Associates, Inc. of New York.

Purpose of the Report:

- To present an assessment of operations and resource needs of the Orleans Parish District Attorney's Office.

- To chart the changes the District Attorney is taking to restructure practices to deliver the greatest possible operating efficiencies and effectiveness within current resource constraints.

- To frame the debate for increased support.

6. <u>Plan To Dramatically Reduce Violent Crime</u> (August 3, 2005).

   The Crime Fighters LLC of New York prepared this report for Superintendent Edwin P. Compass III.

   Purpose of the Plan:

   - "To chart the changes the Police Superintendent is making to recalibrate crime reduction strategies, redirect COMSTAT, and restructure organization and practices to deliver, within current resource constraints, the greatest possible effectiveness in reducing violent crime."

   The New Orleans Police Foundation funded this report.

7. <u>Recruitment and Retention – Lessons for the New Orleans Police Department</u>. (2007)

   Prepared by RAND Gulf States Policy Institute, Bernard D. Rostker, William M. Hix, Jeremy M. Wilson.

   Superintendent Riley asked for assistance from the RAND Corporation in addressing the recruiting and retention problems facing NOPD. This report contains a series of recommendations to address these two issues.

Each of the aforementioned studies / reports addresses a *specific* area of interest as described in the narrative. Conversely, BGI prepared its Assessment and subsequent Strategic Plan of Action with the cooperation and interaction of over two-hundred members of the New Orleans Police Department's rank and file. Both products represent a comprehensive effort to address six (6) key areas of organizational performance. They include Management

Expectations, Service Demands, Resources, Collaboration, Accountability, and Performance.

Before the NOPD considers BGI's recommendation to rethink its Strategic Plan of Action, however, we draw upon timeless comments made by John F. Kennedy in a 1963 speech. He said, *"Change is a way of life. And those who look only to the past or present are certain to miss the future."* Naturally, the events prompted by Hurricane Katrina have necessitated change, but in reality, every organization must undergo a perpetual transformation in order to effectively adapt to its evolutionary environment. The NOPD is undergoing an episodic change which began when its normal state was disrupted. That process will continue until normalcy is restored and the Department can function in a more familiar manner. As a practical matter, however, it is recommended that this opportunity be seized to incorporate *agility* and *resilience* into the new Strategic Plan.

This period of change, of course, is the result of the turbulent environment created by Hurricane Katrina. Understandably, any tumultuous milieu will typically result in a faster and more complex period of change in which the ground seems to be in motion. It is a dynamic of considerable instability. For the New

Orleans Police Department, the problem is further compounded by the scarcity of resources, which can effectively threaten to destroy the organization. In this case, the environment can be defined as being *hyper*-turbulent, thus creating perhaps as extreme a challenge as any organization can face.

The NOPD is affected by all of these elements and BGI felt it worthy to note as observations and recommendations are made. In addition to understanding certain aspects that affect change, it is vital to recognize that strategic planning is used to enhance performance while contingency planning helps anticipate and prepare for external changes (that may have escaped the strategic plan). A well-devised strategic plan enables the organization to remain flexible in the face of change while maintaining routine operational efficiencies. Again, turbulence, where change is both continuous and disruptive, increases the necessity to remain agile and resilient.

A well-devised strategic plan enables the organization to remain flexible in the face of change while maintaining routine operational efficiencies.

BGI would be remiss, however, if recognition was not given to the many accomplishments NOPD has achieved under the leadership of Superintendent Riley despite its adverse conditions. These include, but are not limited to:

1. Cultivating a commendable partnership with Mr. Al Lundy (a local entrepreneur) who donated office space – complete with all the necessary amenities – to be used as temporary housing

for the District 7 station. Said space provides a comfortable and professional work area that includes a microwave dish, network wiring, thirty-six (36) new computers, faxes, and telephones. In addition to upgrading the work environment, employee morale is significantly improved as well.

2. The Crime Lab was also moved out of their trailer and into a nice office space at the University of New Orleans. While only one-third (1/3) of the space is currently usable, the remaining two-thirds (2/3) is being built out for total occupancy. Delivery of critically needed equipment has begun as well.

3. The Information Technology group has successfully launched its Electronic Police Reporting system. Minor inconveniences associated with this initiative are being handled accordingly.

4. A new headquarters compound has been proposed for the year 2020.[3] Despite the need for current headquarters to be restored, the proposed site offers favorable logistical proximity to courts, city hall, and other city government venues. Additionally, architectural renderings appear to be functional and achievable within the proposed timeframe.

5. A <u>C</u>ommunity on <u>O</u>ne <u>P</u>age portal (on the city of New Orleans' website) has been created and has interactive crime maps available for citizens to access. This is another collaboration involving Mayor Ray Nagin's GIS group and that of the New Orleans Police Department. This allows data to be updated within two (2) weeks of most UCR-type offenses. Work is presently being conducted to improve the service provided by the portal. Both City Council and the citizens of New Orleans should be satisfied about this new capability.[4]

6. The first mobile in-car video was installed on or about the early part of May 2007. Additionally, NOPD reports a grant that will allow for 109 such units to be installed. Having video capability can be an extremely beneficial tool.

7. The NOPD workforce appears to have a relatively good balance of ethnicity and gender. As such, the Department is fairly representative of the surrounding cultural mix, making

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[3] "Evolving Recommendations for NOPD – 2020," Tim S. Kraft, AIA, LEED, AP, Project Manager, PSA-Dewberry Inc., 1615 Poydras Street, Suite 1295, New Orleans, LA 70112, in Chapter 4: Master Plan Options; a report prepared for FEMA.

[4] See – http://gisweb.cityofno.com/cnogis/

for greater responsiveness toward fellow employees and the general public.

8. The ratio of police officers to citizens is considerably more favorable (at this time) given the force strength and the reported population size. The proportion is approximately 6 officers per 1000 civilians. Although speculation exists that some positions at NOPD should be civilianized, there remains a suitable margin (of officers) for increased population.

9. Several officers have commented to BGI that their pension is of great benefit. After thirty (30) years of service, personnel qualify for 100% of their salary – 83% after 25 years. As an added bonus, the DROP program (despite its three-year limitation) is indeed considered a plus.

10. The Mayor and City Council have awarded significant pay raises, of varying percentages, to the men and women of NOPD.

Despite whatever disadvantages may still exist for the New Orleans Police Department, it is quite obvious and, commendably so, that great determination abounds. The overriding message gleaned during BGI's assessment interviews is that the men and women of the NOPD are working hard to restore their Department and to better serve their city.

Scope of the Project

Providing a multitude of police services in the city of New Orleans – under the best of circumstances - is a tremendous responsibility. According to census track data, the City had a population (pre-Katrina) of approximately 437,186 residents. Since the devastation caused by Hurricane Katrina, the estimated

population of the City has fluctuated between 210,000 and 230,000.

New Orleans has a longstanding history replete with uniqueness, charm and a spirited quality of *laissez-faire*. More importantly it is where, for hundreds of years, an ancestry of citizens made a life for themselves and their now, Katrina-battered descendants. This heritage would never have been possible without its police services and the totality of resources necessary to provide law and order. A city's police agency, by its very nature, assumes an iconic position that precedes most other services needed for that city to function or, as in this case, recover to its former state. *The urgency for NOPD to return to its pre-Katrina status is critical.*

The New Orleans Police Department currently employs approximately 1,222 sworn personnel and 285 civilians for a total strength of 1,507.[5] Warren Riley serves as the agency's Superintendent of Police. He has the responsibility of ensuring that a wide variety of police services are delivered to New Orleans residents, workers and visitors in a timely and effective manner.

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[5] Source: NOPD Manpower Reports dated March 20, 2007. Reserves and new recruits are not included within these figures. This figure will fluctuate depending on the assignment of new sworn personnel to the field and / or the loss of personnel due to various types of separation.

To that end, he must also ensure that all operations within the Department are properly managed.

As previously stated, Superintendent Riley sought the assistance of the Foundation to contract with BGI to assist him in re-establishing NOPD as a respected, effective, and efficient agency. This report represents the last of three principle deliverables; the Strategic Plan of Action.

The Purpose of the Plan

The magnitude of restoration and continued operational capacity of the NOPD dictates the need for a systematic methodology to manage their undertaking. A "divide and conquer" approach fully acknowledges that complex and integrated relationships (within the undertaking) must be segmented and organized to bring about desired results. Additionally, there is a need for "planning the work and working the plan."

This document will serve as the formal Strategic Plan for the New Orleans Police Department and will act as a catalyst to initiate an improvement process designed to enhance operational effectiveness and efficiency. This is the next logical step that

follows the Organizational Assessment and Management Retreat conducted by BGI.

BGI has provided the architectural format to help develop the framework of the Strategic Plan. The New Orleans Police Department's Superintendent of Police, the Command Staff and key members of the Department have defined, assigned, and completed all necessary tasks associated with the entire strategic planning process.

Organization of the Report

The Sections within this report will parallel the format used within the Assessment Report. The Strategic Plan of Action will be presented using the following six Sections: (1) Management Expectations, (2) Service Demands, (3) Resources, (4) Collaboration, (5) Accountability, and (6) Performance.

Each of the six Sections will contain a brief descriptive overview of the topic, followed by proposed tasks that are in need of attention by members of the Department. Where appropriate, the BGI Team will identify important issues associated with the topic in question that may necessitate the performance of additional tasks and / or responsibilities.

How to Use This Report

Superintendent Riley has designated a "Change Manager" within the Department – Major Lawrence Weathersby. The Change Manager will be responsible for ensuring the work contained within the Plan is being performed effectively and on schedule.

> **The Change Manager will be responsible for ensuring the work contained within this Plan is being performed effectively and on schedule.**

Prior to the Management Retreat, the Superintendent of Police selected from within the Department, Team Leaders; each of whom would be responsible for working on tasks contained within each Section of this report. Each Team Leader selected Team Members who would be primarily responsible for conducting the necessary research, making preparatory arrangements for interviews and / or acquisition of information, and directing and / or performing designated tasks and responsibilities.

BGI recommends that Team Leaders continue to be involved in this project by assuming responsibility for overseeing, liaisoning, and reporting the progress of their respective teams to the Change Manager who in turn, will provide regular updates to the Department's Superintendent of Police and Command Staff. Since BGI is also charged with monitoring the plan's implementation, the Change Manager will also assume responsibility for reporting

said progress (in a specific format) to a designated representative

from the BGI Team.

What is Community Policing?

Historical Influence

   Many people think Community Policing is an outgrowth of traditional public relations efforts. The "seeds" of community policing have germinated by how the police have done their work over the last 20 years. These notions or assumptions about police work are deeply embedded in various research efforts that occurred in police departments across our country.

For instance, during the 1970s, several significant studies were conducted. They included:

1. *The Kansas City Preventive Patrol Study* found random patrol to have limited impact on crime or citizen's attitudes about crime. Findings from the research inferred that if random patrol was ineffective in deterring crime, then the flexibility to try alternative strategies should be considered.

2. *The Kansas City Response Time Study* assessed the value of rapid police response to calls-for-service. We learned from this study that: 1) citizens delay reporting crime to the police; 2) suspects are seldom found at the scene of a crime; and 3) citizens are willing to tolerate longer response times given reasonable circumstances.

   An implication from this study for community policing was the need to develop formal call screening procedures to accurately distinguish between emergency and non-emergency calls-for-service. It was further suggested that call stacking procedures be developed so calls could be prioritized with varying delays, thereby ensuring that the most urgent calls receive the most expeditious dispatching. If dispatching calls could be managed more efficiently, additional uncommitted time could then be made available for patrol officers.

3. A final major study conducted in Kansas City was known as the ***Directed Patrol Study***. Rather than performing random patrol when not handling calls, this study demonstrated that such time could be put to better use by having the officers implement various tactical responses to interdict specific criminal activity. These efforts were guided by crime analysis.

4. The San Diego Police Department instituted a ***"Community Oriented Policing Project"*** in the early 1970s. The concept of "beat profiling" was first used by patrol officers as a means to learn about the topographical, demographic, and call histories in their beats. The officers were also given the discretion to develop "tailored patrol strategies" designed to address the types of crimes and citizen concerns that were communicated to the officers.

   There were several implications for community policing from this study as well. First, by getting to know the citizens, officers obtained valuable information about persons responsible for perpetrating crime in their beats. Second, officers gained a better understanding regarding citizen service expectations. Third, management was required to rethink the value of "shift rotation" plans which many departments were using to counteract corruption opportunities. Lastly, as the roles and responsibilities of the officers began to change, the roles of responsibilities of sergeants and lieutenants also changed.

5. The RAND Corporation conducted a study designed to examine the ***work of detectives***. The study included several recommendations for improving the efficiency of investigative work. Foremost among those recommendations was the need to allow patrol officers more opportunities to perform follow-up investigations and to recommend early case closures, where appropriate. This would allow detectives to spend more time on serious and complex investigations.

Significant research continued on through the 1980s as exemplified

by the following:

1. The Birmingham, Alabama Police Department conducted a study designed to examine the use of ***differential police response strategies***. These initiatives included the use of call prioritization codes, call stacking procedures, delayed response strategies, supervisory override of dispatch authority and the use of "Teleserve" units. All were designed to reduce the call load

so patrol officers would have more uncommitted time to address crime problems in their areas.

2. ***The Newark, New Jersey Police Department Foot Patrol Study*** demonstrated that increased foot patrols created a positive and collaborative attitude between police and the citizens of their communities. The conclusion drawn was favorable community relations would result in the exchange of information about crime and disorder issues.

3. Herman Goldstein developed the concept of ***"problem oriented policing."*** Goldstein maintained that the police should move away from a reactive, incident orientation, and move toward ways of identifying, defining, and addressing crime and disorder problems that continue to drain police resources. The concept was tested in the Newport News Virginia Police Department and was found to be an effective approach.

4. ***Fear Reduction: Houston, Texas and Newark, New Jersey*** demonstrated that certain strategies (e.g., police newsletters for citizens, storefronts, citizen contacts) reduced citizens' fear of crime. As police departments provided accurate and timely information along with availing themselves to citizens; their perceptions of fear and safety were altered.

5. ***Harvard Executive Sessions*** provided a forum for police leaders across the United States to debate and discuss various strategies community-based police agencies were implementing. Particular attention was placed on examining the implications these strategies had on various systems that governed how operations were managed within departments.

What these studies suggest is that police management must begin to rethink how the allocation and utilization of their resources, especially their most precious resource - *the patrol officer*, can be managed more effectively.

In the final analysis, these studies overwhelmingly implied that the police need to enlist the support and participation of the citizenry.

What these studies suggest is that police management must begin to rethink how the allocation and utilization of their resources, especially their most precious resource – *the patrol officer,* **can be managed more effectively.**

These research initiatives provided a wealth of theoretical underpinnings that helped shape the concept of community policing as it began to emerge across the country in the mid to late 1980s. [6] Reasons for adopting community policing were varied with the most common form of implementation characterized by spontaneous adoption of new programs.

Programmatic implementation is not bad in and of itself. In many instances, it is the right approach to **begin** experimenting with change.[7] However, if a program becomes the only means of expressing a commitment to community policing, then one must question how well the agency's leadership group understands the philosophy.

Describing the Concept

Essentially, *community policing should be conveyed as a philosophy that governs how citizen expectations and demands for police service are integrated with actions taken by a department to*

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[6]What separates departments striving to become community-based from the pretenders is management's conviction to pursue a different set of assumptions that guide the implementation of operational and managerial initiatives. Many of these assumptions are grounded in police research conducted over the past twenty years. It is BGI's contention the justification for instituting change is connected to strong beliefs in the value of these assumptions. Evaluation efforts (i.e., process and outcome assessments) should be aimed at measuring the effectiveness of changes in strategies, programs, and activities linked to these assumptions. (See Appendix A, p. 148)

[7] For further information on how departments can benefit by starting experimentation with the implementation of new programs, see: Brown, Lee P. 1989. *"Community Policing: A Practical Guide for Police Officials."* In: Perspectives on Policing. National Institute of Justice, Harvard University: John F. Kennedy School of Government, No. 12, November. Lee Brown was a principle pioneer of community policing while serving as the Police Chief in Houston, Texas and continued his refinement of the concept while Commissioner of the New York City Police Department. Also, during his tenure as Mayor of Houston, he introduced "Neighborhood-Oriented Government," which applied the tenets of community policing to the administration of municipal government affairs.

identify problems and address conditions that adversely affect

neighborhood safety and threaten the overall quality of community

life.

Community policing is all about providing a <u>complete set</u> of services

throughout a community; this includes handling calls, calming

disorder, preventing crime, investigating and interdicting criminal

activity, addressing citizen safety issues, and coping with traffic. The

manner in which this work is performed, and the ability to manage

resources to provide these diverse services from one neighborhood to

the next, is the backbone of community policing.

A community's uniqueness is defined by the neighborhoods that

exist within it. Neighborhood diversity requires officers to possess

the capability of performing a variety of functions at different times

or simultaneously. On a day-to-day basis, servicing a community's

neighborhoods will require officers to be flexible, not rigid. The

ability to adapt is even more important for sergeants and their

managerial chain-of-command.

> **A community's uniqueness is defined by the neighborhoods that exist within it.**

The philosophy of community policing must survive irrespective of

who is in the top position of the organization. The entire leadership

team must be committed to providing customized neighborhood

services, working with the public, when and where practical, managing resources efficiently, acquiring input from all levels of the organization and from law abiding citizens, decentralizing police services when possible, empowering personnel to make competent decisions, improved accountability within a department and to the public, equitable discipline, and so forth. The manner in which these issues are addressed defines the community-based police department. As such, the very essence of community policing rests on three very important perspectives:

1. <u>A Neighborhood Perspective</u>

   The delivery of quality services is dependent upon how well the police recognize that service demands will vary by neighborhoods within communities. This variance will fluctuate according to many factors that include the demographic make-up of a community. For example, we know most communities consist of some combination of residential neighborhoods, business districts, commercial warehouse areas, shopping centers, educational centers, major transportation hubs, entertainment districts, along with areas that fall in between officially recognized neighborhoods. This type of demographic variety found in cities or counties defies a categorically finite application of any single style of policing.

Every neighborhood places divergent service demands on their local police department. Those demands vary according to different factors: time, geographical configuration, demographics of residents, etc. It becomes incumbent upon local police departments to respond, as best as they can, to these demands. The unique brand of neighborhood demands results in the need for customized services. Hence, officers police communities differently and every police officer (not just specialists) has a responsibility to serve the specific needs of that community – in accordance with their assignment.

The uniqueness of these demands requires police managers to devise "customized" service responses to accommodate the diversity of their neighborhoods. It becomes the Department's responsibility to properly allocate, deploy, and manage its resources so services are adequately and consistently rendered from one location (i.e., neighborhood) to the next.
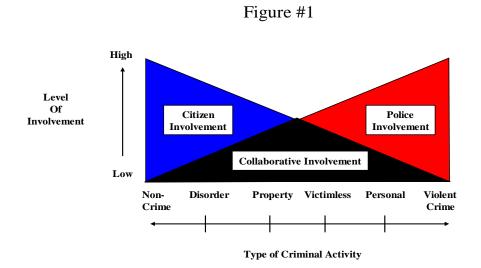
2. A Community Partnership Perspective

Acknowledging the importance of knowing when to form interactive partnerships between the police and the public in order to identify and resolve neighborhood problems of crime and disorder.

This perspective defines community in terms of citizen involvement. It becomes the responsibility of the Department to determine when, where, and how citizens can work with police officials.

The successful adoption of a community policing philosophy, however, does not mean the Department must always incorporate citizen involvement. As one can observe from Figure #1, the level of citizen involvement can vary depending upon the nature of criminal activity.

Community Engagement

Figure #1

Management must ultimately make the decision of how, and if, the interactive process will be used. Clearly, the

responsibility should not be restricted to simply having officers involved in community service programs. Greater results would certainly be achieved if all officers would have "purposeful" interaction with citizens.

3. <u>A Problem-Solving Perspective</u>

Problem-solving is based on the assumption that "crime and disorder can be reduced in small geographic areas by carefully studying characteristics of problems in the area, and then applying the appropriate resources." Individuals (i.e., criminal suspects) make choices based on the opportunities presented by the immediate physical and social characteristics of an area. By manipulating these characteristics, people should be less inclined to act in an offensive manner.

Determining the underlying causes that contribute to a proliferation of criminal activity depends, to a great extent, on an in-depth knowledge of the community (or neighborhood an officer is assigned to). Herein lies the link to community policing. As an officer's knowledge of his / her area grows, the opportunity to address certain types of crime or disorder problems increases significantly.

> **Determining the underlying causes that contribute to a proliferation of criminal activity depends, to a great extent, on an in-depth knowledge of the community (or neighborhood an officer is assigned to.**

Community participation in identifying and setting priorities leads to cooperative problem-solving efforts by community members and the police. Problems serve as a catalyst for officers to <u>contact</u> citizens. Once the contact has been made, <u>communication</u> about problems can begin. Eventually, bonds of <u>trust</u> will be created between the officer and citizens, which can lead to a continuation of <u>exchanging information</u> about the problem and / or other areas of concern that are of mutual interest to both parties.

The problems-solving process operates effectively when the police listen carefully to, and recognize the validity of, community concerns.

Problem-solving should also be applied to disorder issues and other types of quality-of-life issues other than just crime. In many communities, non-crime quality-of-life matters are often more important to citizens, especially to those living in low-crime neighborhoods.

Problems often involve multiple incidents, which are related by distinctive variables that can be found in isolated pockets of a

community or can be pervasive throughout an entire community. Herman Goldstein[8] cites the following examples:

- An unusually high number of burglaries in an apartment complex, which is generating fear and anxiety among residents.

- Panhandling that creates fear within a business district.

- Prostitutes in local parks or on heavily traveled streets.

- Disorderly youth that regularly assemble in the parking lot of a convenience store.

- An individual who persistently harasses and provokes community members.

In working with citizens, problem-solving can result in the creation of tailor-made solutions linked directly to a citizen's initial service demand. The "best" solutions are those that satisfy community members, improve safety, diminish anxiety, lead to increased order, strengthen the ties between the police and citizens, and involve a minimal amount of coercive power.

Patrol officers often serve as catalysts for collaborative police and community problem-solving endeavors. Patrol officers can:

- Be involved with the community on a day-to-day basis.

- Help community members articulate their needs.

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[8] Problem-Oriented Policing. Herman Goldstein, McGraw-Hill Publishing Company, New York, 1990.

- Understand the unique physical and social characteristics within a neighborhood / community that influence how problems can be addressed.

- Identify specific types of neighborhood problems that can legitimately be affected by efforts of the police and / or citizens.

Implications Associated with Problem Solving – Community / police collaborations and problem-solving require mastery of new responsibilities and a flexible, adaptable style of management. Patrol officers must be provided opportunities to:

- Work as members of neighborhood teams.

- Perform their duties in a "participative management" environment.

- Manage time and resources in accordance with addressing crime and disorder issues in their assigned areas.

- Coordinate the involvement of multiple parties who are working to resolve crime and disorder problems.

- Enhance their creative and innovative abilities.

Officers, permanently assigned to small geographical areas (neighborhoods) have daily contact with citizens, understand area strengths and weaknesses, and have a greater level of responsibility and decision-making authority than their predecessors of previous police eras.

This close proximity provides officers the opportunity to develop partnerships with citizens. These alliances can accord an officer quicker access to information and resources that can help ensure more responsive and effective delivery of police services.

Maximizing the time an officer can spend addressing local problems (independently, or in cooperation with citizens) will depend on the department's ability to effectively manage dispatch operations. When non-emergency calls are handled through differential police response tactics (e.g., use of Teleserve, establish call prioritization codes, call stacking procedures, delayed response, non-police response options, supervisory override), officers and their respective supervisors will have more time to address crime and disorder issues.

These three perspectives require a re-examination of how organizational systems operate in an environment where police collaborate with citizens to prevent, and to a lesser extent, control crime.

Furthermore, these perspectives require police management to begin thinking differently about how work is performed within

These three perspectives require a re-examination of how organizational systems operate in an environment where police work with citizens to resolve problems associated with preventing and controlling crime.

their organization. In fact, <u>community policing can be expressed</u>

<u>as a management philosophy</u> for the following reasons:

1. Management must re-examine how a multiplicity of complex organizational functions will be managed to simultaneously address both citywide and diverse neighborhood service demands and expectations.[9]

2. Management must provide opportunities for officers to develop meaningful relationships with citizens so they can obtain a consensus about how they will collaboratively address neighborhood problems of crime and disorder.

3. Management must decide what organizational changes must occur to support the officer's ability to effectively manage the delivery of neighborhood services.

4. Management must develop a capability to attain "planned" results.

Simply stated, the essence of community policing is about improving the capacity to **manage** police operations by virtue of newly defined roles and responsibilities. As much as executives would like to "flip a switch" and alter the way the delivery of police services are managed, the transformation process is slow and tedious. It is relatively easy for managers to sit back and deploy resources as a reactionary measure. It is far more challenging to "manage" the allocation of resources by collaborating with citizens to provide customized neighborhood services – but the results are greater as well.

> **Simply stated, the essence of community policing is about improving the capacity to manage police operations by virtue of newly defined roles and responsibilities.**

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[9] An example of these functions include but are not limited to: dispatch (i.e., the prioritization of calls for service), discipline (i.e., a modification of disciplinary options that allow for honest mistakes to be made without receiving severe punishment), performance evaluations (i.e., altering performance criteria to be more consistent with work performed), patrol (i.e., modifying deployment practices, expanding roles and responsibilities of officers, accounting for directed assignments, etc.).

As a management philosophy, community policing demands that emphasis be placed on attaining **results**. This does not mean one should ever reject or minimize the value of traditional performance indices like crime rates.[10] Additional efforts should be made to accept a wider array of indices that depict a broad range of services police departments provide.

To be sure, community policing is not as simple as reaching out and improving relationships with the public. It is not just about devising special programs whose effectiveness is measured by citizen participation.

Community policing is a philosophical orientation that consists of common beliefs, attitudes, and concepts as to how resources can be effectively managed to provide customized services throughout one's community.[11]

Without question, the NOPD has endured tremendous challenges in restoring order and an improved quality-of-life to the city of New Orleans. *The new challenge, however, is to incorporate*

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[10] The need to lower crime is just as important in a community-based police agency as any other department. The difference lies in how agency personnel address crime problems. COMSTAT, for example, is still a valuable too; however, ensuing discussions as to how crime is to be addressed takes on a different connotation under community policing.

[11] These common beliefs, attitudes, and concepts can be expressed in terms of assumptions that require various changes to be made by a police department's management team (see Appendix A, p. 148).

within this Strategic Plan of Action, the beliefs, attitudes, and concepts of community-oriented policing. It is BGI's strong belief that the NOPD can rise to meet the challenge.

The Strategic Plan of Action
Section 1: Management Expectations

"If you don't know where you are going, any road will get you there."[12]

Such is the navigational compass for the organization that has no defined destination, no charted course, and no methodology for making the journey. Projects, initiatives and institutes, especially those comprised of teams or workgroups, must begin with clearly specified commonalities; visions, values, missions, goals, objectives, and desired results.

Along the way, each team member must then be tasked with contributory element(s) that meet or exceed agreed upon standards of accomplishment. It is, therefore, these criteria that ultimately breathe life into the aforementioned components (visions, values, missions, goals and objectives). Failure to establish and hold accountability to measurable performance leads to a cacophony of activity yielding little or no discernable results. At best, those independent divisions or units who inadvertently operate within the prescribed framework may create a small ripple of achievement whose impact is seldom felt in the organization. Results can only

Failure to establish and hold accountability to measurable performance leads to a cacophony of activity yielding little or no discernable results.

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[12] Lewis Carroll, (best known for Alice In Wonderland)

be expected when expectations are reliable and consistently held to account.

Similarly, whatever performance criteria are identified, it must take into consideration the vested interest of ALL constituents, especially the citizens of New Orleans. As such, the Department must fight the natural tendency to make goal-setting decisions in a vacuum – *inadvertently alienating the needs of its community*. A more successful approach is to develop goals from an external perspective (i.e., that of its citizens). Lest we forget that the only real reason for the existence of any service institution is to meet the needs of its customers.

To reiterate, management expectations should guide and direct the organization toward the attainment of specific results. The manner in which an organization achieves those results is governed by many important factors. The BGI Team devoted considerable effort describing and explaining relationships between Vision, Values and Guiding Principles, Mission Statement, Goals, Objectives, and Results. These factors collectively constitute a basis for how a police agency defines itself. The proper alignment of these factors will create an organization that is synchronized to pursue intended results. However, when these elements are not

> **To reiterate, management expectations should guide and direct the organization toward the attainment of specific results.**

properly aligned, organizational performance is typically measured in terms of individual division or unit accomplishments rather than organizational achievements.

Establishing management expectations, however, is only the beginning of what is required for achieving and measuring results. Of course, all internal stakeholders (team members) must understand the benchmarks by which performance will be measured. They must be well informed about the organization's goals and must understand how each member's individual effort contributes to the realization of those goals. Often called "performance dimensions" these measures of achievement for each organizational entity are self-imposed standards that meet a criterion that is agreed upon by the team or work group. Allowing the team or work group to establish the breadth and scope of their own responsibility fosters ownership, pride and imaginative alternatives for achievement and continuous improvement…*but again, this is only part of the formula.*

Another essential variable to consider in this formula, and perhaps the most important, involves customer perspective of what he / she expect from the police agency. Of course, the leadership group of the organization should be well-versed about the inner workings of

the enterprise, but *activity* cannot overshadow *purpose* i.e. the agency must meet the needs of the customer. Focusing on the wrong set of performance measures (quantity vs. quality) can actually undermine an organization's strategic mission by perpetuating short-sighted business practices or generating ineffective busy work.

A service institution (like NOPD) has an inherent responsibility to solicit – directly or indirectly – input from the citizens it serves. Said input must be included in the vision, mission, guiding principles and values by which the organization functions and plans its strategies. But how can NOPD solicit usable input to incorporate into these elements? By listening, interpreting and asking. Input can take the form of citizen reaction to policing strategies and initiatives, citizen focus groups targeting specific topics, and creating a bond of trust that encourages dialogue between citizens and police personnel, to name a few ideas.

Essentially, the goal is to become a community-oriented police agency that partners with its constituents to fight and prevent crime. The sub-formula that serves as the nucleus for this entire process is the catalyst for success. It begins with contact made by members of the police agency to open the door for dialogue

> **Essentially, the goal is to become a community-oriented police agency that partners with its constituents to fight and prevent crime.**

between police personnel and citizens. In time, and if done with some frequency, contact efforts encourage communication and a better understanding of what the customer knows and expects and what the service provider (the Department) is able to deliver. As with any worthwhile service that is delivered (and promises kept), trust is instilled and information is more freely exchanged. At this point, the service provider has a clear understanding of what he / she needs to do to satisfy the customer…as the reputation spreads, the cycle continues and community partnerships grow.

The final element of this formula involves having a feedback mechanism to determine if the effort expended by personnel, in an attempt to attain organizational goals, is consistent with the Department's vision (See Figure #2).   Very simply, the Department must obtain opinions, impressions – grades, if you will – about how well the agency is doing its job. The only real value a service institution has to its constituents is in its measure of delivered satisfaction.

Performance dimensions can provide an impressive list of desired outcomes, but only through detailed comparison of results can one determine the success or failure of the effort. It seems that the
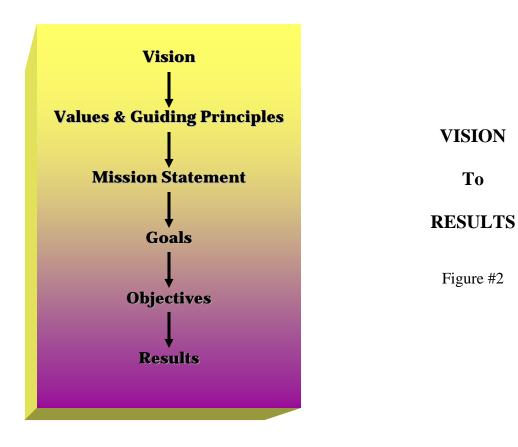
Vision

↓

Values & Guiding Principles

↓

Mission Statement

↓

Goals

↓

Objectives

↓

Results

VISION

To

RESULTS

Figure #2

New Orleans Police Department's current feedback method does not link results to the organization's vision.

Every organization has an inherent duty to perform and measure its efforts by determining how well expectations are met. BGI recognizes that since Katrina, new and increased demands (expectations) have been made of the New Orleans Police Department (NOPD). In tandem with fundamental restoration efforts, the Department, however, must continue to meet its organizational responsibilities. A measure of the enterprise's

"report card" is defined in elements that represent Management Expectations. The *Vision, Values and Guiding Principles, Mission Statement, Goals, Objectives, and Results* are the basic tenets that chart the organization's course and measure its navigational acuity.

To correct this deficiency, the following recommendations (from the Assessment Report and Work Group feedback) and corresponding tasks should be addressed:

Recommendation #1:

A clear and concise statement of the Vision for the New Orleans Police Department should be developed and conveyed throughout the organization.

Tasks:

1. Create a process that elicits input from Department personnel as to what the Vision should be.

2. Visit with key community stakeholders as well as Department personnel from each rank to elicit input from them as to what the Vision should be.

3. Create a meaningful Vision Statement for the Department.[13]

4. Determine appropriate methods of consistently conveying the Vision throughout the organization and throughout the community.[14]

> **A Vision Statement should generate excitement within the organization by posing a realistic challenge that all employees can strive to attain.**

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[13] A BGI Suggestion – the Vision should not be one of becoming a community-based organization; rather it should be a representation of what a community-based organization is capable of accomplishing.

[14] This becomes a part of an overall public relations plan for the NOPD, which is one of BGI's recommendations contained within Section 4: Collaboration, of this report.

> ### *Recommendation #2:*
>
> ***Efforts should be made to modify the Department's values and guiding principles to more effectively embrace the Department's commitment to community policing.***

Tasks:

1. Establish a process that will result in the creation of a set of organizational values that is consistent and supportive of the Department's commitment to become a community-based organization.

2. Establish a process that will result in the creation of a revised set of Guiding Principles that will more effectively embrace the values associated with the Department's operational philosophy.

3. Align the Guiding Principles with the appropriate Values.

4. Devise a means of consistently conveying the Department's Values and Guiding Principles throughout the organization and the community.

5. Incorporate the Values and Guiding Principles throughout the Recruit Training curriculum.

> ### *Recommendation #3:*
>
> ***A Mission Statement should be created by the Superintendent of Police and Command Staff to signify how the organization intends to fulfill its Vision.***

Tasks:

1. Re-examine the Department's Mission Statement to determine if it is consistent with management's desire to become a community-based agency.

2. If the decision is made to modify the current Mission Statement, establish a process that will allow input from within the organization as well as from various representatives of the community.

3. Post the Vision, Values, Guiding Principles, and Mission Statement in highly visible locations throughout Department facilities. Reprint posters of the mission statement and hang them in the refurbished police stations, visible to the public.

4. Identify a means to ensure that employees know what the Department's Vision, Values, Guiding Principles, and Mission Statement are.

> **A Mission Statement should be concise, direct, and easily understandable since it represents the very essence of what an organization intends to do.**

Recommendation #4:

Develop "organizational" goals and communicate them throughout the Department.

Tasks:

1. Develop a process that creates a series of organizational goals that is aligned with the Department's fiscal year.

2. Specify desired results to coincide with the defined goals.

3. Create an ability to effectively communicate the "organizational" goals throughout the Department – from top to bottom.

4. Devise a means of communicating the Department's goals to the public.

5. Develop a process that ensures all divisions, units, sections, etc. align their respective goals with those of the Department.

> ### *Recommendation #5:*
>
> ***Personnel should be provided guidelines on what constitutes a goal so they know how to differentiate it from an "objective", "task", or "activity".***

Tasks:

1. Provide appropriate information / instruction on the construction of goals and objectives to personnel in need.[15]

2. Modify report formats to facilitate the reporting of progress / accomplishments of goals and objectives.

3. Establish timelines for reporting progress on the attainment of the Department's goals.

Associated Issues

Additional consideration should be given to the following:

1. Section 6: Performance – contains references to the need to identify different performance measurement variables for the NOPD (i.e., what kinds of accomplishments do we want to report to the public?). Established goals should be consistent with accomplishments the Superintendent and Command Staff have shared with the public.

2. Section 5: Accountability – are checks and balances going to be established to ensure the utilization of resources are committed to what the Department states it wants to accomplish?
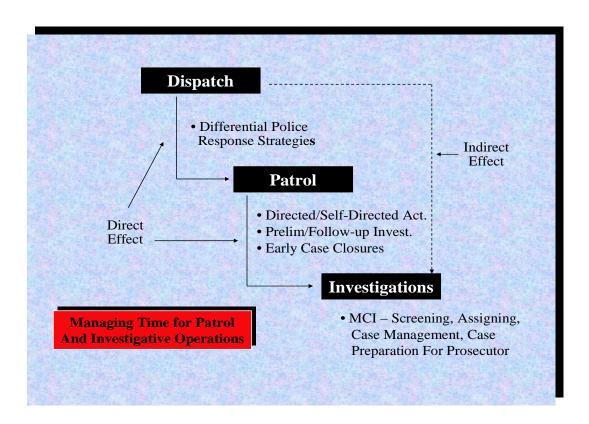
> **Measuring goal attainment will probably result in new responsibilities being placed on supervisors and mid-managers (i.e., the responsibility to reliably measure accomplishments and /or progress).**

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[15] It is easy for confusion to set in, especially when Department goals are conveyed down the organization's chains-of-command and the receiving organizational entities are expected to develop "their goals" to correspond to those of the Department. In actuality, division and unit managers will be developing objectives for Department goals. Commanders should still have the discretion to establish "goals" for their operation as long as they are supportive and complimentary to the Department's goals.

The Strategic Plan of Action
Section 2: Service Demands

As noted in the Assessment Report, the key to understanding the policing paradigm is recognizing the importance of the dynamic that occurs between three functional entities within any police agency – dispatch, patrol, and investigations (see Figure #3).

Key Functional Relationships within Police Organizations

Figure #3

The challenge confronting any police executive is the ability to mobilize resources to prevent crime, which can be done via *deterrence, interdiction,* or *reduced victimization*.

The proper management of theses three functional entities will translate into "saved time" – the invaluable ally of all police executives, managers, and supervisors. Securing uncommitted time provides police supervisors and managers opportunities to direct officers to address crime and disorder problems within their assigned neighborhoods.

The challenge lies in determining effective and efficient strategies to manage these three operations and their integrative relationships. BGI is extremely sensitive to the NOPD's concern over the availability of manpower. As a consequence, BGI is not proposing the adoption of several different types of tactical or strategic programs that require an increase in staffing or force management to play a "zero sum game."

Alternatively, the underlying theme woven throughout these recommendations is to improve the Department's capacity to manage existing staff and resources. With this in mind, BGI offers the following recommendations for each of the three functional entities – dispatch, patrol, and investigations.

> **Securing uncommitted time provides police supervisors and managers opportunities to direct officers to address crime and disorder problems within their assigned neighborhoods.**

Dispatch Operations

Recommendation # 1:

Expand the Priority Response Code classification scheme beyond two response codes.

Task:

1. Re-examine the current Signal Codes to establish different categories of responses by patrol personnel. A broader classification scheme will provide a basis for adopting alternative strategies for handling calls.

Recommendation # 2:

Establish response and service time standards as a means of ensuring that calls are responded to and handled expeditiously.

Tasks:

1. Align response times with appropriate Priority Response Codes. The Department should be responsible for determining "response times", based on the nature of the request for service.

2. Align service times with the appropriate type of Signal. This will provide supervisors with guidelines to assess how long officers should be spending on certain types of calls.

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Recommendation # 3:

Re-examine how officer "on-view" activity should be recorded in the overall work activity scheme.

</div>

Tasks:

1. Distinguish between legitimate on-view activities (i.e., situations which would result in a call being lodged had it not been for the presence of a police officer driving / walking by at the time of need) from self-initiated activities (i.e., incidents in which the officer initiates action in response to what he / she has viewed and would otherwise not have resulted in a call being made to the police).

2. Assign different Signal codes to these activities in order to distinguish them within the call-for-service database.

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Recommendation # 4:

Determine how many "differential police response" strategies can be effectively implemented by NOPD.

</div>

Tasks:

1. Place Mobile Data Terminals (MDTs) in platoon supervisory vehicles to monitor the nature of the calls-for-service (CFS); monitor service times of officers responding to calls, and to redirect officers when not handling calls.

2. Install a Computer-aided Dispatch terminal in each District Station so supervisors (or designated personnel) can monitor the volume and nature of calls for service.

3. Examine Signal Codes to determine what types of calls can be properly handled but not necessarily with an expectation of police officers showing up immediately at the caller's doorstep.

   a. Some calls are eligible for a delayed response by the police;

b. Develop a strategy for "false alarm" calls, different from what is currently being required;

c. Revisit the guidelines governing NOPD's response to medical calls-for-service. Determine if adjustments to the protocol can be changed, thereby lessening the number of calls police officers must respond to.

d. Steps should be taken to reinstitute the "TRACE Unit" to handle "simple" reports via the phone. Consider staffing the unit with personnel who are on "light duty" status, qualified reserves, or by hiring back (on a part time basis), retired personnel.

e. Create the capacity for citizens to file certain types of reports (minor crimes) by using a web-based reporting format; and

f. Create a "short-form" offense report for officers to use for certain types of minor offenses.

Recommendation # 5:

Consider acquiring funds to install an Automatic Vehicle Locator (AVL) System to assist in assigning calls to available units.

Tasks:

1. Queue delays and travel times can be reduced if dispatchers know where their units are geographically located. Research the different types of AVL software programs to determine compatibility with existing Computer-aided Dispatch System and accompanying cost for purchase and installation.

2. Create or revise existing policies to incorporate the use of an AVL System.

> ### *Recommendation # 6:*
>
> ***Consider adding a "call-per-officer - ratio" management report to the other call report currently being produced and used during COMSTAT sessions.***

Task:

1. Management needs to know how many calls an officer handles during the course of his / her shift. Create a report that not only identifies how many calls an officer handles during a shift, but include the amount of time spent on those calls. This will provide an estimate of how much "available time" an officer has that can be redirected by each officer's supervisor.

> **Management needs to know how many calls an officer handles during the course of his / her shift.**

Patrol Operations

> ### *Recommendation # 1:*
>
> ***Re-examine District and Beat configurations throughout the City.***

Tasks:

1. The significant decrease in the City's population mandates that steps be taken by Department officials to assess the viability of maintaining existing jurisdictional boundaries.

2. Determine if neighborhoods are intact or if they are split into different beats or districts. The preservation of neighborhood affinities is critical to establishing partnerships and attacking crime throughout the City.

> **The preservation of neighborhood affinities is critical to establishing partnerships and attacking crime throughout the City.**

Recommendation # 2:

Conduct a "work demands analysis" to determine the nature and frequency of work being performed by each organizational entity.

Task:

1. Assess what type of work is being performed within the organization given the tremendous loss of citizens from the city of New Orleans.

Recommendation # 3:

Given the loss of personnel from the NOPD, determine the need for consolidation of functions and possible reorganization to better utilize resources.

Task:

1. Examine functional relationships and spans of control within all ranks, inclusive of command staff, to determine if efficiencies can be gained in how the Department is organized.

Recommendation # 4:

Deployment schemes within Districts should be customized to meet the unique service demands within each District.

Tasks:

1. Work demands vary by time of day and location. The assignment of personnel to shifts should be commensurate with the service demands and occurrence of crime.

2. Shift deployment need not be similar from District to District, nor need it all be restricted to a 5-8 deployment scheme. District Commanders should have the flexibility to mix 5-8

District Commanders should have the flexibility to mix 5-8 schemes with 4-10 schemes if it means more effective utilization of resources.

schemes with 4-10 schemes if it means more effective utilization of existing resources.

3. Equalization of personnel across all shifts should be re-examined to coincide with existing work demands.

Recommendation # 5:

Assess the continued viability of using the current rotating days off format.

Tasks:

1. Clearly justify why the current approach is more feasible over other variations of assigning days off.

   a. Reduced opportunities for corruption and equalizing the opportunity for days off for all can be counteracted with:

      - Tighter accountability measures;

      - Recognition of the need to maintain service continuity within neighborhoods; and

      - Reducing the adverse physical effects rotation has on an individual.

Recommendation # 6:

An effective crime analysis system should be established within the Department.

Tasks:

1. Determine the scope of responsibilities to be performed by a crime analysis function within NOPD.

2. Consider consolidating the placement of databases under the control of one operation (e.g., crime data, call data, gang data, narcotics data, juvenile data, homeland security data, criminal

intelligence data), for the expressed purpose of having all available crime data available to analysts.

3. Determine if, or how, many analysts are needed to support decentralized patrol operations (e.g., analysts per District Station; analysts for every 2 Districts; etc.).

4. Determine if, or how many analysts are needed to support investigative operations.

5. Determine how many analysts are needed to operate a centralized crime analysis office.

> ### *Recommendation # 7:*
>
> ***Take steps to make Patrol and Investigative Captains feel they are more actively involved as members of the Department's management team.***

Tasks:

1. Provide opportunities for captains to meet on a regular basis to discuss and share information about their operations with each other (outside the confines of COMSTAT meetings).

2. Establish a regular meeting schedule (i.e., once a quarter) between the Superintendent of Police and Department Captains.

3. Require captains to provide progress reports on the overall status of their operation to command staff (this type of meeting goes beyond what is discussed during COMSTAT meetings).

Recommendation # 8:

Assess the viability of adopting and implementing a Crisis Intervention Team (CIT) Program for the NOPD.

Tasks:

1. Visit with members of the city's mental health community to determine the number of citizens within the city that are in need of mental health services.

2. Review Signal data to determine the proportion of calls officers handle in which they encounter citizens "who are in crisis;" that may pose unique problems or create difficulties for officers to bring certain situations to a successful closure.

3. Liaison with cities who have adopted CIT Programs to assess relevancy for NOPD (contact Memphis PD).

4. Send a representative to the National CIT Conference (this year) to learn more about the program.

Recommendation # 9:

Re-assess the utility of the continued use of the "Quality-of-Life Task" force.

Tasks:

1. Clearly define what is meant by "quality-of-life" issues personnel are expected to address.

2. Given that these issues vary from one jurisdiction to the next, determine if specialized training is needed to handle these issues.

3. Each District Commander should have the capacity to handle "quality-of-life" issues within their respective districts – it enhances the sense of ownership among the rank and file working the District(s) vs. a Task Force that takes little ownership in the area and *does not typically have the capacity*

to nurture or maintain resolutions tactics implemented to address the initial problem.

4. Provide the appropriate training for officers to perform these responsibilities.

BGI Commentary – some municipalities have established and funded an entity to handle certain types of quality-of-life issues. These entities are generally tasked with the following responsibilities:

- <u>Abandoned - Dangerous buildings</u> – identification of, demolition, clearing;

- <u>Junked, abandoned motor vehicles</u> – responding to complaints, issuing notification, issuing tickets, removal;

- <u>Weeded lots</u> – identification, cleaning, cutting;

- <u>Illegal trash dumping</u> – identification, coordination of removal, monitoring (i.e., cameras), ticketing, arresting;

- <u>Graffiti removal</u> – contacting, enforcement, removal of; and

- <u>Code enforcement</u> – surveying, issuing tickets, advisement.

Investigative Operations

Recommendation # 1:

NOPD must establish a capacity to enhance their investigative case management system (CMS).

Tasks:

1. The CMS needs the capacity to link to other information sources like the property room, crime lab, criminal histories, photos, etc.

2. The system should be able to export information and produce reports.

3. The system should have a "key word" searching capability.

4. Personnel should be able to add document images to the case file.

5. Centralized and decentralized investigative personnel must use the same case management system and have some assurances they can use the system to share information with other users.

6. Until such time as the aforementioned tasks can be implemented, steps must be taken to ensure that basic decentralized investigative protocols are similar from one District Station to the next, such as, but not limited to:

   a. Guidelines governing who conducts the preliminary investigation for which types of crimes;

   b. Case assignment procedures; and

   c. Case review procedures.

Recommendation # 2:

Regular meetings among District Investigative Unit management personnel must be established for the purpose of sharing information about the status of criminal activities occurring within their respective jurisdictions.

Tasks:

1. While the aforementioned tasks for Recommendation #1 are being addressed, frequent meetings among the DIU managers should result in:

a. Standardizing the current C-Log or "Case Management Log" within all District commands;

b. Networking the C-Log from one station to the next to allow case information to be shared more easily; and

c. Integrating the C-Log with a Crime Mapping Program (i.e., Arc View).

2. Develop comprehensive citywide profiles of serial (repeat) offender activities (i.e., robbery suspects) that are shared with patrol and Task Force personnel.

BGI Commentary – with the advent of decentralizing responsibilities for certain types of crimes (e.g., robbery, burglary, theft), the Department has lost a citywide perspective for each of these crimes. BGI is not suggesting that recentralization occur within the Department to handle these crimes, but there is a loss of coordination in the pursuit of attacking these crimes.

The COMSTAT process allows for the accounting of crime reduction rates and case clearance statistics. These statistics can be reviewed from a District by District basis as well as for the city as a whole.

When it comes to applying pressure on a coordinated basis for specific types of robberies, burglaries, or thefts, however, the effort becomes disjointed. One District Commander may be focusing on thefts, while another works on Burglaries of Motor Vehicles, while another is trying to reduce robberies at ATMs. Each Captain is

> **BGI is not suggesting that recentralization occur within the Department to handle these crimes, but there is a loss of coordination in the pursuit of attacking these crimes.**

working hard to accomplish an objective, but what is lost in the effort is consistent, continuous, focus on specific types of crime problems. By requiring regular meetings among the DIU Lieutenants, it is expected that a more effective protocol can be developed that addresses this issue.

Recommendation # 3:

Efforts to strengthen the relationship between the District Attorney's Office and the NOPD must continue as they are absolutely essential to any successful crime fighting strategies and tactics.

Tasks:

1. The District Attorney's Office should provide a Case Screening / Consultation hot line or office (24/7) so NOPD personnel can call to consult on the facts of a particular case or field incident.

   a. Some jurisdictions allow their assistant district attorneys to work this assignment on a rotational basis during regular work hours, and on an overtime basis the remainder of the time.

2. Investigative personnel need more time to conduct their investigations; the existing timelines are too rigid.

Recommendation # 4:

An "auto pound" must be made available for use by Department personnel.

Tasks:

1. Convert existing city property or rent space so officers and investigators can secure store vehicles for evidentiary purposes.

2. Hire staff (e.g., civilians, retired NOPD sworn personnel) to operate and secure the complex.

3. Establish the necessary operating procedures to ensure protection and processing of evidence.

Recommendation # 5:

Obtain funding to acquire AFIS and IBIS equipment and to hire and train personnel to staff these functions and perform necessary responsibilities.

BGI Commentary – the acquisition of this equipment and personnel are necessary so that NOPD can conduct basic investigations, identify suspects, and link suspects to more than one offense. This equipment and manpower is absolutely necessary in the identification and arrest of serial offenders.

Recommendation # 6:

Take steps to ensure the Department's "deconfliction" process is being used properly.

Tasks:

1. Review the current procedures to determine if changes need to be made.

2. Assign responsibility to ensure that staff is available to operate the process.

> ### *Recommendation # 7:*
>
> ### *Acquire funds to purchase basic equipment for investigative personnel.*

Task:

1. Purchase tape recorders, cameras, VCR/DVD equipment, rape kits, etc. to facilitate the investigation of cases.

Many of the recommendations contained within this Section are designed to improve the management of the dispatch, patrol, and investigative functions.

Of all the implications associated with these recommendations, the most critical one is the ability to recover time so it can be used more effectively and to provide customized services within neighborhoods throughout the city.

Customized services are directly linked to the nature of service demands occurring within any neighborhood. As mentioned in the Assessment Report, the two principal types of service demands are miscellaneous calls-for-service and crime. These demands have required police departments to develop different sets of responsibilities that represent the level and type of services provided in response to the demand(s). These responsibilities can easily be placed in the following functional typology:

1. <u>Reactive Functional Responsibilities</u> – involves having personnel respond to various requests for service; conducting preliminary investigations; traffic enforcement; conducting visibility patrols; arresting criminals;

2. <u>Proactive Functional Responsibilities</u> – involves having personnel interdict criminal activity through the use of crime analysis information; implementing directed patrols; administering zero tolerance tactics[16]; conducting extensive follow-up investigations; conducting instigative investigations (e.g., covert vice, narcotics, auto theft operations, etc.);

3. <u>Coactive Functional Responsibilities</u> – consists of responsibilities involving the *active outreach and systematic engagement by, among, and between the police and citizens to address crime and disorder.* Officers perform coactive responsibilities by implementing: self-directed initiatives designed to increase citizen contacts[17]; community engagement strategies (see Section 4: Collaboration for recommendations regarding this point); collaborative procedures with citizens to attack crime and disorder; and methods to maintain citizen commitment to resolving neighborhood problems.

The three sets of functional responsibilities are performed by operational personnel in varying degrees of scope and magnitude. As each neighborhood produces service demands that vary by nature, frequency, and time of occurrence, some combination of reactive, proactive, and coactive responses are delivered to the neighborhood by Departmental personnel.

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[16] Caution must be used when using a "zero tolerance" tactic. Traditional perspectives regarding this tactic result in officers arresting citizens for any transgression, especially minor ones. This type of approach is generally viewed as being unfair by citizens. They expect officers to use discretion because they do not believe minor violations should result in jail time; thereby negating one of the powerful reasons for wanting to use the tactic in the first place – good public relations. Other agencies will use a more "refrained" approach to zero tolerance in which all citizens will be stopped if officers observe a transgression, but officers are expected to use discretion regarding the official response to a violation. In other words, officers can use warnings, issue citations, or make an arrest.

[17] Purposeful contacts are those that further one's ability to identify and address crime and disorder problems occurring in neighborhoods.

District Commanders are expected to balance the delivery of services within their assigned jurisdictions. In other words, how will the District Commander commit his / her resources? How long can the deployment of resources be committed? How well can the resources be shifted from one commitment to the next?

COMSTAT could be one of those tools NOPD executives use to account for how well this balance is maintained and if a District Commander's efforts are effective in combating crime and disorder.

From a District Commander's perspective, the success of providing the appropriate combination of reactive, proactive, and coactive responses to neighborhood service demands is based on how well dispatch, patrol, and investigations are functionally integrated and managed. If these entities are not operating effectively, it exacerbates the abilities of officers and investigators are severely hampered in attacking crime and disorder within neighborhoods.

> **District Commanders are expected to balance the delivery of services within their assigned jurisdictions.**

The Strategic Plan of Action
Section 3: Resources

The success of any organization is measured by its ability to achieve identified goals. Following a major emergency condition, a city's law enforcement agency has an ethical and social responsibility not only to perform, but to become one of the first stabilizing forces in restoring order. Physical, technological, and most of all, human resources, are critical to fundamental organizational performance. In order to perform at any level, however, the New Orleans Police Department must be able to rely on the aggregate and efficient application of needed resources in order to achieve its work.

Physical, technological, and most of all, human resources, are critical to fundamental organizational performance.

To that end, the BGI team quickly surmised that resource availability in the New Orleans Police Department is seriously lacking. It is certainly a contributing factor to problems being faced by the Department and said deficiency complicates the true measure of their progress and performance.

Like many other jurisdictions, and in many respects, the NOPD can only move as fast as money is made available for application against a given problem. BGI is not insensitive to this situation and realizes Superintendent Riley and his Command Staff's desire

to implement some of the recommendations contained within this Section of the report. Said implementation will be contingent upon funding availability.

Human Resources

The New Orleans Police Department is a public agency whose foundation consists of an extremely valuable resource…*its people*. The organization's capacity to be effective, results from uniting all internal stakeholders in a common purpose. And galvanizing these individuals is what motivates them to achieve the mission.

> **The organization's capacity to be effective, results from uniting all internal stakeholders in a common purpose.**

The desire to become a community-based agency can certainly be one of many significant factors that management can use to unite personnel to more effectively address the organization's mission. As roles and responsibilities evolve under a commitment to community policing, various questions begin to emerge that could have an effect on each of the following Human Resource areas:

Recruiting – Should the Department be marketed differently? Can the Department attract a broader array of applicants? Should the screening criteria be reexamined to determine relevancy to new job expectations?

Training – How well prepared are personnel to perform new responsibilities? Are supervisors and mid-managers properly prepared to perform their responsibilities in an environment that allows officers more discretionary decision-making opportunities? Are command staff members willing to empower their

subordinates to be more creative in addressing crime and disorder issues?

Career Development – Is there support within the agency to think differently about how to best prepare their personnel to meet the demands of the future within New Orleans?

Promotions – Should the criteria for eligibility for promotion change? Should the method of promotion change?

Retention – Will the desire to leave the NOPD diminish if personnel are given more latitude over providing input into how their jobs can best be performed?

Given these questions and others, BGI offers the following recommendations for consideration:

Recommendation # 1:

Include within the Department's Recruiting Plan emphasis on various job assignments associated with a Community-based agency as a means of enticing interest within NOPD.

Tasks:

1. Reach out to personnel in the professional marketing agencies to see if they will provide insight and suggestion about recruiting methodologies.

2. Compare NOPD's recruitment criteria with other local competitors to determine what advantages can be leveraged to influence applicants to join the Department.

3. Determine if recruiting eligibility criteria needs to be strengthened as a means of attracting a "better qualified" candidate to join NOPD.

4. Revitalize recruitment-referral incentive program[18] and convey more effectively throughout the Department.

5. Include within the advertising campaign the existence of an educational incentive program[19] that rewards the attainment of educational degrees (not vocational) among all personnel.

Recommendation # 2:

Conduct a Training Needs Assessment that encompasses all positions within the NOPD.

Tasks:

1. Verify what type of training Department personnel believe they need.

2. Perform a "gap analysis" to assess the difference between perceived and actual training needs.

3. Incorporate the implications a commitment to community policing will have on training needs.

Recommendation # 3:

Develop a Strategic Training Plan for Department personnel.

Tasks:

1. Continue identifying "mandatory" training requirements for personnel within each rank.

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[18] Money would be available to Department personnel in two installments for personnel they were directly responsible for recruiting – one-half of the money for successfully completing recruit training and one-half for successfully completing the field training program.

[19] Program elements would include tuition reimbursement; access to scholarship money from private sector contributors (i.e., The 100 Club of Houston is one example of how this can be accomplished); education incentive pay levels linked to ranges of college hours or type of degree; etc.

2. Create an "elective-based" training program for the rank and file that will properly prepare them to more effectively handle the rigors of their respective jobs.

   a. Particular attention should be directed toward the identification of specialized training courses for investigative and support personnel (i.e., homicide specialty courses, narcotics, firearms examiners, fingerprint examiners, etc.);

3. Develop the capacity to allow employees to take web-based training classes.

4. Incorporate within the Training Plan a "roll call training" component that can be used to quickly convey messages to the rank and file about specific issues, policies, developments, etc.

5. Create a "Management Development Program" for supervisory and mid-level management personnel.

   a. *Supervisors and mid-level managers should receive training on how Community Policing affects their roles and responsibilities.*

   b. Develop a Field Training Program for supervisors.

6. Working in conjunction with university and business partners, create a "Guest Speaker Program" for command level personnel.

7. Establish training schedules for civilian employees working in specialized job assignments; for civilians not in specialized assignments, establish an annual in-service training program that focuses on career development concerns; establish an "orientation program" for newly hired civilian personnel.

8. Establish a consistent training program for newly promoted personnel within each rank. For example, a variation of the officers' field training program could be used to create a similar program for supervisors. A mentoring program could be developed for newly promoted lieutenants, captains, and chiefs.

Recommendation # 4:

Assess the quality of instruction and training material used by department trainers.

Tasks:

1. Continue to require all Department instructors to have completed a certification program that designates them as qualified instructors.

2. Continue to use well respected in-house content experts as instructors of specialized training programs for NOPD personnel; however, do not hesitate to incorporate the use of non-NOPD personnel to teach courses in various curricula.

3. Take steps to improve the quality of Field Training personnel.

   a. A separate training curriculum should be established for field training personnel that includes among other subjects, updates on policies and procedures, adult learning techniques; motivational techniques; and current technical and training procedures provided to new recruits.

   b. Allow qualified, competent Field Training Officers to take part in the latter stages of recruit training (at the academy) to improve the transition from classroom to actual field conditions.

4. Review all lesson plans to determine quality, consistency with Department policies, performance expectations are being properly addressed.

Recommendation # 5:

Create a "master scheduling plan" for all employees.

Tasks:

1. Computerize the scheduling process that is sensitive to allocating slots on a proportionate basis.

2. Deploy the scheduling program to all facilities to allow for remote access sign-ups.

3. Publish, in advance, monthly training schedules and training opportunities (offered by other agencies) for all training programs.

Recommendation # 6:

Conduct an audit of Department training records.

Tasks:

1. Ensure all employee records include updated chronological documentation of training history.

2. Ensure all training-records include a cumulative summary of training completed by the employee.

3. Conduct verification checks of employee attendance and completion of courses.

4. Ensure that all training-records (for off-site training) include a copy of Certificate of Completion, or comparable document, as provided by the (certified) training agent.

5. Establish and administer a monthly training report that identifies the current status of course completions by all employees.

6. Create a "skills assessment profile" database that will provide for the identification of personnel who possess specialized skills that can be used for various assignments (short / long term).

7. Develop an accessible certification system that tracks all training and education received by NOPD personnel.

> ### *Recommendation # 7:*
>
> ### *Develop the capacity to measure the effectiveness of training as it is applied in one's current job assignment.*

Tasks:

1. Create methodologies to capture the performance of skills obtained via training and used during the course of one's job.

2. Develop a capacity to measure the quality of the training administered by department personnel.

> ### *Recommendation # 8:*
>
> ### *Establish / enhance training facility and equipment needed to perform duties.*

Tasks:

1. Acquire funds and a commitment to build a respectable firearms range with better / safer target mechanisms.

2. Acquire funds to build / improve the conditions of the driving track; acquire cones for the driving track, consider acquiring a driving simulator to assist in improving skills and reducing accidents.

3. Acquire more classroom space that is properly equipped to support various forms of delivery of material.

4. Upgrade training equipment for instructors.

5. If possible, acquire capital improvement funds to build a new academy facility or find a better facility to conduct training operations.

Recommendation # 9:

Improve firearms training programs.

Tasks:

1. Provide all NOPD personnel with adequate training, initial and ongoing, for selected less-than-lethal weapons.

2. Develop or obtain comprehensive continuing firearms training for all NOPD personnel authorized to carry a firearm.

3. Acquire simulator equipment that helps teach officers <u>when</u> to shoot as a balance to the traditional approach of teaching officers how to shoot.

Recommendation # 10:

Enhance opportunities for personnel to received specialized training.

Tasks:

1. Ensure all employees are properly trained in the use of department software programs they may use during the course of performing their job responsibilities.

2. Re-institute in-service training for district personnel in the areas of fingerprinting, photographing, and general preservation of a crime scene.

3. Provide Crime Lab personnel training in how to procure with, and navigate through, the state purchasing system.

4. Provide Property Room personnel formal, certified, and documented training.

5. Consider bringing in (contract) content-expert trainers to provide specialized training i.e. Spanish language.

6. Provide more opportunities for personnel to attend specialized training seminars or courses that are not typically offered locally.

Recommendation # 11:

Create a Career Development program that begins when personnel are hired by the New Orleans Police Department.

Tasks:

1. Develop alternative career path training opportunities for sworn personnel and incorporate associated training courses into an elective-based curriculum.

Recommendation # 12:

Determine if current promotional system requires refinement to allow a more equitable opportunity for personnel advancement.

Tasks:

1. Establish and adhere to a regular schedule that allows for promotional testing for all ranks.

2. Develop a comprehensive set of criteria that encompasses a broader spectrum of qualifications to include education, years of service, specialized training received, etc.

3. Revisit the Civil Service "Time-In-Grade" requirements for promotion to supervisor – specifically, an officer with 4 years service and a college degree is currently eligible to promote to sergeant, however not eligible to advance to PO-IV (which requires 6 years).

4. Seriously consider incorporating "assessment center" scores as part of the formula for promoting lieutenants and captains.

Recommendation # 13:

Develop a comprehensive strategy to minimize attrition and improve personnel retention for both sworn and non-sworn personnel.

Tasks:

1. Develop an "exit interview questionnaire" to obtain information from departing employees that will solicit information designed to minimize turnover rates.

2. Re-assess unit staffing levels to avoid "bare minimum" staffing which often translates into field officers not receiving needed support.

3. Increase top-down communication to update personnel on improvements occurring within the Department. Include explanations for why action on certain items is delayed, stopped entirely, or has been modified, especially as it relates to equipment acquisition, recovery of facilities, building of new facilities, pay and benefit changes, etc.

Fleet / Equipment

A cursory review of the environment faced by NOPD officers will quickly ascertain the need for an adequately equipped and functioning fleet of vehicles to accomplish the mission of the agency. The examination of potential safety issues surrounding the duties of an NOPD police officer, as well as the expectations of the New Orleans community, should be used to create a holistic approach to determining the appropriate fleet and equipment requirements.

The iconic significance of a professional police vehicle is fundamental to public safety. As such, a police car conveys a litany of important messages by its appearance, condition and functionality.

Of course, a police car is also one of the most essential tools required for ensuring the public's safety. It is an extension of the police officer and the agency he or she represents. Poorly maintained or equipped police vehicles communicate a message of indifference to constituents and automatically breach the integrity of patrol operations.

In addition to mobilizing police officers, police vehicles must not only be visible, they must convey a clear message of professionalism. These rolling "storefronts," if you will, let the community know it is being protected, or that *help* is on the way, if needed. When officers respond to a call, they must be able to do so with total confidence, being well-equipped for whatever may arise. They rely on these vehicles to provide services that can become dangerous and life-threatening. To that end, it is imperative that they be accorded every advantage possible.

Regarding the availability of vehicles, the NOPD cannot afford to undermine its own patrol operations strategy due to mechanical breakdowns or other vehicular-shortage conditions. When staffing and patrol area parameters are determined, management must make every effort to correct the existing police vehicle dilemma. There are several preventive maintenance (PM) alternatives available that would eliminate this as a reason for not having enough patrol vehicles in the NOPD fleet.

Recommendation # 1:

Conduct a "needs assessment" to determine the number of vehicles needed by NOPD.

Tasks:

1. Determine the status of the current fleet, both marked and unmarked vehicles.

2. Define police vehicle lifecycle.

3. Determine how many vehicles NOPD will need to provide adequate services to the community.

4. Establish which (existing) cars will be kept, repaired, or taken out of circulation.

> ### *Recommendation # 2:*
>
> *Coordinate a fleet program that manages adequate inventory, a preventive maintenance program, vehicle replacement, command presence (appearance), standardized police packages and "field office" equipment.*

Tasks:

1. Ensure operational readiness of interim cars that will be kept and used by NOPD personnel.

2. Implement replacement schedule for the purchase of new vehicles.

3. Establish and implement a comprehensive Preventive Maintenance (PM) Program.

4. Develop a centralized tracking system to assist fleet division personnel in maintaining inventory and repair records.

5. Establish a schedule in which vehicle inspections would be conducted on a regular basis.

6. Determine the appropriate equipment to be available in each patrol vehicle.

   a. Different or additional equipment may need to be located in supervisor vehicles. (Equipment needs should include fixed vehicle items such as spotlights and expendable items like first-aid kits, equipment for protection against transmission of blood-borne pathogens, and flares.)

7. Establish procedures governing documented usage of supplies, restocking expended supplies, and accounting for proper security of equipment.

8. Determine equipment replacement cycles for fixed equipment and include this cost in future budgets.

9. Monitor expendable equipment and supply usage to ascertain future purchasing requirements and budgetary impact.

10. Ensure protective vests are available for all sworn personnel assigned to uniform field duty.

11. Develop a "Quality Assurance" Program that tasks the Compliance Unit with the responsibility of ensuring all necessary equipment is working and available to all personnel.

Physical Facilities

In the 1920's, the Western Electric Company performed a series of productivity and motivational studies at their Hawthorne plant. The study focused on the effects of the physical environment on their workers through varied lighting to determine the optimum level of light for maximum productivity. They also piped in music, varied the temperature, tried different compensation schemes, adjusted the number of working hours in a day, etc.

Two things emerged from the initial studies: (1) The *experimenter effect* which indicated that making changes was interpreted by workers as a sign that management cared, and more generally, it provided mental stimulation that was good for morale and productivity. (2) The *social effec*t emerged as it seemed that by being given special treatment, the employees (who participated in the study) developed a certain bond and camaraderie that also increased productivity.[20]

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[20] Elton Mayo, *The Social Problem of Industrial Civilization*, Harvard Graduate School of Business Administration, Boston, 1945. Also see Fritz Roethlisberger and William J. Dickson, *Management of the Worker: An Account of a Research Program Conducted by the Western Electric Company, Hawthorne Works, Chicago*, Harvard University Press, Cambridge, Mass., 1939.

In conjunction with the findings of the Hawthorne Study, we must remember that productivity rests in the workforce and is dependent on the variables of human attitudes, behaviors, and performance. Unlike machines, human beings are particularly sensitive to the environment in which they work.

Productivity can be eroded or destroyed in much the same way that non-investment affects the infrastructure of roads, bridges, and other public systems. Whether the culprit is a lack of attention or simple non-funding of resources to maintain or restore public facilities, impoverished or inadequate facilities negatively impact the delivery of services. Internal stakeholder attitudes become tainted, which is often inadvertently transmitted in lackluster services provided to external stakeholders.

Productivity can be eroded or destroyed in much the same way that non-investment affects the infrastructure of roads, bridges, and other public systems.

BGI recognizes that steps have been taken to begin the process of restoring many of the damaged facilities. Members of BGI's Team met with personnel responsible for monitoring the progress of these plans and realize the pace of renovation and rebuilding will occur in accordance with available capacity and funding.

Forensic Crime Laboratory – the New Orleans Police Department's Forensic Crime Lab provides a service that is paramount to the judicial system. Accurate findings in a crime lab are frequently instrumental in preserving a citizen's unalienable rights of life and liberty. As such, the citizens of New Orleans, officers of the courts, and other arbiters of the criminal justice system, must have total confidence that the scientific conclusions drawn are accurate. There is virtually no room for error or inconsistency as it relates to findings provided by crime lab personnel.

> **There is virtually no room for error or inconsistency as it relates to findings provided by crime lab personnel.**

As with most scientific procedures, however, state-of-the-art technology is vital to ensuring quality forensic analysis. But technology alone cannot account for every determination made in a forensic crime lab. Personnel and procedures are also crucial variables that can often affect crime-solving analysis conducted in a crime lab. It is important, therefore, that a checks and balance system be maintained and updated through certified accreditation efforts. Benchmarking procedures and measures of acceptable quality are designed to assure compliance to industry standards.

The Assessment Report contained significant findings regarding various protocols that should be followed by personnel working in

the Crime Lab. The below listed recommendations are designed to

address these concerns:

Recommendation # 1:

Improve the quality of forensic laboratory services being provided by obtaining nationally recognized crime laboratory accreditation.

Tasks:

1. Secure the services of an experienced accreditation program consultant to assist with NOPD in planning for and executing the required steps to obtain full laboratory accreditation. This individual should possess the following attributes:

   a. Extensive experiences in helping laboratories obtain accreditation from the American Society of Crime Laboratory Directors (ASCLD) and/or other appropriate entity.

   b. Detailed working knowledge of the ASCLAD/LAB Accreditation process.

   c. Experience as an ASCLD/LAB inspector.

   d. In-depth knowledge of modern laboratory practices and scientific functions.

2. Conduct a pre-accreditation assessment of the Crime Lab.

3. Conduct a gap analysis of relevant accreditation standards and the current Crime Lab to determine a course of action.

4. Establish objectives for the Crime Lab that are relevant to the community it serves.

5. Prepare a preliminary plan for accreditation, with budget and timeline, for Command Staff review and approval.

6. Develop an incentive program that rewards all laboratory personnel for obtaining accreditation.

The goal of Accreditation is to provide better overall service to the criminal justice system that depends on the NOPD Forensic Crime Laboratory.

> ### *Recommendation # 2:*
>
> ### *Establish a Quality Assurance Program within the Crime Laboratory.*

Tasks:

1. Appoint from current staff, a qualified individual to serve as the Quality Manager for the forensic laboratory. If no one within NOPD has the required skill set, hire a well-qualified individual from outside the agency.

2. Develop clearly written and well-understood standard operating procedures for every task performed by the laboratory.

3. Implement a Laboratory Information Management System (LIMS) to aid in the more efficient and effective operation of the laboratory.

4. Ensure that all laboratory employees are qualified, by education and formal training, to be performing their current work assignments.

   a. Conduct verification checks of laboratory employee education and the successful completion of require coursework for their current bench assignment.

   b. Maintain employee training records that include updated chronological documentation of education and training history.

5. Conduct a training needs assessment within the crime laboratory.

6. Develop a continuing education program for all laboratory employees that will further develop the technical skills of the employees and emphasizes improving accuracy.

7. Develop a comprehensive proficiency testing program to monitor performance and to identify areas where improvements may be needed.

a. Each discipline in the crime lab must be tested by external proficiency testing, annually.

b. These proficiency tests need to be obtained from an approved external provider.

c. Each employee should be proficiency-tested annually in each sub-discipline in which casework is performed.

d. All proficiency testing should be conducted using blind tests.

e. Provide training for all field personnel in areas of proper identification, securing, collection, and handling of evidence. (This aids in ensuring the integrity and quality of evidence collected for analysis by the crime lab.)

Recommendation # 3:

Evaluate what current Forensic Crime Laboratory services should be performed by the NOPD Crime Laboratory.

Tasks:

1. Determine what core laboratory services must be performed by NOPD and what services could be delivered by others.

2. Conduct a comprehensive study to determine the cost associated with each service provide by the NOPD Crime Laboratory.

3. Evaluate what functions currently performed by the NOPD Crime Laboratory could be outsourced to other forensic entities at a reduced cost.

4. Limit laboratory services to only those areas in which an adequate number of personnel are qualified and trained to perform.

5. Limit services provide by NOPD Crime Scene technicians to those that require lengthy training or special skills.

NOPD should only offer laboratory services for forensic disciplines that they can demonstrate meet established standards.

6. Train selected police officers to conduct basic evidence gathering duties. (i.e., lifting fingerprints from simple surfaces, basic photography, etc.)

7. Review the current protocol for requesting laboratory services in an effort to reduce unnecessary collection and testing.

8. Create a formal review process for the prioritization of casework submitted to all entities under the control or direction of the NOPD Crime Laboratory.

Property Room – the activities of modern law enforcement agencies often required them to take possession of many different forms of property for safekeeping. Whether this property is personal property, found property, or criminal evidence, it is all (temporarily) the responsibility of the agency to ensure that it is stored in a safe and secure manner. In the case of evidence, there is the additional responsibility of being able to demonstrate, through documentation, the chain of custody. Managing property requires several elements for consideration. These include, but are not limited to: *security, safety of employees, training, accountability, and automated efficiencies.*

Of course, property must be securely stored to ensure its integrity for future use i.e. evidentiary purposes. Because most police agencies can accumulate significant amounts of property, having ample storage facilities is a very big consideration. Said storage space should be designed to adequately warehouse various types of

property in an organized and readily accessible (to the proper authority) manner. Security should also extend to the provision of multiple personnel to process transactions, especially those involving sensitive evidence such as all firearms, narcotics, currency, and any items of significant value. Similarly, property rooms will experience (depending on the size of the agency) periods when officers and citizens expect to be provided service simultaneously.

Properly maintaining an inventory the size of most police agencies requires a high level of accuracy and proficiency. To that end, personnel would benefit greatly from continuous training on effective management of this very important area of responsibility. In conjunction with continuous training, conducting regular audits will help ensure accuracy and accountability. It is incumbent upon the agency to ensure that policies and procedure align with industry standards regarding the handling, storage, maintenance and disposal of property / evidence.

...personnel would benefit greatly from continuous training on effective management of this very important area of responsibility.

Finally, there are several ways to increase efficiencies through the application of technology and automation. These may include, but are not limited to bar coding and the integration of technological information systems i.e. Records Management System.

BGI recognizes that there are numerous complex reasons why resource availability continues to be an issue for the NOPD. After twenty-plus months, however, this Department must be accorded the resources to correct numerous deficiencies associated with the Property Room as outlined in the following recommendations:

Recommendation # 1:

The Property Room should comply with all Operational Standards recommended by the International Association for Property and Evidence.

Tasks:

1. Managers of the Evidence and Property Division should attend the basic property and evidence course offered by the International Association for Property and Evidence (IAPE) to obtain a better working knowledge of current best practices.

2. Current written policies and standard operating procedures (SOP's) should be carefully reviewed to ensure compliance with modern standards of the profession. Where deficiencies are found, policies and SOP's should be created or revised.

3. A security audit of the Evidence and Property Division should be conducted and plans developed to correct identified weaknesses. The audit should examine:

   a. Key Control for all locks under the control of the Property Room;

   b. Access control to sensitive evidence storage areas;

   c. Alarm systems - intrusion and duress;

   d. Video surveillance;

   e. Vault storage of sensitive items;

    f.   Personnel screening; and

    g.   Documentation and evidence tracking.

4. Routine audits and inventory checks should be part of the fixed cost of maintaining the property room. These audits should be performed in all areas of the Property Room as the integrity of the property system is largely based on the "paper trail" and how well the movement of property throughout the system is documented.

5. Staffing should be adjusted so that a minimum of two employees of the Property Room can be involved in every transaction of sensitive evidence. (All firearms, narcotics, currency, and any items of significant value should be considered sensitive evidence.)

6. Any person, not directly assigned to the NOPD Property Room, should be required to sign *in* and *out* if required to enter any non-public area.

7. All employees should receive refresher education and training related to all aspects of the handling, storage, maintenance and disposal of property and evidence.

8. New personnel assigned to the Evidence and Property Division should be familiar with all aspects of their duties before beginning work in the handling of evidence and property.

Recommendation # 2:

Property Room personnel should be familiar with the handling and storage of potentially hazardous evidence.

Tasks:

1. A specific area should be designated for the packaging of all evidence which presents a potential biohazard. This area should have decontamination supplies immediately available.

2. Biohazard labels should be available and used on all items suspected of being contaminated with body fluids.

3. Biohazard evidence should be stored separate from other types of evidence.

4. Cold storage should be available for all biological evidence which forensic examination must be made.

5. Narcotic evidence should be handled only with the use of proper safety equipment. (Safety equipment required may include gloves, face mask or respirator, and protective outer clothing.)

6. Stored marijuana should only be handled with proper respirator protection to prevent contact with Aspergillus fungus which is known to have caused pulmonary histoplasmosis in law enforcement personnel. Additionally, other harmful organisms can be found in marijuana which presents certain health risks. These risks can be reduced by the use of proper personal protective equipment.

Recommendation # 3:

Careful consideration should be given to the enhancement and further automation of the evidence and property operation.

Tasks:

1. Review current automation programs for accuracy.

2. Explore other automation programs and systems that have the capability to:

    a. Conduct one-time entry for all types of property and evidence;

    b. Tracking of all transactions;

    c. Provide disposition inquires on a regularly scheduled basis;

    d. Generate all required basic reports;

    e. Provide bar coding on the individual item and at the point of storage;

    f.   Transfer items to other locations. (I.e.: court, crime lab, and other agencies.); and

    g.   Integrate into NOPD Records Management System (RMS) and the Crime Laboratory Information Management System (LIMS).

3.   Research other automation methods which will improve the accuracy, speed of handling, and reduce human errors.

Information Technology

Today's information and knowledge society dictates that leaders must capitalize on innovation and the creation of a learning organization. As the NOPD re-engineers the organization, it is an opportune time to innovate and benchmark the Department against the best in this industry. To that end, it is vital to understand and to gain insight into managing innovation in service delivery spheres.

Innovation and learning represent processes that must be well-managed and inherently impose a responsibility to strategically prioritize goals. It is a collaborative effort that requires the establishment of networks and links – internal and external – with a need to leverage resources and capabilities, acquiring knowledge for building effective implementation mechanisms, and a means to continually assess and improve processes.

Technology, continuous research and development, learning and collaboration, and establishing strategic alliances and joint ventures, are all critical to NOPD's reconstruction and subsequent success. To that end, leaders at both the strategic and operational levels must learn to adopt an integrative approach to manage innovation and to benchmark their organization for optimal quality and effective production and service delivery. BGI offers the following recommendations for consideration:

> **Technology, continuous research and development, learning and collaboration, and establishing strategic alliances and joint ventures are all critical to NOPD's reconstruction and subsequent success.**

Recommendation # 1:

Develop and staff Information Technology Teams to assume full responsibility of re-establishing and / or restoring all NOPD information systems.

Tasks:

1. Consult with current IT workgroup to develop a strategic plan for overcoming manpower and funding deficiencies.

2. Re-examine staffing needs for all information-related entities at NOPD to include IT, Records Division, Radio, NCIC, AFIS, Crime Analysis, etc.

3. Hire, train, or redirect personnel if staffing assessment indicates the need for additional human resources; this would include the hiring of more civilians for IT positions.

4. Re-evaluate the feasibility of using IT personnel for administrative task force deployment. Does the loss of taking personnel from their assignments outweigh what is gained from their redeployment, especially if adjustments can be made with existing operational personnel to minimize the need for these people?

5. Pursue grant funding from the Department of Homeland Security if opportunities for equipment acquisition or hiring needed personnel whenever possible.

6. Conduct a complete inventory of needed parts for mobile data terminals.

7. As permanent facility requirements are impeding progress in IT related areas, consider partnering with local universities or other service institutions that may have work space available.

8. Continue to survey the information and technological (hardware and software) requirements of the department and develop strategic ways to meet these challenges.

9. Re-evaluate and adjust compensation scales which are causing employee turnover in the Records Division.

The Strategic Plan of Action
Section 4: Collaboration

Clearly, BGI advocates community-oriented policing as the fundamental philosophy governing crime prevention efforts because it has consistently proven to generate reciprocating ("win-win") relationships between the police and public, which are essential to reducing victimization. The success of a community-based agency is in the establishment of multi-faceted partnerships with as many stakeholders from within, as well as outside the organization, as possible.

Similarly, agreement must exist that the New Orleans "community" is comprised of the residents, businesses, institutions and organizations that share a common and vested interest…public safety. Through collaboration, an alliance of unified purpose is formed to pursue specific goals or critical needs. The power of this alliance emerges when the synergy created yields total benefits greater than those realized by any one individual group. Collaboration frequently includes a sharing of resources in order to bring a desired strategy to fruition.

Through collaboration, an alliance of unified purpose is formed to pursue specific goals and critical needs.

The BGI Team examined four specific collaborative (alliance) fronts for consideration. They include:

- Crime Prevention;
- Citizen Partnerships;
- Business Partnerships; and,
- Governmental Partnerships.

Crime prevention is an ongoing challenge that, in most police agencies, has spawned various and sundry programs to involve the citizens of a community. The NOPD reports several viable Crime Prevention Programs that are currently in existence. They include:

- Neighborhood Watch;
- Personal, Home, Business & Auto Safety;
- McGruff Officer Friendly;
- Crime Prevention for the Elderly; and,
- Police Athletic League (PAL).

The ultimate goal, of course, is to enhance community and police partnerships. To that end, BGI would like to recommend the continuation of these programs, but would also encourage other alternative initiatives that will engage more of the citizens of New Orleans.

Recommendation # 1:

Increase community member participation in VIP (Volunteers in Policing) police programs.

Tasks:

1. Formally launch a Citizens' Police Academy (CPA) program.

2. Form a subsequent Citizens' Police Academy Alumni Association (CPAAA) comprised of graduating members of the CPA program. Recruit alumni members to serve as:

    a. Station volunteers to assist with phone duty, information desk, etc.;

    b. Search and Rescue Teams (upon completion of training);

    c. Ambassadors of the NOPD – to provide information about VIP programs at neighborhood meetings;

    d. Sponsors of fund raising events;

    e. Community service participants (i.e.; food drives, adopt a highway, Blue Santa, etc.); and

    f. Creators a Police Newsletter for communities.

Recommendation # 2:

Establish police satellite offices to increase police visibility and strengthen relations with the community.

Tasks:

1. Allow patrol officers to work from designated satellite locations[21] during the work shift.

2. Staff storefronts with VIP volunteers.

3. Institute Ride-Along program to include CPAAA members and VIP volunteers.

4. Consider a Citizens-On-Patrol program supervised by patrol officers and manned by CPAAA / VIP volunteers:

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[21] Another common term for a satellite office is a "storefront." The purpose of establishing these decentralized offices is to allow citizens to literally "shop" for services that are available to them at each designated facility (e.g., file a report, ask procedural questions, ask for references, acquire various crime prevention literature, file complaints, submit commendations, etc.).

a. Train members to identify threats or hazards to the community and to report such information to police personnel.

b. Train members to conduct "vacation checks."

Recommendation # 3:

Establish a Junior Citizens' Police Academy (JCPA) for high school "juniors and seniors."

Tasks:

1. Similar to the Citizens' Police Academy, this program is designed for high school students with exemplary records and who may be exploring career options.

Recommendation # 4:

Establish a Police Explorer program for high school students.

Tasks:

1. Initiate Police Explorer Posts (similar to Boys and Girl Scout Posts) to engage high school students in select skills training experienced by police personnel.

   a. Allow intramural police skills competition between Posts i.e. traffic stops, building searches, arrests, etc.

   b. Compete intrastate against other Explorer Posts (if available).

2. Utilize Police Explorers to assist in various NOPD community events (i.e., assist in crowd control at parades).

Despite the ravages of Hurricane Katrina, the business community

of New Orleans rallied feverishly to resurrect itself and to continue

its vital role. The Big Easy remains a destination for conventioneers, epicurean aficionados, and jazz mavens. Media reports of increased crime, however, have heightened caution among visitors. There is no doubt that the city of New Orleans's tax base relies heavily on continued prosperity by every facility that generates revenue and much needed income. To that end, the police provide a great service by partnering with businesses to assuage or prevent crimes perpetrated against businesses, patrons or employees.

Forming a police-business partnership requires fundamental planning to include the following steps:

1. Identify key agencies or businesses that should be in the partnership.
2. Make contact with the potential partners.
3. Agree on a purpose for the partnership.
4. Structure the partnership.
5. Train the partners.
6. Decide on the scope of issues the partnership can address.
7. Assess the effectiveness of your efforts.
8. Publicize accomplishments.

BGI further makes the following specific recommendations in forging police-business collaborations:

Recommendation # 5:

Form a Business Watch Program which alliances the NOPD with business owners.

Tasks:

1. Train local merchants to monitor one another in the same way neighborhood watch groups monitor their neighborhoods.

   a. Educate business leaders on how to effectively prevent business-related crime, detection of suspicious activity, and how to report criminal acts.

   b. Provide security consulting services contingent upon type of business, hours of operation, location, etc.

2. Create a Mall Watch Program (where applicable).

   a. Form an alliance and support group between vendors and business owners/managers at local malls.

   b. Train local merchants to "look out" for each other in the same way neighborhood watch groups monitor their neighborhoods.

   c. Provide training in check and credit card fraud.

3. Consider forming a Business Communication Program.

   a. Provide a weekly anticrime newsletter i.e. provide crime tips, crime trends, etc.

   b. Disseminate via e-mail, fax, or post on a website.

> ### *Recommendation # 6:*
>
> *Establish a partnership with leaders of faith institutions (i.e., Ministers against Crime).*

Tasks:

1. Identify leaders of faith institutions willing to work with members of the NOPD to determine how to work with members of their congregations.

2. Allow these leaders to serve in an advisory capacity to the Superintendent and Command Staff on significant issues affecting neighborhoods in which they serve.

3. Work with these leaders to encourage their members to be mindful of crime prevention advice as a means of helping increase their trust in the NOPD's ability to serve their neighborhoods.

> ### *Recommendation # 7:*
>
> *Establish a relationship with owners and managers of multi-family apartment properties.*

Tasks:

1. Contact owners requesting they form a partnership with the NOPD for the expressed purpose of:

   a. Sharing information about the volume of calls and criminal activity occurring on these properties;

   b. Assessing the properties to determine what type of action could be taken to reduce and / or prevent criminal activity from occurring; and

   c. Determine how to educate tenants to reduce their probability of becoming victims.

> ### *Recommendation # 8:*
>
> ### *A NOPD executive should attend each New Orleans Regional Leadership Institute class.*

Tasks:

1. Contact representatives of the Institute to determine how a representative of the Department can be included in each class.

2. Establish a nomination process within the NOPD to select an attendee or have Superintendent Riley make the selections.

3. Have the attendee report back to the NOPD Command Staff his / her experiences after completion of the entire class.

Of course, the city of New Orleans is relying on its governmental partnerships for assistance and support during its restoration efforts. Fortunately, the NOPD provides one of the most critical city services that has benefited from their alliances with the FBI, DEA, ATF, Homeland Security, the Department of CIB, and the U.S. Military. Each governmental partner has played a vital role to assist the NOPD, and their help must continue until the Department adequately addressed it personnel strength, resource allocation, and equipment utilization deficiencies.

One recommendation is made by BGI to assist the NOPD in its crime fighting efforts:

Each governmental agency has played a vital role to assist the NOPD, and their help must continue until the Department adequately addressed its personnel strength, resource allocation, and equipment utilization deficiencies.

> ### *Recommendation # 9:*
>
> ### *Create a formidable alliance with the District Attorney's Office in order to make better criminal cases when warranted.*

Tasks:

1. It is reported that positive and proactive steps are being taken to improve working relations between the NOPD and the DA's office – *continuing this effort (and resolving current differences) is tantamount to curbing criminal activity in the city of New Orleans.*

During BGI's interviews with members of NOPD, many felt their Department and Superintendent were forced to fight two battles, one against crime and disorder, and the other against what was perceived to be biased media reporting.

Given the generosity toward NOPD by the business community, it may be helpful if steps were taken to develop a means of portraying many of the positive attributes of the agency. To that end, BGI proposes the following collaborative recommendation as a way of building community trust and support for the efforts of NOPD personnel.

> ### *Recommendation # 10:*
>
> ### *Create a global public relations plan for the NOPD.*

Tasks:

1. Consult with a successful public relations firm, acquire a "loaned executive from a public relations firm, or seek volunteers from a public relations firm that are willing to work to develop a plan that will market the strengths and successes of the NOPD throughout the city and region. This plan would focus on any of the following items:

   a. Keep the mission and message of NOPD in front of the local and national media, current citizens and prospective new ones, and local businesses;

   b. Integrate NOPD's vision with those of the community so that NOPD is perceived as an involved agent of change within the New Orleans area;

   c. Expand the leadership role of NOPD as a stakeholder in the New Orleans community;

   d. Demonstrate the interest and desire of NOPD to be involved in community needs;

   e. Open doors to form alliances, increase existing partnerships and nurture champions for causes that NOPD has or supports;

   f. Coordinate various creative, cost-effective approaches to share NOPD success stories with the community in NOPD's own voice;

   g. Build community goodwill with businesses and other non-profit organizations that serve the neighborhoods and communities of New Orleans;

   h. Evaluate and help improve the quality of the certain services offered by NOPD and demand for those services. (i.e., Teleserve, web, etc.);

i. Increase opportunities to generate unrestricted income for NOPD via whatever channel is most appropriate;

j. Generate pride and boost morale among staff within the department via an enhanced public image of NOPD; and

k. Attract short- and long-term resources from which NOPD can draw upon when needed to help deliver the message. For example, one could get a college or high school student to talk about looking forward to joining NOPD; an employee to do a Public Service Announcement; a business leader to talk about how they believe in NOPD, etc.).

l. Solicit the assistance and participation of recognized personalities from the New Orleans Saints football team – their "winning" season (despite Katrina) symbolized hope and a galvanizing force (i.e., Public Service Announcements).

Recommendation # 11:

Establish a Police Advisory Council.

Tasks:

a. Provide an opportunity for members / leaders of the community to meet on a regular basis with the Superintendent of Police for the expressed purpose of allowing an exchange of information.

    a. Positive accomplishments, challenges, requests for assistance can be offered by the Superintendent and his staff;

    b. Community participants can ask for assistance, make recommendations regarding policy / procedural matters; and

    c. Community participants can lobby politicians on behalf of the Department on items germane to the best interests of the community.

> ### *Recommendation # 12:*
>
> ### *Establish a Youth Police Advisory Committee (YPAC).*

Tasks:

1. Provide an opportunity for high school leaders (preferably seniors or juniors) to meet with the Superintendent of Police.

2. NOPD would host the sessions for a designated period of time (6-8 weeks) on a Saturday.

3. The School District would allow teachers to serve as team leaders and would accompany the students to the sessions.

4. NOPD would arrange to have guest speakers for specific topics. After the presentation, the council would discuss the implications of what they learned. The Superintendent would offer his opinions / suggestions to the discussion.

5. The purpose of the YPAC is to expose young, student leaders to public safety and learn how various public safety issues affect a community and how the police must grapple with them. The students begin to develop an appreciation for what the police do and see them from a different perspective.

The Strategic Plan of Action
Section 5: Accountability

Accountability is a tool that offers police superintendents a means to drive their organization to improved performance. Accountability becomes extremely important to police executives who envision the need to enhance organizational effectiveness by instilling more efficient management practices to guide and direct the performance of expended / revised roles and responsibilities. The challenge facing police executives is to develop and implement an accountability strategy that is linked to performance.

> **The challenge facing police executives is to develop and implement an accountability strategy that is linked to performance.**

Unfortunately, there are those who view "accountability" strictly in a negative light. It is often interpreted as a process of assigning blame and punishing wrong-doing or failure. The BGI Team, however, prefers to see accountability as a positive incentive; an opportunity to demonstrate accomplishment and performance stewardship. Examining accountability from this perspective encourages the establishment of effective working relationships, job achievement and the acceptance of responsibility. It is often what self-empowers an individual – regardless of rank - to take ownership in attaining results.

Of course, ***accountability*** is also the obligation to answer for the discharge of responsibilities that affect others in important ways. It is an organizational implement that offers anyone, a means of ensuring accomplishment and improved performance. In many cases, accountability is extremely important to leaders who recognize the need to enhance organizational effectiveness. It clarifies the consequences of action or inaction and helps create an atmosphere of performance. The best way to answer for those responsibilities is through the implementation of a performance management system.

> **...accountability is extremely important to leaders who recognize the need to enhance organizational effectiveness.**

Installing such a system creates opportunities for employees to form "accountability agreements" with their superiors, and the police superintendent, with his or her political representatives, and the public at large. The purpose of the agreement is simply to produce results. How those results are produced is contingent upon the police superintendent and command staff's willingness to adopt the following principles of accountability that merit restating:

1. Accountability is a statement of personal promise and obligation that applies only to individuals, who then commit to others, the delivery of specific, defined results. ***To be accountable means to agree to be the sole agent for an outcome, regardless of inadequate levels of authority or control.***

2. Accountability for results means "activities" are, in and of themselves, not enough. Everyone in the organization is accountable for achieving business results within his or her own area. ***The organization does not pay individuals simply to look or stay busy…results are essential.***

3. Accountability for results requires judgment and decision-making. ***Within reason, an individual must be granted discretion to make and exercise personal judgment.*** To be "empowered" does not mean one has full control, but not having full control should not lessen the level of accountability.

4. Accountability for the organization belongs to everyone. ***Every employee is responsible for acting upon what is best for the entire organization.*** For example, when employees are "given up" to other work units willingly because the move benefits the whole organization.

5. ***Accountability is meaningless without positive consequences and they should be earned.*** Accountability is not about affixing blame or punishing, it is about rewarding success and learning from mistakes.[22]

The goal of accountability is to increase performance through the integrity of self-imposed standards, empowerment, and a highly skilled workforce. For many organizations, however, the concept of "empowerment" is often misunderstood. It is important, then that guidelines are defined for empowered personnel. To ensure that empowered employees stay on course, management should follow these beliefs:

1. Empowerment must be a business-driven process, not a human relations program;

2. Empowerment must begin at the top and it must encompass the entire organization;

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[22] Adapted from Bruce Klatt, MA, and Shaun Murphy, PhD: *Accountability: Getting a Grip on Results,* Stoddart Publishing Co., 1998.)

3. Empowerment is acceptable to employees because they want to take ownership;

4. Empowerment affects all functions;

5. Empowerment can be implemented at any time; not just in the wake of a crisis; and,

6. Empowerment is an evolutionary process that takes time, hard work, and a well-planned and executed strategy.

Finally, accountability is the bedrock of every performance management system. As such, there are a variety of indicators (depending upon the goal) that can be used to hold accountability and to ultimately improve organizational performance. The following are a few points that are pertinent to a performance measurement system:

1. *Define Key Performance Indicators* with internal stakeholder participation. Also known as performance dimensions (or quality standards), allowing employees to help define performance dimensions results in a greater likelihood that they will respect and uphold them.

2. *Define Quality Management* as a means for measuring, obtaining, and communicating feedback on performance which positions the organization to respond to the needs and aspirations of its stakeholders (both internal and external).

3. *Clearly defining, communicating, and living the organization's values and performance* can improve the recruitment of high quality candidates. Similarly, increasing transparency about the organization can also increase loyalty and commitment of internal stakeholders. This often translates into improved productivity and tenure.

4. *Engage external stakeholders* by increasing communication about organizational performance and solicitation of constituency aspirations, both of which improves interest in the

organization and facilitates information exchange. The end result is increased trust.

5. ***Create partnerships*** (citizens, businesses, governmental agencies) by increasing communication and engagement which deepens value-based relations through strengthened commitments of working together.

The following recommendations (from the Assessment Report and Work Group feedback) and corresponding tasks should be addressed:

> ### *Recommendation # 1:*
> ### *Strengthen the NOPD's "system of accountability."*

BGI Commentary – NOPD has many excellent accountability elements operating within the agency (e.g., complaint investigations, inspections, audits, disciplinary system, performance appraisal process, training, and compliance checks). However, they appear to be operating independently of each other. BGI recommends the following series of tasks be addressed that will link these elements together and allow Department officials to progress on strengthening accountability from multiple perspectives.

> **NOPD has many excellent accountability elements operating within the agency. However, they appear to be operating independently of each other.**

Tasks:

1. Establish a clear set of Principles of Accountability that will serve as <u>standards</u> that govern behavior within the Department.

Ensure these principles are clearly conveyed within the Department's Rules and Regulations Manual.

2. For each component (e.g., the Office of Compliance, PIB, Training Division, Internal Affairs, etc.) of the Department's accountability system, review specific performance benchmarks the operation will be held accountable for, and determine if adjustments need to be made.

3. Review procedures to determine if adjustments need to be made that governs how officials will report to the Superintendent and Command Staff on:

   a. Progress and / or accomplishments in attaining accountability performance benchmarks.

   b. Progress and / or accomplishments in improving the efficiency and effectiveness of various Department operations.

   c. Progress and / or accomplishments on overcoming various administrative problems within the Department.

4. Establish a reporting time table for each component of the Department's accountability system so progress reports are regularly produced and reported up the chain-of-command simultaneously.

5. Consolidate the progress reports into one document. Publish the report (via the Department's website, as one option). The public will see from multiple perspectives how well Department officials are holding their personnel accountable from various perspectives.

   BGI Commentary – The information contained within the

   aforementioned "Accountability Report" is different from that

   associated with goal / objective attainment. This report would

   provide information that tells the public how "professional"

   NOPD personnel are. Goal / objective performance indicants

inform the public as to how productive or successful NOPD

personnel are.

Recommendation # 2:

Develop a reporting template to accurately measure progress in meeting organizational goals.

Tasks:

1. Attain consensus on the Department's goals and take steps to ensure this information:

    a. Is communicated throughout the organization and

    b. Serves as the basis for creating Divisional objectives;

2. For each objective, specific performance indicants must be established that personnel will be held accountable for attaining.

3. Revisit the procedures used within organizational entities to ensure there is a standard reporting template within each functional area so consistency can be established when reporting progress and / or accomplishments in attaining the aforementioned performance indicants.

4. Establish a reporting schedule (e.g., monthly, quarterly, etc.) that personnel must adhere to in conveying their progress in the attainment of their respective objectives.

Recommendation # 3:

Report to the public on a quarterly basis progress made by the Department on the attainment of stated goals.

Tasks:

1. Develop a process whereupon progress and / or accomplishments for a given time period are reported to the general public

2. Create the capacity on the Department's Website to publicize the progress and / or accomplishments made by the organization.

Recommendation # 4:

Improve the quality of PIB investigations.

Tasks:

1. Ensure that Public Integrity Bureau personnel are properly trained to conduct investigations.

2. Establish a means to increase communication between section Integrity Control Officers, Commanders, and the Compliance and PIB Offices to ensure that new developments are addressed immediately and consistently.

3. Consider an independent review of PIB investigations by anyone not involved in overseeing the complaint investigation - perhaps a member of the City's legal staff.

BGI Commentary – the BGI Team was told that several

different Department personnel, at various ranks review

internal investigative reports.   This re-reviewing process

provides a formal check and balance against the previous reviewer. While this is a relatively standard approach throughout most police agencies; what is missing is a review by someone who looks at the investigation from a different perspective i.e., a legal perspective. If practical and feasible:

4. Provide the Superintendent with a staff attorney (who reports directly to the City Attorney) who can serve as an advisor to him. This person could be responsible for overseeing legal issues within the Department, participate in the review process of internal investigations and advise accordingly, teach at the Training Division, serve as a spokesperson on various legal matters on behalf of the Department, etc.

> *Recommendation # 5:*
>
> *Refocus the manner and methods personnel assigned to the Office of Compliance use to hold members of NOPD accountable for their responsibilities.*

BGI Commentary – the Office of Compliance is an essential entity within the Department. It is important that members of the organization know there is a capacity to hold people accountable for performance. The underlying issue among the rank and file is not whether such a function should exist, but how it is being used within the agency. The below listed recommendations are offered as a means to help improve how members of the Office of Compliance conduct their business.

The Office of Compliance is an essential entity within the Department.

Tasks:

1. The mission of the Office of Compliance needs to be clarified and communicated to all NOPD personnel.

2. Personnel within the Office of Compliance should have clearly defined roles and responsibilities that are consistent with specific objectives.

3. Take steps to ensure clear lines of authority exist between personnel assigned to the Office of Compliance and Division Commanders regarding who is responsible for controlling the behavior of personnel.

4. Eliminate the confusion over the role of sergeants as it relates to who is responsible for supervising the on-duty activities of officers.

    a. Consider creating a "reporting document" for sergeants that requires them to account for their daily activities. The criteria set forth in the document would help clarify expectations while simultaneously determining if sergeants actually performed expected tasks during their tour of duty.

5. Efforts should be made to monitor the behavior of supervisors and managers as a means of balancing attention that has heretofore been primarily focused on police officers.

    a. Identify what types of activities, reports, decisions come under the purview of Compliance personnel.

    b. Determine how to assess this behavior / performance.

    c. Determine how findings are going to be reported.

6. Incorporate into the responsibilities of the Office of Compliance an ability to account for quality performances.

> ### *Recommendation # 6:*
> ### *Ensure that the Disciplinary Process is clearly communicated, clearly understood, and followed as intended.*

BGI Commentary – the Assessment Report did not contain any significant recommendations regarding the NOPD's disciplinary process. While there were some complaints from personnel about perceived inequities in how the process was administered, the BGI Team did not believe it was a pervasive issue. Having stated that, NOPD's commitment to become a community-based agency will result in modifications (some minor others significant) to roles and responsibilities of various personnel. Associated with those changes is an expectation that personnel will be capable of handling decisions that accompany said responsibilities.

Clearly, there is often hesitation by management to make these types of changes because they are not comfortable that personnel are capable of making the right decisions. Why? Because, up to this point in one's career, it has been the responsibility of someone else to make those decisions or no one has been put in a position to make these decisions. Either way, there is a fear that mistakes will be made.

It now becomes necessary for NOPD leadership to ask one simple question: "Is our present disciplinary system capable of handling these types of mistakes?" More specifically, are there sufficient opportunities to handle mistakes via the use of non-disciplinary sanctions? Does the current system provide for an adequate progressive disciplinary approach in response to certain types of mistakes?

Does the current system provide for an adequate progressive disciplinary approach in response to certain types of mistakes?

The point BGI is trying to make is this – it is not a question of NOPD's current disciplinary process being unfair or improperly administered; instead, the issue has to do with the current disciplinary approach being <u>flexible enough</u> to incorporate other types of positive or negative sanctions as responses to different types of mistakes and misconduct brought about by a honest mistakes made by personnel attempting to implement a new style of policing.

Tasks:

1. Steps should be taken to review the Department's disciplinary process to determine:

   a. If the protocol governing how a complaint will be investigated is fair;

   b. If the level of discipline associated with a sustained infraction is fair;

      c. If there are provisions to include <u>non-disciplinary options</u> <u>as an official method of responding to sustained minor</u> <u>infractions</u>.

2. Consider adopting an "Alternative Dispute Resolution" (ADR) strategy as a means of providing an alternative to conducting official investigations to resolve legitimate minor citizen / employee generated complaints.

      a. ADR is synonymous with adopting a mediation strategy as a method of resolving disputes.

3. Establish a "secret shopper" strategy as a method of checking on how different types of complaints are handled by NOPD personnel.

The Strategic Plan of Action
Section 6: Performance

At its very core, organizational performance is the metric that determines how well goals and objectives are met. But metrics alone do not ensure performance. It is incumbent for the organization to ensure that performance is clearly defined within its management system. To that end, everyone responsible for performance within the agency must support its defined goals, objectives and results. Performance is indeed a subsystem of the organization's overall management system that requires effective communication, accountability, results that *describe* performance, rewards and recognition, and is designed to promote a positive learning environment (of what works and what does not work).

> **...everyone responsible for performance within the agency must support its defined goals, objectives, and results.**

The BGI team examined organizational performance from two distinct perspectives: *performance appraisal* and *performance measurement*. Performance appraisal refers to the process of determining how well an employee has performed his or her job. Performance measurement, on the other hand, defines the process of ascertaining the extent to which the organization, unit, or program accomplishes its goals and objectives.

To adequately examine performance in the New Orleans Police Department, we must understand what "performance" means. We begin by delineating that although businesslike, the Department is actually a Service Institution; a non-profit entity. As such, it is categorically in the company of similar governmental agencies, the armed services, schools and healthcare institutions, to name a few. We must also make the distinction in order to understand and dispel the, heretofore, myths associated with "acceptable" nonperformance of said institutions.

Secondly, there is also the impact that performance appraisals play in the Department's overall measure of its achievements. In the final analysis, organizational performance is the direct and collective result of effective management and motivated internal stakeholders. To that end, we must also explore the importance of this tool and the defining role it plays in measuring the performance of the New Orleans Police Department.

In the latter part of the twentieth century, service institutions became management conscious to the extent that traditional (private) business practices were globally adopted. This interest emerged as the general public now demands more services from institutions whose operating budgets continue to increase. Unlike

private business whose performance (i.e. product) is, in part, measured by its profit-and-loss statement, the service institution's "product" is somewhat intangible and yet represents an associated cost. But in today's society, it is realized that operating a private business or a service institution, like the NOPD, requires management for performance. The primary difference in the two is in their *mission*.

The challenges that face both entities, however, are very similar – if not identical. They must make work productive and they both have social responsibilities to the communities they serve. Both enterprises are confronted with managerial work, organizational design, performance, and a mandate to achieve results. The service institution, however, is fundamentally different in its purpose, its values, its objectives and the contribution it makes to society. Performance in these areas is the result of effective management and all which that encompasses.

One remaining difference between service institutions and private business is the manner in which the nonprofit institution is compensated. Businesses are paid for satisfying client needs and wants, and customer satisfaction is the basis for assuring performance. Service institutions, on the other hand, are typically

paid out of a budget allocation i.e. they are not (as in business) necessarily paid for results or performance. As such, being paid out of a budget allocation changes the meaning of *performance* or *results*. Results in a budget-based institution have typically meant a larger budget and "performance" has been measured by the ability to maintain or increase the budget. *In the 21st century, this myth has been dispelled.*

As stated in the Organizational Assessment, performance measurement can best be understood by asking a simple question: *What do we want the Department to accomplish?* Unfortunately, there is no simple answer to this question. In fact, a collateral question must be answered simultaneously – What can the department accomplish? Given the other segments of this report, the New Orleans Police Department is facing a comprehensive list of tasks, responsibilities, and opportunities that must be met head on. The Department must make a concerted effort to clearly define its business, its customers and what contribution they (the customers) expect.

The Department must make a concerted effort to clearly define its business, its customers and what contribution they (the customers) expect.

When the strategic planning process is completed, there will be much work to be accomplished and many performance metrics to measure against. To that end, recommendations listed in this

segment will assist in the process, but management must be diligent, clear and effective. Success can be the result of careful planning, effective execution, and a sound system for accountability. The most powerful detail in the study of achievement and performance lies in how work performance is appraised.

Despite whatever performance appraisal system may exist, there is always room for improvement. In most cases, said appraisals are an academic exercise in futility. As the name implies, Annual Performance Reviews occur once per year and, because of poor preparation and dismal presentation, they are entirely ineffective. A manager's primary role to stakeholders is to guide, coach, counsel, and facilitate - *DAILY*. If feedback on performance is provided regularly and effectively, the annual review should only serve as a confirmation of what the reviewed individual already knows. Thus, it should strictly serve as a documented summary of the year's progress and provide a plan for new challenges and opportunities.

An employee appraisal is, in effect, a summary of *performance measurements* that assist in attaining the organization's goals. It should outline what contribution is expected of the employee and,

> **The most powerful detail in the study of achievement and performance lies in how work performance is appraised.**

upon completion, should reflect how the employee fared against projected performance dimensions, but target-setting should not be made in a vacuum (a silo). The manager and the employee should jointly reset target goals by reaching win-win agreements that correlate to organizational goals. This accords the employee an opportunity to provide input and to stake ownership in his or her responsibilities and new aspirations for achievement. Equally as important, the administrator of the appraisal (supervisor / manager) should elicit valuable information about *his* or *her* own performance as a manager i.e. facilitator. Often times, employees are hindered from achieving because they do not receive the appropriate support, resource allotment or assistance. Managers regularly miss this golden opportunity to ask:

- *"How can I help you do a better job?"*

- *"What can I do to be a better facilitator for you?"*

- *"What recommendations or ideas can you offer to help us work more effectively as a team, unit, division or section?"*

To improve the ability to measure and assess performance, management should address the following recommendations and tasks:

> ### *Recommendation # 1:*
>
> ***The Superintendent of Police and Command Staff must determine what organizational performance outcomes are best suited for the New Orleans Police Department.***

Tasks:

1. Identify what types of performance variables will be used to assess the accomplishment of each of the Department's goals.

   a. Does the Superintendent want to account for what type and how much support was provided to accomplish the goals (<u>inputs</u>)?

   b. Is the Superintendent satisfied that the most appropriate <u>outputs</u> are being measured?

   c. Does the Superintendent want to increase the use of different <u>outcome</u> measures to describe what the organization is accomplishing?

2. What type of "efficiency measures" should be assessed within the Department and why?

   a. Identify criteria the Superintendent intends to use to account for efficiency gains within the Department.

3. Re-examine the COMSTAT process to determine if the effort expended is producing the intended results. If not, identify and justify modifications and adjust accordingly.

   BGI Commentary – the original New York version of

   COMSTAT, and most variations subsequently adopted by

   many police agencies, have focused on crime reduction.

   Where deviations among departments occur in the

   implementation of COMSTAT is in the methods management

   "requires" to reduce crime rates.

The desire to lower crime rates has typically resulted in personnel being "pressured" to increase numbers of arrests for minor crimes as a way of sending a message to criminals that the risk is not worth the effort i.e., a *deterrent* value. This approach, while sounding attractive, is not always as fruitful as management would expect.

NOPD management should remain committed to using a COMSTAT process but reassess the methods used to attack identified crime problems. Depending on the nature and location of a crime, zero tolerance approaches may have value. Then again, other types of crimes may require a different approach, one that does not demand high arrest figures.

NOPD management should remain committed to using a COMSTAT process but reassess the methods used to attack identified crime problems.

One such plausible alternative worthy of consideration is the adoption of a problem-solving strategy.[23] This will direct valued resources toward examining and affecting factors that contribute in the creation of opportunities for criminal activity to occur. The removal of opportunities achieves the same effect without necessarily having to place someone in jail. In other words, this may be a more attractive approach in

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[23] For at least the past decade there have been significant publications, research and practical experiences with the implementation of various problem-solving approaches to police work. At the very least, members of NOPD should be attending the annual Problem-Solving conference. Further information can be obtained by contacting the Community Oriented Policing Services Office or the Police Executive Research Forum.

addressing minor crime and disorder problems without having to spend the time and effort associated with placing someone in jail. This would allow for more time to be directed toward focusing on more serious and / or serial criminals who really do need to be place in prison.

Recommendation # 2

Appraisal criteria for sworn officers should be modified to more accurately reflect the performance of their duties and responsibilities.

BGI Commentary – NOPD's desire to become a stronger community-based agency will result in an alteration of roles and responsibilities of personnel in various ranks. As noted in Section 3 of this report, training must accompany these changes, especially if new skills are required to perform new responsibilities.

Management must realize that performance appraisal instruments and accompanying processes serve as a tool to sustain performance. They lead personnel toward the attainment of results by regularly providing feedback on how well they are performing. Thus, it behooves the Department's leadership to re-examine their performance appraisal system (e.g., process, instrumentation, and

> **Management must realize that performance appraisal instruments and accompanying processes serve as a tool to sustain performance.**

criteria). Caution is urged however, not to be too hasty in making changes.

It is one thing to re-align the performance appraisal system with <u>existing</u> definitions of roles and responsibilities. It is an entirely different challenge <u>to first modify existing duties and tasks</u> (i.e., adopting community-based police strategies and tactics) and then modify the performance appraisal system to support the commitment to operationalize community policing among the rank and file and up through the chain-of-command.

Tasks:

1. Determine what changes could be made to the existing performance appraisal system that would facilitate the continued performance of roles and responsibilities that support the organization's commitment to community policing. This is a significant undertaking that requires alterations to be made at each rank within the NOPD.

2. Examine and identify how performance evaluations for supervisors and managers can be modified given the Department's commitment to community policing and the corresponding changes to roles and responsibilities at each level within the organization.

3. If changes are made to the performance appraisal system, identify the process needed to communicate these changes to personnel throughout the Department.

4. Employees should receive "official" feedback about the quality of their performance more frequently than once a year.

5. Incorporate input about an employee's performance appraisal from sources other than their immediate supervisor (i.e., citizens).

Recommendation # 3:

Determine if the linkage between the performance appraisal system and the professional development efforts of the Department are compatible.

Tasks:

1. Develop a method of documenting how to link the provision of new skills and responsibilities via training to the performance appraisal criteria for each affected rank.

2. Develop a process in which members of the Training Unit can measure the effects of their training efforts (this should not be confused with asking students to assess the quality of the instruction).

Recommendation # 4:

Begin administering a Citizen Satisfaction Survey to measure how well the NOPD's performance is in various categories.

Tasks:

1. Contact local universities to determine if they have "survey centers" or capabilities to work with NOPD in designing a survey instrument, developing an appropriate methodology, analyzing the responses, and publishing the findings.

Monitoring the Improvement Process

Brown Group International (BGI) was contracted to conduct an in-depth assessment of the New Orleans Police Department to identify organizational strengths and weaknesses. As such, it is important that proliferation of those areas deemed positive continue, and that systematic improvements be implemented of areas that may have fallen short.

The BGI Team presented a summary of its findings to NOPD in a two-day retreat on June 11 and 12, 2007. BGI was further tasked to develop a Strategic Plan of Action that specifically addresses those areas needing improvement. To that end, the BGI Team incorporated recommendations submitted by members of the NOPD to supplement its own inventory. Effectively, the aggregate of these recommendations represents changes in procedures, processes, systems and policies, designed to further the Department's full recovery and to enhance public safety.

Fundamental to affecting change is the inclusion of a Change Manager who is entrusted to oversee and manage this re-engineering effort. Superintendent Warren Riley has appointed Major Lawrence Weathersby to serve in this capacity.

Implementing change is necessary for continuous improvement. It is never a simple proposition as it typically translates into additional tasks that compound the workforce's daily regimen.

But *change* is about "shaking things up" and can initially be viewed as disruptive. If executed well, however, it is generally accepted as a necessary evolution that helps elevate performance and improves efficiency. In the case of the New Orleans Police Department, it is especially significant as police services cannot be interrupted while the organization undergoes its transformation.

As the Department's Change Manager, Major Weathersby assumes a dynamic responsibility as primary catalyst, facilitator, and organizational liaison. Given the magnitude of recommended changes, it is vital to point out that this task will require diligence, discipline and organizational acuity. The Change Manager is the most pivotal position in determining the future of the NOPD.

> **The Change Manager is the most pivotal position in determining the future of NOPD.**

We begin by defining the term (Change Manager) and follow with additional information to help in the change process.

Change Manager:

A person who facilitates a structured approach to change in individuals, teams, organizations and / or societies that enables the transition from a current state to a desired future state.

But what makes a Change Manager (CM) successful? The only answer is that there is no simple response. First of all, the CM must understand that not every change process will lead to favorable results and that there are reasons for this disappointment. Typically, however, there are multiple pitfalls for potential failure which may include:

- Unexpected changes in internal / external conditions;

- A lack of commitment (from upper management) in implementation;

- Resistance by the people involved; or,

- A lack of resources.

It is important to note that the implications of failed change projects, however, often go beyond unattained goals.

Perhaps a more important consideration is the demoralizing effect and de-motivation of those working to bring change about. Those who participate in making changes may become dissatisfied with their own performance or with the insufficiency of support rendered. In the final analysis, repeated failure (regardless of the reason) will discourage many from committing themselves to *any* change initiatives. Additionally, people affected by the (failed) change effort will develop growing skepticism. This, of course, stigmatizes future change initiatives as exercises in futility.

...the CM must understand that not every change process will lead to favorable results and that there are reasons for disappointment.

Because of the aforementioned risks associated with change, the CM has a very important function. A key determinant is the agent's leadership capability to overcome unwelcome obstacles. This quality will play a key factor and will test the manager's "managerial mettle."

Indeed the role of Change Manager is one of true leadership and, in this case, he must be fully aware of the actual situation that exists in the organization. If in doubt, he must overcome his uncertainty before moving forward by exercising a pre-determined autonomy to do so. The CM may be required to excel at managing projects, or to possess good leadership skills with the ability to motivate his "change team" members. To be sure, the leader of an organization-wide re-engineering project is managing change, and effective, systematic, outcomes can only result if three things are in place:

1. Support (from all management levels) for the change;

2. Change managers need to be involved in *driving* the change; and,

3. Administrators (upper management) need to accept changes to be part of the new system.

A deficiency in any of the above – *especially item # 1* – will result in abject failure.

Managing change involves a great number of variables. As such, said variables not only include the reasons and goals for change, but also the current condition of the organization, its values, and beliefs. In fact, many change initiatives will challenge NOPD's current cultural framework. "Resistance and denial," therefore, should not come as a surprise when they make their stifling presence known. Generating acceptance to implement change will prove to be one of the Change Manager's greatest challenges. Again, he must remember that no change will be fully institutionalized without the full support of those entrusted to authorize or implement it.

The Change Manager's Duties

The Change Manager has the final responsibility to: 1) oversee the work of the implementation teams; 2) report progress, milestones, and accomplishments to the Superintendent of Police and Command Staff; and, 3) report progress, milestones and accomplishment to the BGI Team via a monitoring mechanism which will be included with this Strategic Plan of Action.

Developing an Effective Implementation Process

The mere creation of a plan is not enough. Developing an effective implementation process is necessary to bring the plan to

life. The New Orleans Police Department stands to create real value through goal achievement and heightened stakeholder satisfaction. The monitoring instruments found on the following pages, and provided in electronic format as a Microsoft Project file, will aid NOPD in strategically and consciously managing the implementation process. These instruments, while simple, can provide valuable information and greater insight into the steps of the process.

The Change Manager and Implementation Team should have a clear understanding of *what* needs to be done, *by whom, by when, where, how,* and *why*. Documenting this information will allow better coordination of roles, responsibilities, detailing of expected results, objectives, and milestones. Tracking of progress also provides NOPD leaders and key stakeholders with the opportunity to adjust resources, monitor accountability, and evaluate the results generated. Timely updating and reporting of progress is essential to ensure that implementation timelines are on target.

> **The Change Manager and Implementation Team should have a clear understanding of *what* needs to be done, *by whom, by when, where, how,* and *why*.**

In addressing each Recommendation and associated Task (contained in this Plan of Action), the following should be considered:

- What are the priority action items?

- What specific actions are necessary for implementation?

- Who are the implementers of those actions?

- What are the expected results?

- What are the milestones?

- Who are the responsible parties?

- What are their roles and responsibilities?

- What resources will be required?

- What is the resource availability?

- How will communications occur?

- How will implementation be reviewed and monitored?

- How will accountability be held?

In addition to the above listed items, the Change Manager and Implementation Team should be prepared to respond to real needs and problems that may emerge as a result of the changing environment in New Orleans. The resolution of residual problems that surface (during sustained implementation) must also be documented by the team.

To assist the Change Manager is addressing these issues, BGI has created two forms that should be used to document and track the progress of implementing the recommendations contained with the Strategic Plan.

Task Quick Look Report Form Instructions

This instrument is designed to provide a succinct snapshot of progress on all task items. Decision makers can quickly assess the current status of any given task by viewing the starting date, projected completion date, and the percentage completed. Any questions or concerns regarding a particular task can then be directed to the listed responsible individual (Team Leader) for that item (see following page).

The index coding associated with each task provides a quick way to locate the item and any related tasks in the strategic plan. An example of this coding might be "S3 – R1 – T6" which means: Section Three, Recommendation Number One, and Task Number Six. By utilizing this form of coding, everyone can be certain of exactly which task is being addressed and quickly place it into perspective with other work that needs to be performed. This is very important when leaders are attempting be balance a finite amount of resources and the work that still needs to be accomplished.

It is recommended that the Task Quick Look Report be updated regularly to maintain a current picture of the progress being made. We have found that pencil works best for this living document as

Task Quick Look Report

	Task or Action Item	Index Code		Current Status Percentage Completed	Start Date	Projected End Date	Action Leader
1				0%　25%　50%　75%　100%			
2				0%　25%　50%　75%　100%			
3				0%　25%　50%　75%　100%			
4				0%　25%　50%　75%　100%			
5				0%　25%　50%　75%　100%			
6				0%　25%　50%　75%　100%			
7				0%　25%　50%　75%　100%			
8				0%　25%　50%　75%　100%			

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changes occur and some tasks are subject to multiple changes during the

lifespan of a task.

Task Progress Report Worksheet Instructions

The Task Progress Worksheet is intended to allow the Change

Manager and Implementation Team a uniform way of receiving

timely progress updates from those individuals charged with

managing a specific task. This form is simple in design, yet a

powerful tool for conveying critical information. The information

gleamed from this worksheet can be very insightful to management

by providing not only the current state of progress, but also a look

ahead at the potential obstacles that would need to be addressed in

order to obtain a successful completion.

The worksheet (see following page) requires the answering of the

following questions:

- The task being reported;

- The Index Code (Same indexing system as the Task Quick Look report.);

- The date of report;

- The reporting period;

- The Name of the individual preparing the report and contact number(s);

Task Progress Report Worksheet

Task:

Index Code		Date: / /2007	Reporting Period: From: / /2007
			To: / /2007
Prepared By:			Contact #:

Schedule Status:
Check One
☐ **On Schedule**   ☐ **Ahead of Schedule**   ☐ **Behind Schedule**

List any changes to the scope of this task:

List any new unanticipated problems since last reporting period:

List any problems not dealt with yet:

List any additional anticipated problems:

Are these anticipated problems as a result of internal NOPD changes?
(If yes, please explain)

Next Steps:

	Action Required	Person Responsible	Due Date	Comments
1				
2				
3				

- Any changes to the scope of the task item;

- Unanticipated problems which are new since the last reporting period;

- Any problems (old or new) that have not yet be dealt with;

- Any anticipated problems which may arise (forward looking in nature);

- Any anticipated problems as a result of internal NOPD changes (This question seeks to understand how internal changes may affect the progress of a given task);

- The next steps that need to be taken and associated information;

- The signature of the person that reviews the worksheet.

While addition information may need to be attached to the worksheet from time to time to convey important details regarding problem or potential issue to the reader, it should not be required or expected in most incidents.

These forms are not the only way to manage and the report progress of the implementation process. A number of other useful tools and instruments are often associated with successful project management. The Change Manager and Implementation Team should not feel limited to these two instruments; they are encouraged to supplement these two worksheets with whatever other tools and methods they feel are necessary to properly manage and accomplish the goals of this Strategic Plan.

Finally, at some point after implementation has begun, NOPD must evaluate not only the Plan but also the process itself. Strategy implementation is an ongoing process, not a one-time event, and the most effective way to improve upon it is to evaluate the success of the efforts expended. Consider who should be involved in this evaluation effort (for example, key stakeholders, outside experts, the implementers.) Based on the evaluation and subsequent findings, decide whether new items are needed and what changes the plan may warrant.

Good Luck!

> **...at some point after implementation has begun, NOPD must evaluate not only the Plan but also the process itself.**

Appendix A

Assumptions Associated With Community Policing

1. Patrol officers need enhanced status and enriched job responsibilities.

2. Work demands and resource allocation studies are necessary to ensure equitable deployment of personnel.

3. Attention must be devoted to reassessing the purpose and function of existing "beat" configurations.

4. Effective management of the patrol function is dependent on intelligent management of the dispatch function.

5. Differential police response strategies should be implemented to improve the effective management of the dispatch function.

6. Citizens will accept a range of response times for different types of calls for service.

7. Continued reliance on random, preventive patrol should be minimized. Random preventive patrol should only be used as a strategy when police visibility is an issue.

8. The development of crime and investigative analyses procedures is vital in managing patrol and investigative functions.

9. The use of directed and self-directed patrol activities for officers should increase when and where appropriate.

10. Officers assigned to the patrol function must be actively involved in the criminal investigations.

11. Effective management of criminal investigations is indirectly dependent on intelligent management of the dispatch function and directly related to effective management of the patrol function.

12. Case management systems must be developed and implemented to fit the needs of various investigative functions.

13. To facilitate the development of stronger ties with the community, policies requiring frequent rotation of officers across shifts must be seriously reconsidered.

14. Initiatives must be taken by the police to identify citizen service expectations and to work with citizens in addressing and resolving neighborhood crime and disorder problems.

15. Regular public forums should be established so frequent exchanges of information can occur between the police and public, preferably between patrol officers and neighborhood residents.

16. Performance measurement systems should serve as a management tool that guides personnel development and facilitates organizational change.

17. More meaningful performance evaluation criteria must be developed to reflect the change in officer roles and responsibilities.

18. Options to prevent/correct misconduct must include education, training, counseling, and/or discipline that is administered fairly and consistently.

19. Training curricula must be redesigned so they are more relevant and supportive of patrol/investigative operations, supervisory practices, and managerial strategies.

20. Management styles must be more adaptive to varying situations and personalities.

21. We have not adequately tried to expand our thinking as to what constitutes success in policing. Not only do we lack a consensus as to what should be measured; but, we must also learn how to measure different types of success.

22. Managers must begin directing their attention toward the qualitative aspects of service delivery processes and outcomes.

23. Police agencies must cultivate leaders who are comfortable and effective working in an environment characterized by constant demands for change.

Appendix B

Summary Listing of Recommendations and Tasks

Section 1: Management Expectations

Recommendation #1:

A clear and concise statement of the Vision for the New Orleans Police Department should be developed and conveyed throughout the organization.

Tasks:

1. Create a process that elicits input from Department personnel as to what the Vision should be.

2. Visit with key community stakeholders as well as Department personnel from each rank to elicit input from them as to what the Vision should be.

3. Create a meaningful Vision Statement for the Department.

4. Determine appropriate methods of consistently conveying the Vision throughout the organization and throughout the community.

Recommendation #2:

Efforts should be made to modify the Department's values and guiding principles to more effectively embrace the Department's commitment to community policing.

Tasks:

1. Establish a process that will result in the creation of a set of organizational values that is consistent and supportive of the Department's commitment to become a community-based organization.

2. Establish a process that will result in the creation of a revised set of Guiding Principles that will more effectively embrace the values associated with the Department's operational philosophy.

3. Align the Guiding Principles with the appropriate Values.

4. Devise a means of consistently conveying the Department's Values and Guiding Principles throughout the organization and the community.

5. Incorporate the Values and Guiding Principles throughout the Recruit Training curriculum.

Recommendation #3:

A Mission Statement should be created by the Superintendent of Police and Command Staff to signify how the organization intends to fulfill its Vision.

Tasks:

1. Re-examine the Department's Mission Statement to determine if it is consistent with management's desire to become a community-based agency.

2. If the decision is made to modify the current Mission Statement, establish a process that will allow input from within the organization as well as from various representatives of the community.

3. Post the Vision, Values, Guiding Principles, and Mission Statement in highly visible locations throughout Department facilities. Reprint posters of the mission statement and hang them in the refurbished police stations, visible to the public.

4. Identify a means to ensure that employees know what the Department's Vision, Values, Guiding Principles, and Mission Statement are.

Recommendation #4:

Develop "organizational" goals and communicate them throughout the Department.

Tasks:

1. Develop a process that creates a series of organizational goals that is aligned with the Department's fiscal year.

2. Specify desired results to coincide with the defined goals.

3. Create an ability to effectively communicate the "organizational" goals throughout the Department – from top to bottom.

4. Devise a means of communicating the Department's goals to the public.

5. Develop a process that ensures all divisions, units, sections, etc. align their respective goals with those of the Department.

Recommendation #5:

Personnel should be provided guidelines on what constitutes a goal so they know how to differentiate it from an "objective", "task", or "activity".

Tasks:

1. Provide appropriate information / instruction on the construction of goals and objectives to personnel in need.

2. Modify report formats to facilitate the reporting of progress / accomplishments of goals and objectives.

3. Establish timelines for reporting progress on the attainment of the Department's goals.

Section 2: Service Demands – Dispatch Operations

Recommendation # 1:

Expand the Priority Response Code classification scheme beyond two response codes.

Task:

1. Re-examine the current Signal Codes to establish different categories of responses by patrol personnel. A broader classification scheme will provide a basis for adopting alternative strategies for handling calls.

Recommendation # 2:

Establish response and service time standards as a means of ensuring that calls are responded to and handled expeditiously.

Tasks:

1. Align response times with appropriate Priority Response Codes. The Department should be responsible for determining "response times", based on the nature of the request for service.

2. Align service times with the appropriate type of Signal. This will provide supervisors with guidelines to assess how long officers should be spending on certain types of calls.

Recommendation # 3:

Re-examine how officer "on-view" activity should be recorded in the overall work activity scheme.

Tasks:

1. Distinguish between legitimate on-view activities (i.e., situations which would result in a call being lodged had it not been for the presence of a police officer driving / walking by at the time of need) from self-initiated activities (i.e., incidents in which the officer initiates action in response to what he / she has viewed and would otherwise not have resulted in a call being made to the police).

2. Assign different Signal codes to these activities in order to distinguish them within the call-for-service database.

Recommendation # 4:

Determine how many "differential police response" strategies can be effectively implemented by NOPD

Tasks:

1. Place Mobile Data Terminals (MDTs) in platoon supervisory vehicles to monitor the nature of the calls-for-service (CFS); monitor service times of officers responding to calls, and to redirect officers when not handling calls.

2. Install a Computer-aided Dispatch terminal in each District Station so supervisors (or designated personnel) can monitor the volume and nature of calls for service.

3. Examine Signal Codes to determine what types of calls can be properly handled but not necessarily with an expectation of police officers showing up immediately at the caller's doorstep.

    a. Some calls are eligible for a delayed response by the police;

    b. Develop a strategy for "false alarm" calls, different from what is currently being required;

    c. Revisit the guidelines governing NOPD's response to medical calls-for-service. Determine if adjustments to the protocol can be changed, thereby lessening the number of calls police officers must respond to.

    d. Steps should be taken to reinstitute the "TRACE Unit" to handle "simple" reports via the phone. Consider staffing the unit with personnel who are on "light duty" status, qualified reserves, or by hiring back (on a part time basis), retired personnel.

    e. Create the capacity for citizens to file certain types of reports (minor crimes) by using a web-based reporting format; and

    f. Create a "short-form" offense report for officers to use for certain types of minor offenses.

Recommendation # 5:

Consider acquiring funds to install an Automatic Vehicle Locator (AVL) System to assist in assigning calls to available units.

Tasks:

1. Queue delays and travel times can be reduced if dispatchers know where their units are geographically located. Research the different types of AVL software programs to determine compatibility with existing Computer-aided Dispatch System and accompanying cost for purchase and installation.

2. Create or revise existing policies to incorporate the use of an AVL System.

Recommendation # 6:

Consider adding a "call-per-officer - ratio" management report to the other call report currently being produced and used during COMSTAT sessions.

Task:

1. Management needs to know how many calls an officer handles during the course of his / her shift. Create a report that not only identifies how many calls an officer handles during a shift, but include the amount of time spent on those calls. This will provide an estimate of how much "available time" an officer has that can be redirected by each officer's supervisor.

Section 2: Service Demands – Patrol Operations

Recommendation # 1:
Re-examine District and Beat configurations throughout the city

Tasks:

1. The significant decrease in the city's population mandates that steps be taken by Department officials to assess the viability of maintaining existing jurisdictional boundaries.

2. Determine if neighborhoods are intact or if they are split into different beats or districts. The preservation of neighborhood affinities is critical to establishing partnerships and attacking crime throughout the city.

Recommendation # 2:

Conduct a "work demands analysis" to determine the nature and frequency of work being performed by each organizational entity.

Task:

1. Assess what type of work is being performed within the organization given the tremendous loss of citizens from the city of New Orleans.

Recommendation # 3:

Given the loss of personnel from the NOPD, determine the need for consolidation of functions and possible reorganization to better utilize resources.

Task:

1. Examine functional relationships and spans of control within all ranks, inclusive of command staff, to determine if efficiencies can be gained in how the Department is organized.

Recommendation # 4:

Deployment schemes within Districts should be customized to meet the unique service demands within each District.

Tasks:

1. Work demands vary by time of day and location. The assignment of personnel to shifts should be commensurate with the service demands and occurrence of crime.

2. Shift deployment need not be similar from District to District, nor need it all be restricted to a 5-8 deployment scheme. District Commanders should have the flexibility to mix 5-8 schemes with 4-10 schemes if it means more effective utilization of existing resources.

3. Equalization of personnel across all shifts should be re-examined to coincide with existing work demands.

Recommendation # 5:

Assess the continued viability of using the current rotating days off format.

Tasks:

1. Clearly justify why the current approach is more feasible over other variations of assigning days off.

   a. Reduced opportunities for corruption and equalizing the opportunity for days off for all can be counteracted with:

      ▪ Tighter accountability measures;

      ▪ Recognition of the need to maintain service continuity within neighborhoods; and

      ▪ Reducing the adverse physical effects rotation has on an individual.

Recommendation # 6:

An effective crime analysis system should be established within the Department.

Tasks:

1. Determine the scope of responsibilities to be performed by a crime analysis function within NOPD.

2. Consider consolidating the placement of databases under the control of one operation (e.g., crime data, call data, gang data, narcotics data, juvenile data, homeland security data, criminal intelligence data), for the expressed purpose of having all available crime data available to analysts.

3. Determine if, or how, many analysts are needed to support decentralized patrol operations (e.g., analysts per District Station; analysts for every 2 Districts; etc.).

4. Determine if, or how many analysts are needed to support investigative operations.

5. Determine how many analysts are needed to operate a centralized crime analysis office.

Recommendation # 7:

Take steps to make Patrol and Investigative Captains feel they are more actively involved as members of the Department's management team

Tasks:

1. Provide opportunities for captains to meet on a regular basis to discuss and share information about their operations with each other (outside the confines of COMSTAT meetings).

2. Establish a regular meeting schedule (i.e., once a quarter) between the Superintendent of Police and Department Captains.

3. Require captains to provide progress reports on the overall status of their operation to command staff (this type of meeting goes beyond what is discussed during COMSTAT meetings).

Recommendation # 8:

Assess the viability of adopting and implementing a Crisis Intervention Team (CIT) Program for the NOPD.

Tasks:

1. Visit with members of the city's mental health community to determine the number of citizens within the city that are in need of mental health services.

2. Review Signal data to determine the proportion of calls officers handle in which they encounter citizens "who are in crisis;" that may pose unique problems or create difficulties for officers to bring certain situations to a successful closure.

3. Liaison with cities who have adopted CIT Programs to assess relevancy for NOPD (contact Memphis PD).

4. Send a representative to the National CIT Conference (this year) to learn more about the program.

Recommendation # 9:

Re-assess the utility of the continued use of the "Quality-of-Life Task" force.

Tasks:

1. Clearly define what is meant by "quality-of-life" issues personnel are expected to address.

2. Given that these issues vary from one jurisdiction to the next, determine if specialized training is needed to handle these issues.

3. Each District Commander should have the capacity to handle "quality-of-life" issues within their respective districts – it enhances the sense of ownership among the rank

and file working the District(s) vs. a Task Force that takes little ownership in the area and *does not typically have the capacity to nurture or maintain resolutions tactics implemented to address the initial problem.*

4. Provide the appropriate training for officers to perform these responsibilities.

Section 2: Service Demands - Investigative Operations

Recommendation # 1:

NOPD must establish a capacity to enhance their investigative case management system (CMS).

Tasks:

1. The CMS needs the capacity to link to other information sources like the property room, crime lab, criminal histories, photos, etc.

2. The system should be able to export information and produce reports.

3. The system should have a "key word" searching capability.

4. Personnel should be able to add document images to the case file.

5. Centralized and decentralized investigative personnel must use the same case management system and have some assurances they can use the system to share information with other users.

6. Until such time as the aforementioned tasks can be implemented, steps must be taken to ensure that basic decentralized investigative protocols are similar from one District Station to the next, such as, but not limited to:

   a. Guidelines governing who conducts the preliminary investigation for which types of crimes;

   b. Case assignment procedures; and

   c. Case review procedures.

Recommendation # 2:

Regular meetings among District Investigative Unit management personnel must be established for the purpose of sharing information about the status of criminal activities occurring within their respective jurisdictions.

Tasks:

1. While the aforementioned tasks for Recommendation #1 are being addressed, frequent meetings among the DIU managers should result in:

    a. Standardizing the current C-Log or "Case Management Log" within all District commands;

    b. Networking the C-Log from one station to the next to allow case information to be shared more easily; and

    c. Integrating the C-Log with a Crime Mapping Program (i.e., Arc View).

2. Develop comprehensive citywide profiles of serial (repeat) offender activities (i.e., robbery suspects) that are shared with patrol and Task Force personnel.

Recommendation # 3:

Efforts to strengthen the relationship between the District Attorney's Office and the NOPD must continue as they are absolutely essential to any successful crime fighting strategies and tactics.

Tasks:

1. The District Attorney's Office should provide a Case Screening / Consultation hot line or office (24/7) so NOPD personnel can call to consult on the facts of a particular case or field incident.

    a. Some jurisdictions allow their assistant district attorneys to work this assignment on a rotational basis during regular work hours, and on an overtime basis the remainder of the time.

2. Investigative personnel need more time to conduct their investigations; the existing timelines are too rigid.

Recommendation # 4:

An "auto pound" must be made available for use by Department personnel.

Tasks:

1. Convert existing city property or rent space so officers and investigators can secure store vehicles for evidentiary purposes.

2. Hire staff (e.g., civilians, retired NOPD sworn personnel) to operate and secure the complex.

3. Establish the necessary operating procedures to ensure protection and processing of evidence.

Recommendation # 5:

Obtain funding to acquire AFIS and IBIS equipment and to hire and train personnel to staff these functions and perform necessary responsibilities.

Recommendation # 6:

Take steps to ensure the Department's "deconfliction" process is being used properly.

Tasks:

1. Review the current procedures to determine if changes need to be made.

2. Assign responsibility to ensure that staff is available to operate the process.

Recommendation # 7:

Acquire funds to purchase basic equipment for investigative personnel.

Task:

1. Purchase tape recorders, cameras, VCR/DVD equipment, rape kits, etc. to facilitate the investigation of cases.

Section 3: Resources – Human Resources

Recommendation # 1:

Include within the Department's Recruiting Plan emphasis on various job assignments associated with a Community-based agency as a means of enticing interest within NOPD.

Tasks:

1. Reach out to personnel in the professional marketing agencies to see if they will provide insight and suggestion about recruiting methodologies.

2. Compare NOPD's recruitment criteria with other local competitors to determine what advantages can be leveraged to influence applicants to join the Department.

3. Determine if recruiting eligibility criteria needs to be strengthened as a means of attracting a "better qualified" candidate to join NOPD.

4. Revitalize recruitment-referral incentive program and convey more effectively throughout the Department.

5. Include within the advertising campaign the existence of an educational incentive program that rewards the attainment of educational degrees (not vocational) among all personnel.

Recommendation # 2:

Conduct a Training Needs Assessment that encompasses all positions within the NOPD.

Tasks:

1. Verify what type of training Department personnel believe they need.

2. Perform a "gap analysis" to assess the difference between perceived and actual training needs.

3. Incorporate the implications a commitment to community policing will have on training needs.

Recommendation # 3:

Develop a Strategic Training Plan for Department personnel.

Tasks:

1. Continue identifying "mandatory" training requirements for personnel within each rank.

2. Create an "elective-based" training program for the rank and file that will properly prepare them to more effectively handle the rigors of their respective jobs.

    a. Particular attention should be directed toward the identification of specialized training courses for investigative and support personnel (i.e., homicide specialty courses, narcotics, firearms examiners, fingerprint examiners, etc.);

3. Develop the capacity to allow employees to take web-based training classes.

4. Incorporate within the Training Plan a "roll call training" component that can be used to quickly convey messages to the rank and file about specific issues, policies, developments, etc.

5. Create a "Management Development Program" for supervisory and mid-level management personnel.

    a. Supervisors and mid-level managers should receive training on how Community Policing affects their roles and responsibilities.

    b. Develop a Field Training Program for supervisors.

6. Working in conjunction with university and business partners, create a "Guest Speaker Program" for command level personnel.

7. Establish training schedules for civilian employees working in specialized job assignments; for civilians not in specialized assignments, establish an annual in-service training program that focuses on career development concerns; establish an "orientation program" for newly hired civilian personnel.

8. Establish a consistent training program for newly promoted personnel within each rank. For example, a variation of the officers' field training program could be used to create a similar program for supervisors. A mentoring program could be developed for newly promoted lieutenants, captains, and chiefs.

Recommendation # 4:

Assess the quality of instruction and training material used by department trainers.

Tasks:

1. Continue to require all Department instructors to have completed a certification program that designates them as qualified instructors.

2. Continue to use well respected in-house content experts as instructors of specialized training programs for NOPD personnel; however, do not hesitate to incorporate the use of non-NOPD personnel to teach courses in various curricula.

3. Take steps to improve the quality of Field Training personnel.

    a. A separate training curriculum should be established for field training personnel that includes among other subjects, updates on policies and procedures, adult learning techniques; motivational techniques; and current technical and training procedures provided to new recruits.

b. Allow qualified, competent Field Training Officers to take part in the latter stages of recruit training (at the academy) to improve the transition from classroom to actual field conditions.

4. Review all lesson plans to determine quality, consistency with Department policies, performance expectations are being properly addressed.

Recommendation # 5:

Create a "master scheduling plan" for all employees.

Tasks:

1. Computerize the scheduling process that is sensitive to allocating slots on a proportionate basis.

2. Deploy the scheduling program to all facilities to allow for remote access sign-ups.

3. Publish, in advance, monthly training schedules and training opportunities (offered by other agencies) for all training programs.

Recommendation # 6:

Conduct an audit of Department training records.

Tasks:

1. Ensure all employee records include updated chronological documentation of training history.

2. Ensure all training-records include a cumulative summary of training completed by the employee.

3. Conduct verification checks of employee attendance and completion of courses.

4. Ensure that all training-records (for off-site training) include a copy of Certificate of Completion, or comparable document, as provided by the (certified) training agent.

5. Establish and administer a monthly training report that identifies the current status of course completions by all employees.

6. Create a "skills assessment profile" database that will provide for the identification of personnel who possess specialized skills that can be used for various assignments (short / long term).

7. Develop an accessible certification system that tracks all training and education received by NOPD personnel.

Recommendation # 7:

Develop the capacity to measure the effectiveness of training as it is applied in one's current job assignment.

Tasks:

1. Create methodologies to capture the performance of skills obtained via training and used during the course of one's job.

2. Develop a capacity to measure the quality of the training administered by department personnel.

Recommendation # 8:

Establish / enhance training facility and equipment needed to perform duties.

Tasks:

1. Acquire funds and a commitment to build a respectable firearms range with better / safer target mechanisms.

2. Acquire funds to build / improve the conditions of the driving track; acquire cones for the driving track, consider acquiring a driving simulator to assist in improving skills and reducing accidents.

3. Acquire more classroom space that is properly equipped to support various forms of delivery of material.

4. Upgrade training equipment for instructors.

5. If possible, acquire capital improvement funds to build a new academy facility or find a better facility to conduct training operations.

Recommendation # 9:

Improve firearms training programs.

Tasks:

1. Provide all NOPD personnel with adequate training, initial and ongoing, for selected less-than-lethal weapons.

2. Develop or obtain comprehensive continuing firearms training for all NOPD personnel authorized to carry a firearm.

3. Acquire simulator equipment that helps teach officers <u>when</u> to shoot as a balance to the traditional approach of teaching officers how to shoot.

Recommendation # 10:

Enhance opportunities for personnel to received specialized training.

Tasks:

1. Ensure all employees are properly trained in the use of department software programs they may use during the course of performing their job responsibilities.

2. Re-institute in-service training for district personnel in the areas of fingerprinting, photographing, and general preservation of a crime scene.

3. Provide Crime Lab personnel training in how to procure with, and navigate through, the state purchasing system.

4. Provide Property Room personnel formal, certified, and documented training.

5. Consider bringing in (contract) content-expert trainers to provide specialized training i.e. Spanish language.

6. Provide more opportunities for personnel to attend specialized training seminars or courses that are not typically offered locally.

Recommendation # 11:

Create a Career Development program that begins when personnel are hired by the New Orleans Police Department.

Tasks:

1. Develop alternative career path training opportunities for sworn personnel and incorporate associated training courses into an elective-based curriculum.

Recommendation # 12:

Determine if current promotional system requires refinement to allow a more equitable opportunity for personnel advancement.

Tasks:

1. Establish and adhere to a regular schedule that allows for promotional testing for all ranks.

2. Develop a comprehensive set of criteria that encompasses a broader spectrum of qualifications to include education, years of service, specialized training received, etc.

3. Revisit the Civil Service "Time-In-Grade" requirements for promotion to supervisor – specifically, an officer with 4 years service and a college degree is currently eligible to promote to sergeant, however not eligible to advance to PO-IV (which requires 6 years).

4. Seriously consider incorporating "assessment center" scores as part of the formula for promoting lieutenants and captains.

Recommendation # 13:

Develop a comprehensive strategy to minimize attrition and improve personnel retention for both sworn and non-sworn personnel.

Tasks:

1. Develop an "exit interview questionnaire" to obtain information from departing employees that will solicit information designed to minimize turnover rates.

2. Re-assess unit staffing levels to avoid "bare minimum" staffing which often translates into field officers not receiving needed support.

3. Increase top-down communication to update personnel on improvements occurring within the Department. Include explanations for why action on certain items is delayed, stopped entirely, or has been modified, especially as it relates to equipment acquisition, recovery of facilities, building of new facilities, pay and benefit changes, etc.

Section 3: Resources – Fleet / Equipment

Recommendation # 1:

Conduct a "needs assessment" to determine the number of vehicles needed by NOPD.

Tasks:

1. Determine the status of the current fleet, both marked and unmarked vehicles.

2. Define police vehicle lifecycle.

3. Determine how many vehicles NOPD will need to provide adequate services to the community.

4. Establish which (existing) cars will be kept, repaired, or taken out of circulation.

Recommendation # 2:

Coordinate a fleet program that manages adequate inventory, a preventive maintenance program, vehicle replacement, command presence (appearance), standardized police packages and "field office" equipment.

Tasks:

1. Ensure operational readiness of interim cars that will be kept and used by NOPD personnel.

2. Implement replacement schedule for the purchase of new vehicles.

3. Establish and implement a comprehensive Preventive Maintenance (PM) Program.

4. Develop a centralized tracking system to assist fleet division personnel in maintaining inventory and repair records.

5. Establish a schedule in which vehicle inspections would be conducted on a regular basis.

6. Determine the appropriate equipment to be available in each patrol vehicle.

   a. Different or additional equipment may need to be located in supervisor vehicles. (Equipment needs should include fixed vehicle items such as spotlights and expendable items like first-aid kits, equipment for protection against transmission of blood-borne pathogens, and flares.)

7. Establish procedures governing documented usage of supplies, restocking expended supplies, and accounting for proper security of equipment.

8. Determine equipment replacement cycles for fixed equipment and include this cost in future budgets.

9. Monitor expendable equipment and supply usage to ascertain future purchasing requirements and budgetary impact.

10. Ensure protective vests are available for all sworn personnel assigned to uniform field duty.

11. Develop a "Quality Assurance" Program that tasks the Compliance Unit with the responsibility of ensuring all necessary

Section 3: Resources – Physical Facilities – Crime Lab

Recommendation # 1:

Improve the quality of forensic laboratory services being provided by obtaining nationally recognized crime laboratory accreditation.

Tasks:

1. Secure the services of an experienced accreditation program consultant to assist NOPD in planning for and executing the required steps to obtain full laboratory accreditation. This individual should possess the following attributes:

   a. Extensive experiences in helping laboratories obtain accreditation from the American Society of Crime Laboratory Directors (ASCLD) and/or other appropriate entity.

   b. Detailed working knowledge of the ASCLAD/LAB Accreditation process.

   c. Experience as an ASCLD/LAB inspector.

   d. In-depth knowledge of modern laboratory practices and scientific functions.

2. Conduct a pre-accreditation assessment of the Crime Lab.

3. Conduct a gap analysis of relevant accreditation standards and the current Crime Lab to determine a course of action.

4. Establish objectives for the Crime Lab that are relevant to the community it serves.

5. Prepare a preliminary plan for accreditation, with budget and timeline, for Command Staff review and approval.

6. Develop an incentive program that rewards all laboratory personnel for obtaining accreditation.

Recommendation # 2:

Establish a Quality Assurance Program within the Crime Laboratory.

Tasks:

1. Appoint from current staff, a qualified individual to serve as the Quality Manager for the forensic laboratory. If no one within NOPD has the required skill set, hire a well-qualified individual from outside the agency.

2. Develop clearly written and well-understood standard operating procedures for every task performed by the laboratory.

3. Implement a Laboratory Information Management System (LIMS) to aid in the more efficient and effective operation of the laboratory.

4. Ensure that all laboratory employees are qualified, by education and formal training, to be performing their current work assignments.

   a. Conduct verification checks of laboratory employee education and the successful completion of require coursework for their current bench assignment.

   b. Maintain employee training records that include updated chronological documentation of education and training history.

5. Conduct a training needs assessment within the crime laboratory.

6. Develop a continuing education program for all laboratory employees that will further develop the technical skills of the employees and emphasizes improving accuracy.

7. Develop a comprehensive proficiency testing program to monitor performance and to identify areas where improvements may be needed.

   a. Each discipline in the crime lab must be tested by external proficiency testing, annually.

   b. These proficiency tests need to be obtained from an approved external provider.

   c. Each employee should be proficiency-tested annually in each sub-discipline in which casework is performed.

   d. All proficiency testing should be conducted using blind tests.

   e. Provide training for all field personnel in areas of proper identification, securing, collection, and handling of evidence. (This aids in ensuring the integrity and quality of evidence collected for analysis by the crime lab.)

Recommendation # 3:

Evaluate what current Forensic Crime Laboratory services should be performed by the NOPD Crime Laboratory.

Tasks:

1. Determine what core laboratory services <u>must</u> be performed by NOPD and what services could be delivered by others.

2. Conduct a comprehensive study to determine the cost associated with each service provide by the NOPD Crime Laboratory.

3. Evaluate what functions currently performed by the NOPD Crime Laboratory could be outsourced to other forensic entities at a reduced cost.

4. Limit laboratory services to only those areas in which an adequate number of personnel are qualified and trained to perform.

5. Limit services provide by NOPD Crime Scene technicians to those that require lengthy training or special skills.

6. Train selected police officers to conduct basic evidence gathering duties. (i.e., lifting fingerprints from simple surfaces, basic photography, etc.)

7. Review the current protocol for requesting laboratory services in an effort to reduce unnecessary collection and testing.

8. Create a formal review process for the prioritization of casework submitted to all entities under the control or direction of the NOPD Crime Laboratory.

Section 3: Resources – Physical Facilities – Property Room

Recommendation # 1:

The Property Room should comply with all Operational Standards recommended by the International Association for Property and Evidence

Tasks:

1. Managers of the Evidence and Property Division should attend the basic property and evidence course offered by the International Association for Property and Evidence (IAPE) to obtain a better working knowledge of current best practices.

2. Current written policies and standard operating procedures (SOP's) should be carefully reviewed to ensure compliance with modern standards of the profession. Where deficiencies are found, policies and SOP's should be created or revised.

3. A security audit of the Evidence and Property Division should be conducted and plans developed to correct identified weaknesses. The audit should examine:

   a. Key Control for all locks under the control of the Property Room;

   b. Access control to sensitive evidence storage areas;

   c. Alarm systems - intrusion and duress;

   d. Video surveillance;

   e. Vault storage of sensitive items;

   f. Personnel screening; and

   g. Documentation and evidence tracking.

4. Routine audits and inventory checks should be part of the fixed cost of maintaining the property room. These audits should be performed in all areas of the Property Room as the integrity of the property system is largely based on the "paper trail" and how well the movement of property throughout the system is documented.

5. Staffing should be adjusted so that a minimum of two employees of the Property Room can be involved in every transaction of sensitive evidence. (All firearms, narcotics, currency, and any items of significant value should be considered sensitive evidence.)

6. Any person, not directly assigned to the NOPD Property Room, should be required to sign *in* and *out* if required to enter any non-public area.

7. All employees should receive refresher education and training related to all aspects of the handling, storage, maintenance and disposal of property and evidence.

8. New personnel assigned to the Evidence and Property Division should be familiar with all aspects of their duties before beginning work in the handling of evidence and property.

Recommendation # 2:

Property Room personnel should be familiar with the handling and storage of potentially hazardous evidence.

Tasks:

1. A specific area should be designated for the packaging of all evidence which presents a potential biohazard. This area should have decontamination supplies immediately available.

2. Biohazard labels should be available and used on all items suspected of being contaminated with body fluids.

3. Biohazard evidence should be stored separate from other types of evidence.

4. Cold storage should be available for all biological evidence which forensic examination must be made.

5. Narcotic evidence should be handled only with the use of proper safety equipment. (Safety equipment required may include gloves, face mask or respirator, and protective outer clothing.)

6. Stored marijuana should only be handled with proper respirator protection to prevent contact with Aspergillus fungus which is known to have caused pulmonary histoplasmosis in law enforcement personnel. Additionally, other harmful organisms can be found in marijuana which presents certain health risks. These risks can be reduced by the use of proper personal protective equipment.

Recommendation # 3:

Careful consideration should be given to the enhancement and further automation of the evidence and property operation.

Tasks:

1. Review current automation programs for accuracy.

2. Explore other automation programs and systems that have the capability to:

    a. Conduct one-time entry for all types of property and evidence;

    b. Tracking of all transactions;

    c. Provide disposition inquires on a regularly scheduled basis;

    d. Generate all required basic reports;

    e. Provide bar coding on the individual item and at the point of storage;

    f. Transfer items to other locations. (I.e.: court, crime lab, and other agencies.); and

    g. Integrate into NOPD Records Management System (RMS) and the Crime Laboratory Information Management System (LIMS).

3. Research other automation methods which will improve the accuracy, speed of handling, and reduce human errors.

Section 3: Resources – Information Technology

Recommendation # 1:

Develop and staff Information Technology Teams to assume full responsibility of re-establishing and / or restoring all NOPD information systems.

Tasks:

1. Consult with current IT workgroup to develop a strategic plan for overcoming manpower and funding deficiencies.

2. Re-examine staffing needs for all information-related entities at NOPD to include IT, Records Division, Radio, NCIC, AFIS, Crime Analysis, etc.

3. Hire, train, or redirect personnel if staffing assessment indicates the need for additional human resources; this would include the hiring of more civilians for IT positions.

4. Re-evaluate the feasibility of using IT personnel for administrative task force deployment. Does the loss of taking personnel from their assignments outweigh what is gained from their redeployment, especially if adjustments can be made with existing operational personnel to minimize the need for these people?

5. Pursue grant funding from the Department of Homeland Security if opportunities for equipment acquisition or hiring needed personnel whenever possible.

6. Conduct a complete inventory of needed parts for mobile data terminals.

7. As permanent facility requirements are impeding progress in IT related areas, consider partnering with local universities or other service institutions that may have work space available.

8. Continue to survey the information and technological (hardware and software) requirements of the department and develop strategic ways to meet these challenges.

9. Re-evaluate and adjust compensation scales which are causing employee turnover in the Records Division.

Section 4: Collaboration

Recommendation # 1:

Increase community member participation in VIP (Volunteers in Policing) police programs.

Tasks:

1. Formally launch a Citizens' Police Academy (CPA) program.

2. Form a subsequent Citizens' Police Academy Alumni Association (CPAAA) comprised of graduating members of the CPA program. Recruit alumni members to serve as:

   a. Station volunteers to assist with phone duty, information desk, etc.;

   b. Search and Rescue Teams (upon completion of training);

   c. Ambassadors of the NOPD – to provide information about VIP programs at neighborhood meetings;

   d. Sponsors of fund raising events;

   e. Community service participants (i.e.; food drives, adopt a highway, Blue Santa, etc.); and

   f. Creators a Police Newsletter for communities.

Recommendation # 2:

Establish police satellite offices to increase police visibility and strengthen relations with the community.

Tasks:

1. Allow patrol officers to work from designated satellite locations during the work shift.

2. Staff storefronts with VIP volunteers.

3. Institute Ride-Along program to include CPAAA members and VIP volunteers.

4. Consider a Citizens-On-Patrol program supervised by patrol officers and manned by CPAAA / VIP volunteers:

   a. Train members to identify threats or hazards to the community and to report such information to police personnel.

   b. Train members to conduct "vacation checks."

Recommendation # 3:

Establish a Junior Citizens' Police Academy (JCPA) for high school "juniors and seniors."

Tasks:

1. Similar to the Citizens' Police Academy, this program is designed for high school students with exemplary records and who may be exploring career options.

Recommendation # 4:

Establish a Police Explorer program for high school students.

Tasks:

1. Initiate Police Explorer Posts (similar to Boys and Girl Scout Posts) to engage high school students in select skills training experienced by police personnel.

   a. Allow intramural police skills competition between Posts i.e. traffic stops, building searches, arrests, etc.

   b. Compete intrastate against other Explorer Posts (if available).

2. Utilize Police Explorers to assist in various NOPD community events (i.e., assist in crowd control at parades).

Recommendation # 5:

Form a Business Watch Program which alliances the NOPD with business owners.

Tasks:

1. Train local merchants to monitor one another in the same way neighborhood watch groups monitor their neighborhoods.

   a. Educate business leaders on how to effectively prevent business-related crime, detection of suspicious activity, and how to report criminal acts.

     b. Provide security consulting services contingent upon type of business, hours of operation, location, etc.

2. Create a Mall Watch Program (where applicable).

     a. Form an alliance and support group between vendors and business owners/managers at local malls.

     b. Train local merchants to "look out" for each other in the same way neighborhood watch groups monitor their neighborhoods.

     c. Provide training in check and credit card fraud.

3. Consider forming a Business Communication Program.

     a. Provide a weekly anticrime newsletter i.e. provide crime tips, crime trends, etc.

     b. Disseminate via e-mail, fax, or post on a website.

Recommendation # 6:

Establish a partnership with leaders of faith institutions (i.e., Ministers against Crime).

Tasks:

1. Identify leaders of faith institutions willing to work with members of the NOPD to determine how to work with members of their congregations.

2. Allow these leaders to serve in an advisory capacity to the Superintendent and Command Staff on significant issues affecting neighborhoods in which they serve.

3. Work with these leaders to encourage their members to be mindful of crime prevention advice as a means of helping increase their trust in the NOPD's ability to serve their neighborhoods.

Recommendation # 7:

Establish a relationship with owners and managers of multi-family apartment properties.

Tasks:

1. Contact owners requesting they form a partnership with the NOPD for the expressed purpose of:

    a. Sharing information about the volume of calls and criminal activity occurring on these properties;

    b. Assessing the properties to determine what type of action could be taken to reduce and / or prevent criminal activity from occurring; and

    c. Determine how to educate tenants to reduce their probability of becoming victims.

Recommendation # 8:

A NOPD executive should attend each New Orleans Regional Leadership Institute class.

Tasks:

1. Contact representatives of the Institute to determine how a representative of the Department can be included in each class.

2. Establish a nomination process within the NOPD to select an attendee or have Superintendent Riley make the selections.

3. Have the attendee report back to the NOPD Command Staff his / her experiences after completion of the entire class.

Recommendation # 9:

Create a formidable alliance with the District Attorney's Office in order to make better criminal cases when warranted.

Tasks:

1. It is reported that positive and proactive steps are being taken to improve working relations between the NOPD and the DA's office – *continuing this effort (and resolving current differences) is tantamount to curbing criminal activity in the city of New Orleans.*

Recommendation # 10:

Create a global public relations plan for the NOPD.

 Tasks:

1. Consult with a successful public relations firm, acquire a "loaned executive from a public relations firm, or seek volunteers from a public relations firm that are willing

to work to develop a plan that will market the strengths and successes of the NOPD throughout the city and region. This plan would focus on any of the following items:

a. Keep the mission and message of NOPD in front of the local and national media, current citizens and prospective new ones, and local businesses;

b. Integrate NOPD's vision with those of the community so that NOPD is perceived as an involved agent of change within the New Orleans area;

c. Expand the leadership role of NOPD as a stakeholder in the New Orleans community;

d. Demonstrate the interest and desire of NOPD to be involved in community needs;

e. Open doors to form alliances, increase existing partnerships and nurture champions for causes that NOPD has or supports;

f. Coordinate various creative, cost-effective approaches to share NOPD success stories with the community in NOPD's own voice;

g. Build community goodwill with businesses and other non-profit organizations that serve the neighborhoods and communities of New Orleans;

h. Evaluate and help improve the quality of the certain services offered by NOPD and demand for those services. (i.e., Teleserve, web, etc.);

i. Increase opportunities to generate unrestricted income for NOPD via whatever channel is most appropriate;

j. Generate pride and boost morale among staff within the department via an enhanced public image of NOPD; and

k. Attract short- and long-term resources from which NOPD can draw upon when needed to help deliver the message. For example, one could get a college or high school student to talk about looking forward to joining NOPD; an employee to do a Public Service Announcement; a business leader to talk about how they believe in NOPD, etc.).

l. Solicit the assistance and participation of recognized personalities from the New Orleans Saints football team – their "winning" season (despite Katrina) symbolized hope and a galvanizing force (i.e., Public Service Announcements).

Recommendation # 11:

Establish a Police Advisory Council.

Tasks:

1. Provide an opportunity for members / leaders of the community to meet on a regular basis with the Superintendent of Police for the expressed purpose of allowing an exchange of information.

    a. Positive accomplishments, challenges, requests for assistance can be offered by the Superintendent and his staff;

    b. Community participants can ask for assistance, make recommendations regarding policy / procedural matters; and

    c. Community participants can lobby politicians on behalf of the Department on items germane to the best interests of the community.

Recommendation # 12:

Establish a Youth Police Advisory Committee (YPAC).

Tasks:

1. Provide an opportunity for high school leaders (preferably seniors or juniors) to meet with the Superintendent of Police.

2. NOPD would host the sessions for a designated period of time (6-8 weeks) on a Saturday.

3. The School District would allow teachers to serve as team leaders and would accompany the students to the sessions.

4. NOPD would arrange to have guest speakers for specific topics. After the presentation, the council would discuss the implications of what they learned. The Superintendent would offer his opinions / suggestions to the discussion.

5. The purpose of the YPAC is to expose young, student leaders to public safety and learn how various public safety issues affect a community and how the police must grapple with them. The students begin to develop an appreciation for what the police do and see them from a different perspective.

Section 5: Accountability

Recommendation # 1:

Strengthen the NOPD's "system of accountability."

Tasks:

1. Establish a clear set of Principles of Accountability that will serve as <u>standards</u> that govern behavior within the Department. Ensure these principles are clearly conveyed within the Department's Rules and Regulations Manual.

2. For each component (e.g., the Office of Compliance, PIB, Training Division, Internal Affairs, etc.) of the Department's accountability system, review specific performance benchmarks the operation will be held accountable for, and determine if adjustments need to be made.

3. Review procedures to determine if adjustments need to be made that governs how officials will report to the Superintendent and Command Staff:

   a. Progress and / or accomplishments in attaining accountability performance benchmarks.

   b. Progress and / or accomplishments in improving the efficiency and effectiveness of various Department operations.

   c. Progress and / or accomplishments on overcoming various administrative problems within the Department.

4. Establish a reporting time table for each component of the Department's accountability system so progress reports are regularly produced and reported up the chain-of-command simultaneously.

5. Consolidate the progress reports into one document. Publish the report (via the Department's website, as one option). The public will see from multiple perspectives how well Department officials are holding their personnel accountable from various perspectives.

Recommendation # 2:

Develop a reporting template to accurately measure progress in meeting organizational goals.

Tasks:

1. Attain consensus on the Department's goals and take steps to ensure this information:

    a. Is communicated throughout the organization and

    b. Serves as the basis for creating Divisional objectives;

2. For each objective, specific performance indicants must be established that personnel will be held accountable for attaining.

3. Revisit the procedures used within organizational entities to ensure there is a standard reporting template within each functional area so consistency can be established when reporting progress and / or accomplishments in attaining the aforementioned performance indicants.

4. Establish a reporting schedule (e.g., monthly, quarterly, etc.) that personnel must adhere to in conveying their progress in the attainment of their respective objectives.

Recommendation # 3:

Report to the public on a quarterly basis progress made by the Department on the attainment of stated goals.

Tasks:

1. Develop a process whereupon progress and / or accomplishments for a given time period are reported to the general public

2. Create the capacity on the Department's Website to publicize the progress and / or accomplishments made by the organization.

Recommendation # 4:

Improve the quality of PIB investigations.

Tasks:

1. Ensure that Public Integrity Bureau personnel are properly trained to conduct investigations.

2. Establish a means to increase communication between section Integrity Control Officers, Commanders, and the Compliance and PIB Offices to ensure that new developments are addressed immediately and consistently.

3. Consider an independent review of PIB investigations by anyone not involved in overseeing the complaint investigation - perhaps a member of the City's legal staff.

4. Provide the Superintendent with a staff attorney (who reports directly to the City Attorney) who can serve as an advisor to him. This person could be responsible for overseeing legal issues within the Department, participate in the review process of internal investigations and advise accordingly, teach at the Training Division, serve as a spokesperson on various legal matters on behalf of the Department, etc.

Recommendation # 5:

Refocus the manner and methods personnel assigned to the Office of Compliance use to hold members of NOPD accountable for their responsibilities.

Tasks:

1. The mission of the Office of Compliance needs to be clarified and communicated to all NOPD personnel.

2. Personnel within the Office of Compliance should have clearly defined roles and responsibilities that are consistent with specific objectives.

3. Take steps to ensure clear lines of authority exist between personnel assigned to the Office of Compliance and Division Commanders regarding who is responsible for controlling the behavior of personnel.

4. Eliminate the confusion over the role of sergeants as it relates to who is responsible for supervising the on-duty activities of officers.

   a. Consider creating a "reporting document" for sergeants that requires them to account for their daily activities. The criteria set forth in the document would help clarify expectations while simultaneously determining if sergeants actually performed expected tasks during their tour of duty.

5. Efforts should be made to monitor the behavior of supervisors and managers as a means of balancing attention that his heretofore been primarily focused on police officers.

   a. Identify what types of activities, reports, decisions come under the purview of Compliance personnel.

   b. Determine how to assess this behavior / performance.
   c. Determine how findings are going to be reported.

6. Incorporate into the responsibilities of the Office of Compliance an ability to account for quality performances.

Recommendation # 6:

Ensure that the Disciplinary Process is clearly communicated, clearly understood, and followed as intended.

Tasks:

1. Steps should be taken to review the Department's disciplinary process to determine:

    a. If the protocol governing how a complaint will be investigated is fair;

    b. If the level of discipline associated with a sustained infraction is fair;

    c. If there are provisions to include <u>non-disciplinary options as an official method of responding to sustained minor infractions</u>.

2. Consider adopting an "Alternative Dispute Resolution" (ADR) strategy as a means of providing an alternative to conducting official investigations to resolve legitimate minor citizen / employee generated complaints.

    a. ADR is synonymous with adopting a mediation strategy as a method of resolving disputes.

3. Establish a "secret shopper" strategy as a method of checking on how different types of complaints are handled by NOPD personnel.

Section 6: Performance

Recommendation # 1:

The Superintendent of Police and Command Staff must determine what organizational performance outcomes are best suited for the New Orleans Police Department.

Tasks:

1. Identify what types of performance variables will be used to assess the accomplishment of each of the Department's goals.

    a. Does the Superintendent want to account for what type and how much support was provided to accomplish the goals (<u>inputs</u>)?

    b. Is the Superintendent satisfied that the most appropriate <u>outputs</u> are being measured?

    c. Does the Superintendent want to increase the use of different <u>outcome</u> measures to describe what the organization is accomplishing?

2. What type of "efficiency measures" should be assessed within the Department and why?

    a. Identify criteria the Superintendent intends to use to account for efficiency gains within the Department.

3. Re-examine the COMSTAT process to determine if the effort expended is producing the intended results. If not, identify and justify modifications and adjust accordingly.

Recommendation # 2

Appraisal criteria for sworn officers should be modified to more accurately reflect the performance of their duties and responsibilities.

Tasks:

1. Determine what changes could be made to the existing performance appraisal system that would facilitate the continued performance of roles and responsibilities that support the organization's commitment to community policing. This is a significant undertaking that requires alterations to be made at each rank within the NOPD.

2. Examine and identify how performance evaluations for supervisors and managers can be modified given the Department's commitment to community policing and the corresponding changes to roles and responsibilities at each level within the organization.

3. If changes are made to the performance appraisal system, identify the process needed to communicate these changes to personnel throughout the Department.

4. Employees should receive "official" feedback about the quality of their performance more frequently than once a year.

5. Incorporate input about an employee's performance appraisal from sources other than their immediate supervisor (i.e., citizens).

Recommendation # 3:

Determine if the linkage between the performance appraisal system and the professional development efforts of the Department are compatible.

Tasks:

1. Develop a method of documenting how to link the provision of new skills and responsibilities via training to the performance appraisal criteria for each affected rank.

2. Develop a process in which members of the Training Unit can measure the effects of their training efforts (this should not be confused with asking students to assess the quality of the instruction).

Recommendation # 4:

Begin administering a Citizen Satisfaction Survey to measure how well the NOPD's performance is in various categories.

Tasks:

1. Contact local universities to determine if they have "survey centers" or capabilities to work with NOPD in designing a survey instrument, developing an appropriate methodology, analyzing the responses, and publishing the findings.