

NOPD CONSENT DECREE MONITOR
NEW ORLEANS, LOUISIANA



October 11, 2018

202.747.1904 direct
ddouglass@sheppardmullin.com

File Number: 37PA-191555

Deputy Superintendent Danny Murphy
Compliance Bureau, New Orleans Police Department
714 Broad Street
New Orleans. LA 70119

Dear Superintendent Murphy:

This letter constitutes confirmation that the Office of Consent Decree Monitor ("OCDM") has reviewed and provided comments on Chapter 10 - Community Policing and Engagement. The OCDM has no objection to the policy as written.

We believe that Chapter 10 - Community Policing and Engagement, incorporates all requirements of the Consent Decree and sets forth clear and appropriate rules to guide officer conduct. We will continue to assess the adequacy of this policy following its implementation. If we identify any concerns following implementation, we will present those concerns to you and the Department of Justice. Additionally, we note that, pursuant to the Consent Decree, NOPD has agreed to review and revise policies and procedures as necessary upon notice of a significant policy deficiency. We also note NOPD's obligation to review this policy after a year of implementation to ensure it "provides effective direction to NOPD personnel and remains consistent with the Agreement, best practices, and current law." Consent Decree at ¶ 8.

We appreciate your team's effort, cooperation, and responsiveness throughout this process.
Very truly

Very truly yours,

David L. Douglass
For SHEPPARD MULLIN RICHTER & HAMPTON LLP*
2099 PENNSYLVANIA AVE., N.W., SUITE 100
WASHINGTON, DC 20006

CC: HONORABLE SUSIE MORGAN (VIA ELECTRONIC MAIL)
JUDE VOLEK, DEPARTMENT OF JUSTICE (VIA ELECTRONIC MAIL)
SUNNI LEBEOUF, CITY ATTORNEY (VIA ELECTRONIC MAIL)



NEW ORLEANS POLICE DEPARTMENT OPERATIONS MANUAL

CHAPTER: 10.0

TITLE: COMMUNITY POLICING AND ENGAGEMENT

EFFECTIVE:

PURPOSE

The purpose of this Chapter is to outline the community policing and engagement program of the New Orleans Police Department.

POLICY STATEMENT

1. The New Orleans Police Department (NOPD) shall promote and strengthen community partnerships, work constructively with the community, ensure collaborative problem solving, ensure ethical and bias-free policing, and work to increase community confidence in the Department.
2. The New Orleans Police Department will effectively engage the community in collaborative problem solving. NOPD will partner with residents and stakeholders to identify and solve problems that contribute to crime, fear of crime and quality of life problems in communities. The Department is committed to proactively solving problems as well as reacting to their harmful consequences.
3. The mission of the New Orleans Police Department is to provide professional police services to the public to prevent crime, maintain order and protect life and property. NOPD is committed to the philosophy and practice of community problem-oriented policing as a means to inform organizational decisions, shape policies, identify training needs, and prioritize crime fighting by engaging each neighborhood and community organization in collaborative problem-solving partnerships. Community problem-oriented policing, and community policing and engagement are critical methods toward achieving NOPD's mission.
4. The New Orleans Police Department will collaborate with community stakeholders and partners on policing and engagement efforts. The Department encourages its members to develop problem solving partnerships with community residents.
5. NOPD recognizes that it serves many diverse communities. Communities arise not only from shared geography but also social ties, common perspectives, and shared circumstances (for example, the LGBTQ or LEP community). NOPD shall seek to engage all communities in its community policing and engagement efforts.

6. NOPD's recruitment efforts shall focus on hiring officers who can build relationships and work collaboratively with all communities.
7. This Chapter operates in tandem with many programs and policies focused on properly serving and collaborating with a variety of communities, including but not limited to **Chapter 41.13 – Bias-Free Policing, Chapter 41.13.1 – Interactions with LGBTQ Persons, and Chapter 55.4 – Limited-English Proficiency Services.**
8. The Department sets forth its community policing vision in its **Community Policing and Engagement Manual**. The Department shall review the Manual annually and update the manual as necessary.

DEFINITIONS

Community Engagement—Activities that foster positive interactions between citizens and officers, employ community policing ideals, create opportunities for constructive exchanges, and foster substantive collaboration with the community, while enhancing trust and legitimacy.

Community Policing—A philosophy and operational strategy that promotes organizational practices that support the systematic use of partnerships and problem-solving techniques to work with the community to address the immediate conditions that give rise to public-safety issues such as crime, social disorder and fear of crime.

Community Policing Plan—A district-specific blueprint of collaborative partnerships with the community. The Community Policing Plan address the unique needs of the communities serviced in each District. Each district's Commander is responsible for the development of the plan.

Community Policing Signals—Community policing signals allow the Department to document specific tasks for proactive and community policing. The signals are Area Check, Business Check, Directed Patrol, Residence Check, Quality of Life, and Walking Beats. When dispatched on community policing signals, officers will employ procedural justice techniques.

Area Check—Officers will utilize the area check signal when patrolling an area within the District that has been pre-determined as an important area either by the community or the Department.

Business Check—Officers will utilize the business check signal to engage occupants at a business within the District.

Directed Patrol—Officers will utilize the directed patrol signal to execute a focused collaborative problem-solving, departmental problem-solving, or community policing and engagement in the targeted area.

Residence Check—Officers will utilize the residence check signal when the officers physically exit the patrol car and engage occupants at a specific residence absent a call-for-service.

Quality of Life—Officers will utilize the quality of life signal when responding to any type of quality of life problem.

Walking Beat—Officers will utilize the walking beat signal while executing a defined and assigned walking beat.

New Orleans Neighborhood Police Anti-Crime Council (NONPACC)—NONPACC is a partnership amongst the community, district commanders, and officers to create conversations,

identify problems, and devise solutions. Members of the public voice their concerns directly to the District Commander during face-to-face meetings.

Police Community Advisory Board (PCAB)—A board consisting of five to seven citizen volunteers from their respective police districts. PCAB members serve a two-year term and meet quarterly to address community issues. The City’s Office of Neighborhood Engagement coordinates the application and selection process for PCAB volunteers. The Superintendent has final approval on the selection of members to serve on PCABs.

Problem—Something that concerns or causes harm to citizens, not just the police. A problem generally involves repeat incidents occurring in a community with related characteristics (time, place, behavior, victim(s), offender(s)) that concern the community.

Problem-Oriented Policing—A proactive problem-solving approach that uses the SARA model to focus on proactive solutions, specific crime problems and achieving crime and fear reduction results. The problems should be those that the community recognizes as important.

Procedural Justice—Procedural justice refers to the idea of fairness in the processes that resolve disputes and allocate resources and specifically how the characteristics of police-community interactions shape the public’s trust of the police. Procedural justice speaks to four principles, often referred to as the four pillars:

- (a) Fairness in the processes
- (b) Transparency in actions
- (c) Opportunities for voice
- (d) Impartiality in decision making

Scanning, Analysis, Response, Assessment (SARA) Model—An approach wherein the community and the department work together to scan for problems, analyze information, respond through implemented strategies, and assess the effectiveness of implemented strategies.

COMMUNITY POLICING AND ENGAGEMENT PROGRAM

9. NOPD shall solicit community input regarding public safety and quality of life priorities to tailor policies and operations to addressing those priorities. NOPD shall continually seek methods of collaborating with the public to improve operations and ensure Constitutional, community-oriented policing.
10. Officers shall participate, when applicable, in the community policing and engagement programs and initiatives outlined in this Chapter. Community policing is the responsibility of the entire Department and not just officers specifically assigned to roles that frequently interact with the public. The NOPD community policing and engagement program includes, but is not limited to the activities listed in **Appendix A – Community Policing and Engagement Programs**.
11. Members of the New Orleans Police Department should initiate partnerships and programs with the community while utilizing problem-oriented policing, procedural justice, and collaborative approaches.
12. Members are encouraged to engage with communities who may be distrustful of NOPD in an effort to build relationships and enhance community problem solving.

COMMUNITY POLICING PLANS

13. Each district shall update its Community Policing Plan semi-annually by doing the following:
 - (a) Each District shall gather feedback from the community through surveys and meetings to identify community priorities and quality of life issues.
 - (b) Each District shall then create a plan for addressing the priorities and establish methods of documenting the response to the priorities through community policing signals and/or other methods.
 - (c) The District shall include the identified priorities, planned response, and documentation methods in the updated Community Policing Plan and input this information into MAX with the assistance of the Analytics Unit.
14. Implementation of Community Policing Plans shall focus on prevention and not solely on enforcement whenever possible. Districts shall utilize available resources and coordinate with City agencies to address current problems and attempt to prevent future problems from arising.
15. In implementing the Community Policing Plans, Districts may deploy officers and detectives in specific geographical areas where a problem is occurring. The assigned officers will work with residents and stakeholders, where possible, to seek solutions and create a safe environment.
16. District Commanders shall continually evaluate the effectiveness of their Community Policing Plans and assess whether the identified priorities are still relevant based on crime and quality of life trends provided by the Analytics Unit and MAX system and input from community partners and stakeholders relevant to the identified priority.

PROACTIVE PROBLEM-SOLVING

17. In addition to implementing the Community Policing Plan, each District Commander, working with officers and community partners, will be responsible for identifying problems in the district and working proactively to solve them.
18. Problem-solving projects will be prioritized by the Commander and assigned to officers within the District.
19. Officers should proactively look for problems in the communities they serve. When an officer becomes aware of a problem, he/she should notify his/her supervisor of the problem, who will consider whether to elevate the problem to the District command staff and Community Liaison Officer. The District command staff may decide to allocate time for problem-solving apart from responding to calls for service and/or handling regularly assigned duties.
20. Problem-solving shall include identifying community members who are critical of the NOPD, listening to and working to understand their concerns, and working collaboratively to resolve issues identified.

REPORTING

21. When an officer makes contact with a stakeholder in the assigned area, or conducts any community policing activity, he/she shall utilize the relevant community policing signal to document the stakeholder contact.
22. District Commanders are responsible for ensuring that data concerning the following is documented in the MAX system on a District basis:
 - (a) Implementation of Community Policing Plans;
 - (b) Community policing activities documented through community policing signals; and
 - (c) Collaborative problem-solving efforts.

ASSESSMENTS

23. Surveys may be utilized as an outcome measure to determine the effectiveness of Community Policing Plans and other programs. NOPD may also utilize surveys to assess procedural justice within police-community contacts.
24. Community policing and engagement activities shall be incorporated into each District Commander's annual performance evaluations.
25. Community policing and engagement activities shall be incorporated into each officers' annual performance evaluations as appropriate to his/her assignment.
26. Supervisors shall review recordings regularly in accordance with **Chapter 41.3.10 - Body Worn Camera** and to evaluate whether officers are working actively to engage the community and increase public trust and safety. Supervisors shall evaluate how officers perform in accordance with the principles of procedural justice. Supervisors shall incorporate the knowledge gained from the reviews into the ongoing evaluation and supervision of officers.
27. The Audit and Review Unit shall conduct at least quarterly reviews of procedural justice in interactions with the public by viewing body-worn camera footage.

TRAINING

28. Every commissioned member of the New Orleans Police Department will receive at least eight hours of training annually on community policing, community engagement, relationship building, procedural justice and problem-solving techniques, involving the SARA model.

APPENDIX A - COMMUNITY POLICING AND ENGAGEMENT PROGRAMS

NOPD's community policing and engagement programs include but are not limited to:

1. **Community Policing Plan**—A district-specific blueprint of collaborative partnerships with the community. The Community Policing Plan address the unique needs of the communities serviced in each District.
2. **Community Policing and Engagement Manual**—A long term, aspirational document that will enhance the NOPD's community engagement and community problem-oriented policing activities. The Manual will guide officers on how to reach out to the community and productively engage citizens to create opportunities for substantive community problem solving.
3. **Community Meetings**—The Department seeks opportunities to positively interact with the community in circumstances that are not related to an investigation or enforcement. Community meetings and events provide non-enforcement opportunities to proactively engage and build trusting relationships with the community.
4. **Centralized Community Coordinator**—An internal position that serves as a resource for community engagement and policing coordination, literature, training, and tools, with the goal of making a community engagement and policing efforts a success. The Centralized Community Coordinator is also responsible for initiating and maintaining partnerships with other departments and community groups.
5. **Beat Profile**—Beat specific information gathered by officers, in collaboration with the community, to serve as a guide to officers and community members engaged in problem solving. Among the information included in the profile is information on organizations and services available within the beat, including entity contact information. The guide should be updated at least annually and be readily available to all who may engage in problem solving.
6. **Body Worn Camera Program**—Promotes transparency and trust building between NOPD and the community by accomplishing the following objectives:
 - (a) To enhance transparency and public trust by preserving factual representations of officer-citizen interactions in the form of audio/video recordings.
 - (b) To promote officer safety.
 - (c) To document statements and events during the course of an incident.
 - (d) To enhance the law enforcement operator's ability to document and review statements and actions for internal reporting requirements as well as for courtroom preparation and presentation.
 - (e) To preserve audio/video information for use in current and future investigations.
 - (f) To provide an impartial measurement for self-critique and field evaluation during officer training.
7. **Citizen's Police Academy**—An eight-week program, which is an interactive learning experience for New Orleans residents. Participants receive a closer look at the NOPD and the New Orleans criminal justice system in an informal setting. During their time in the program, participants receive a comprehensive overview of the Department's work, including patrol duties and specialized training programs.

8. **Community-Police Mediation Program (CPMP)**—The CPMP, administered and led by the Independent Police Monitor, aims to build understanding and improve relationships between NOPD and the community. The program provides opportunities for officers and community members to have a face-to-face conversation, facilitated by neutral community mediators, to share their perspectives, be heard and understood, and come to mutually-agreeable solutions. The program is an alternative to the traditional complaint investigation process and is available for eligible complaints. Eligibility criteria are described in detail in **Chapter 24.2 - Community-Police Mediation**.
9. **Police-Community Advisory Board (PCAB)**—The PCAB serves an advisory role and is an authorized space for establishing community buy-in, consensus and priorities on public safety issues/concerns for recommendation to NOPD. Each District's PCAB consists of a minimum of five volunteer community members and holds a public meeting at least four times per year.

NOPD works collaboratively with PCABs to develop and implement public safety strategies that reflect each community's public safety priorities and concerns about particular police tactics. To the extent specified below, NOPD agrees to seek PCAB's assistance, counsel, and input to build community consensus on potential recommendations in areas including the following:

- (a) Community policing strategies;
 - (b) Accountability for professional/ethical behavior by individual police officers;
 - (c) Special task forces that meet high priority community need;
 - (d) Central policy changes, where applicable, that improve quality of life;
 - (e) Resource allocations to meet high priority, difficult issues;
 - (f) Strategies for a qualified and diverse workforce;
 - (g) Providing information to the community and conveying feedback from the community to NOPD; and
 - (h) Ways to provide data and information.
10. **New Orleans Neighborhood-Police Anti-Crime Council (NONPACC)**—These meetings provide community members with an opportunity to voice their concerns directly to the District Commander. These meetings occur monthly and are attended by the District Commander and other district personnel. Progress on implementation of the Community Policing Plans will be discussed at monthly NONPACC meetings.
 11. **Neighborhood Watch**—A program that enlists the active participation of residents, in cooperation with law enforcement, to reduce crime in communities throughout the city.
 12. **School Resource Officer (SRO) Program**—SROs are assigned to provide police services to area public high schools and to serve as resources to teachers and staff. The SRO helps school officials cope with school violence and assists in creating a safe and conducive learning environment in public schools. SROs are responsible for conducting youth police dialogues. Specific SRO's responsibilities are set out in **Chapter 1.20 – School Incidents, School Resource Officers**.
 13. **Victim-Witness Program**—Provides many resources and services, including referrals to outside social services agencies and contacts community members involved in serious crimes, providing information about the various services available to the community. The Victim/Witness Assistance Program, handled thru the Victim Witness Unit, provides the following assistance to citizens:

- (a) Safety planning;
- (b) Victim advocacy;
- (c) Crisis intervention;
- (d) Crime victim reparations;
- (e) Counseling referrals;
- (f) Community resource;
- (g) Referrals;
- (h) Case update information; and
- (i) Information on the criminal justice process.