

Mandeville Police Department

Staff Inspection

Commissioned by the Metropolitan Crime Commission

By:

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Introduction

The Metropolitan Crime Commission agreed to provide an examination of the efficiency and effectiveness of the Mandeville Police Department (MPD). The examination was agreed upon by Mayor Eddie Price, The Mandeville City Council and Chief of Police Thomas Buell. I accepted the task of performing a staff inspection of the agency with a six week completion date.

Furthermore, this report will contain findings and recommendations regarding the implementation of solutions to identified deficiencies. The various standards and policies will be assessed and measured against the Mandeville Police Department's Standards and Procedure Manual as well as nationally recognized best practices.

An examination of the agency was conducted over a four week period. During that time period, I worked closely with Chief Thomas Buell, Mayor Eddie Price and other members of city government, as well as members of the agency to collect data. During the assessment period, I reviewed and examined various documents such as the Mandeville Police Department's Standards and Procedure Manual, Uniform Crime Reports, the Mandeville City Charter, Civil Service job descriptions, and the annual budget of the agency. I also toured the agency's facilities and conducted interviews with members of the agency. The goal of the onsite assessment is to determine the effectiveness of the agency, to evaluate the level of efficiency to which the agency meets the needs of the community, and its adherence to its own procedural policy.

At the conclusion of the four week assessment, I began a two week period to prepare my final report. This final report contains my findings and recommendations. I have based my recommendations on nationally recognized best practices and the skills I have learned in my thirty-five years of law enforcement experience, my tenure as Deputy Superintendent of the Louisiana State Police, command and leadership experience acquired as a Lieutenant Colonel in the United States Army Reserves, Military Police Corps, and through teaching courses in Criminal Justice, such as Advanced Police Administration, Criminal Justice Systems, and Community Policing at the graduate level. Thus, it is my intent that Mayor Eddie Price, the

Mandeville City Council, Chief Thomas Buell and the members of the Mandeville Police Department review the final report and consider the findings to increase the agency's overall effectiveness and efficiency.

History of Mandeville

For most of the 19th century, Mandeville was nothing more than a quaint retreat location for citizens of New Orleans seeking a tranquil vacation or weekend get-away. In 1840, Mandeville was incorporated as a town. In the years following World War II, Mandeville began to see an increase in visitors and inhabitants when the first span of the Causeway Bridge was completed. With every passing year, Mandeville's population and the surrounding North Shore area has seen a steady population growth. This has been especially true since Hurricane Katrina hit the Southeastern area of Louisiana in 2005. Mandeville is well-known for its beautiful landscapes and outstanding schools. As of 2006, the estimated population of Mandeville was 12,158 people. It is also estimated that as many as three times the current population are living on the fringe of the city limits. See appendix A for demographics of the city.

History of the Mandeville Police Department

During the 1930's, law enforcement existed in the form of appointed town marshals. The Mandeville Police Department was officially created in the late 1950's. In 1974, Chief Tom Buell was appointed head of the department and managed a small agency consisting of seven personnel. The MPD's Civil Service system was created in 1984. The MPD no longer relies on federal grants to fund the agency and is now funded by the City of Mandeville. During most of Chief Buell's thirty year tenure, the department has grown to its current size of fifty-five officers and support personnel. The current demographics of the MPD can be found in the chart in appendix B.

Command Staff Profile

Chief Tom Buell

Chief Buell joined the MPD in 1971 and was appointed Chief of Police in 1974. He vacated his position two years later in 1976 and joined the Saint Tammany Parish Sheriff's Office. He remained a Deputy Sheriff until 1980 when he resumed command of the MPD as Chief of Police. Chief Buell holds a Bachelor's Degree in Criminal Justice Administration from Southeastern Louisiana University. The Chief is a member of the Louisiana Municipal Police Retirement Board; he is the Chairman of the Parish 911 Board and Chairman of the Parish Local Emergency Preparedness Board, and a member of both the Louisiana Chiefs of Police and the International Association of Chiefs of Police.

Captain Ron Ruple

Captain Ruple joined the MPD in 1990 after serving two years in the United States Marine Corp and four years in the United States Air Force. In 1994, he was transferred to the investigative unit until he was promoted to Sergeant in 1995 and became a shift supervisor. He attained the rank of Captain in 2007. Currently, he is the department Operations Commander. Captain Ruple is also a member of the Louisiana Chiefs of Police and the International Association of Chiefs of Police. He is a graduate of the FBI National Academy and is currently pursuing a Bachelor's Degree in Criminal Justice Administration.

Lieutenant Thomas Breazeale

Lieutenant Breazeale became a member of the MPD in 1981. Three years later in 1984, he was promoted to sergeant and later took control as the CID Supervisor in 1987. He became a lieutenant in 1997 and was Operations Commander of the MPD until 2007, when he took over the Criminal Operations of the MPD. Lieutenant Breazeale is also a member of the Louisiana Chiefs of Police and the International Association of Chiefs of Police.

Lieutenant Judy Carrier

Lieutenant Carrier became a dispatcher for the MPD in 1982. Later in 1983, she became a patrol officer and in 1989 she became a patrol sergeant. In 1990, she became the Investigations Supervisor and took control of the evidence room. Lieutenant Carrier helped develop the department's first standards manual. In 1997, she was promoted to Lieutenant and became the Support Services Division Supervisor. She currently presides over records, community services programs, D.A.R.E., School Resource Officers and Fleet and Facility Maintenance. She graduated from the Louisiana State University Juvenile Academy in 1983.

See appendix C for an Organizational Chart of the Mandeville Police Department.

Executive Summary

The City of Mandeville is an outstanding community that is considered by many as the jewel of the North Shore area. The city enjoys a safe and secure environment with a relatively low crime rate. This peaceful environment lends itself to a quick response by the police to citizens and visitors alike within three to five minutes. This is the norm rather than the exception.

The executive summary is aimed at highlighting some of the strengths and weaknesses identified during the agency review and assessment. You are encouraged to review the entire document for a more thorough understanding of the deficiencies and review the significant activities portion for a listing of some of the positive areas identified.

My role as an external assessor, funded by the Metropolitan Crime Commission, is to promote an objective evaluation into the quality of the agency's operations; ensuring the agency's goals are being pursued; identifying the need for additional resources; and ensuring that control is being maintained. This includes the written directive system, organization, management, direction, training, leadership, administrative, mutual aid, critical incidents, law enforcement operations and significant activities. Normally, agencies conduct this form of review on a yearly basis or once every three years as required in best practices. This is the first time an external review of the MPD was conducted. The attached report identifies deficiencies and makes recommendations for their improvement and/or correction and identifies many of the positive aspects of the agency. The chart on the following page captures some of the most noticeable strengths and weaknesses of the Mandeville Police Department.

Agency Strengths and Weaknesses

Strengths

Weaknesses

<i>Safe and Secure City/Low Crime Rate</i>	<i>Policy/Written Directive System</i>
<i>Rapid Police Response Time</i>	<i>Mission Statement/Community Policing</i>
<i>Officer to Citizen Ratio of 3.4 to 1000</i>	<i>Providing Direction, Purpose/Leadership</i>
<i>Continued Taxpayer Support</i>	<i>No Vision</i>
<i>Budget of \$4,994,000</i>	<i>Lack of Strategic Planning</i>
<i>Excellent Equipment/Technology</i>	<i>No Mutual Aid Plans/Emergency Plans</i>
<i>Superior City Benefits/Competitive Salary</i>	<i>Poor morale</i>
<i>98% Strength/High Retention Rate</i>	<i>No Organizational Core Values</i>

Besides the rapid response to calls for service, the agency enjoys an officer to citizen ratio of 3.4 to 1,000. This exceeds the national ratio of 2.4 to 1,000 officers to citizens. Most agencies struggle and never reach the national ratio of 2.4 for southern cities with populations of 10,000 to 24,999. This can only be considered a remarkable achievement. Credit for this belongs to the citizens of Mandeville for their continued taxpayer support for the agency and the commitment of city government to fund the agency with a budget of \$4,994,000. With a well-funded budget, the agency enjoys the benefit of excellent equipment, forward-looking technology, superior benefits, and a competitive starting salary for law enforcement officers. As a result, the Mandeville Police Department (MPD) is at 98% strength with a very high retention rate.

Why conduct an assessment and review of the Mandeville Police Department with a relatively peaceful and secure environment, high officer to citizen ratio, rapid response to calls for service, superior benefits, technology, excellent equipment, competitive starting salary, low officer turnover, 98% available strength, a \$4,994,000 budget, with a commitment from the citizens to fund the agency, and strong support for the police from city government? Simply put, a written directive in the MPD Standards Manual and nationally recognized best practices requires one. The review and assessment known as a staff inspection may be conducted internally or externally to the agency and provides for an in-depth review of all components of the agency. This management tool is used by the agency head or appointing authority (Mayor) to ensure that administrative procedures are being maintained.

Based on my opening statement, one could conclude that with “a rapid response to calls for service,” a “high ratio of officer to citizen,” “low crime rate,” and a “well funded budget” the MPD is an efficient and effective agency providing quality police services. However, this evaluation criterion is commonly used, but does not accurately assess the efficiency and effectiveness of an agency. Although this evaluation criterion is important and cannot be discarded, additionally, there are three evaluation criteria that must be heavily weighted. Based on my organizational skills, knowledge and experience the following three areas are a

“**MUST HAVE**” to be an efficient and effective police force. To become an agency of excellence, the MPD **must have** solid written policies and procedures, mission accomplishment, and as its cornerstone, leadership.

First, a modern police department must have a written directive system. The written directive system defines the performance expectation of our law enforcement officer by clearly spelling out the policies, procedures, rules, regulations and direction. The entire standards manual must be revised immediately to address vagueness, clarity, duplications, redundancy, and provide a clear understanding of the constraints and expectations relating to the performance of the MPD officers’ duties.

Bottom-line, the agency **fails to have** a mission statement, organizational core values, goals or objectives, vision statement, strategic planning, crime analysis, mutual aid agreements, or emergency plans. Additionally, the agency **fails to meet** a forty hour in-service requirement, has a lack of procedures for carrying out agency activities and many other areas identified in the body of the report under THE WRITTEN DIRECTIVE SYSTEM (page 17). **Effective and efficient management of the agency is in doubt. This is contributed to this most basic of all requirements, a lack of a functional and up- to- date written directive system.**

Chief Thomas Buell, the Operations Commander, and Division Commanders are in agreement that this area needs priority attention and that a new revision is in progress. I must caution that this will take time to achieve and must be approached in an organized and professional manner utilizing best practices. I further caution that signing a contract with The Commission on Accreditation of Law Enforcement Agencies (CALEA) does not fix your written standards requirement. CALEA does not write your standards manual. The agency must be committed to the process from the Chief to the Office of Mayor. Inadequate preparation during CALEA will result in risk to the agency (accreditation failure) and risk to the taxpayers (wasted tax dollars).

I have prepared a tentative schedule for fixing this deficiency. If the recommended approach is followed the MPD should be ready for an on-site inspection by CALEA, no later than June 2012, and become an agency of excellence.

The second criterion to best determine efficiency and effectiveness is **mission accomplishment or mission performance**. Refer to the body of the report under LAW ENFORCEMENT OPERATIONS (page 46). As previously mentioned, the MPD fails to have a clearly written and understood mission. The officers interviewed do not possess a clear uniformed understanding of their law enforcement role. I have provided in the body of the report several draft mission statements for consideration.

The MPD is still utilizing a combination of the “Traditional Policing” concept of the late 1960’s and a “Team Policing” concept of the early 1970’s (page 47). Both concepts were widely used by law enforcement, but have since been abandoned. The focus of both models was on crime control (Traditional) and crime control and prevention (Team). Both concepts were considered to be reactive models rather than a pro-active model. Police reform has moved agencies into the concept of “Community Policing”. The model is a pro-active approach that empowers the officer to be an enforcer, planner, organizer, coordinator and counselor. This national best practice concept has been around since the 1980’s and continues today.

It is not a program, but a philosophy of the entire agency. It is a collaboration between police and community to work together to solve problems. The emphasis is to have the community become active in problem solving and goals and objectives development.

The agency needs to revisit the community policing philosophy, implement the principles of community policing and obtain quality training for all commissioned officers. **Effective and efficient Law Enforcement Operations is in doubt due to the confusion of a clear mission designed around the pro-active concept of Community Policing.**

This would require the Chief and Commanders to decentralize decision making by allowing community policing officers the autonomy and freedom to act by empowering all officers to participate in community-based problem solving. The agency needs to reconsider a move away from the outdated 1960’s and 1970’s form of traditional and team policing where the emphasis is on making arrest and fully embrace the concept of community policing. This new approach will promote community and government agencies working together to solve problems with the citizens of Mandeville.

With a written community policing philosophy, total commitment from the MPD and the Office of the Mayor, reorganization of the agency, combined with the manpower that is presently available, the City of Mandeville is in a position to become a model agency for effective Community Policing. Discussions with Mayor Price clearly indicated that he is in total support of community policing and fully embraces the concept.

The third criterion is the cornerstone of efficient and effective police services-LEADERSHIP.

There are many definitions of leadership. Leadership is at all levels from the Chief down to the first line supervisor. Is there a best style of leadership for a Chief of Police? Probably not, however most effective law enforcement leaders combine techniques from the many different leadership styles to fit the situation. Most police executives usually develop a written statement on their philosophy of leadership. Chief Buell does not have a leadership philosophy statement on file. This helps orient the officers to the leadership expectations of the chief. Police executives nationally recognize that they must focus on SPECIFIC OBJECTIVES while helping the individuals within the agency achieve their personal goals.

The MPD does not have a definition of leadership, so I utilized a well-known definition that certainly describes law enforcement and business alike. The Department of the Army, as well as the Louisiana State Police, has adopted this definition and embraced the influencing, operating, and improving systems approach.

Leadership is INFLUENCING people by providing purpose, direction, and motivation—while OPERATING to accomplish the mission and IMPROVING the organization.

When I dissect this definition and apply it to the leadership at the MPD several glaring deficiencies emerge in influencing, operating and improving actions. My assessment and review indicated a lack of direction at all leader levels by a poorly understood mission statement, non-existent organizational core values, non-existent goals and objectives, lack of vision, outdated written policy and procedures manual and no near-term, short-term or long-range strategic planning. **Effective and efficient leadership is in doubt. The agency fails at leadership by not INFLUENCING personnel by not providing a clear purpose and direction,**

fails in OPERATING actions by not providing a clear mission of community policing, and fails in IMPROVING the agency with the lack of a functional and up-to-date written directive system.

When providing police officers direction, one must clearly communicate the way he wants the law enforcement mission accomplished. One must prioritize tasks, assign responsibilities for completing them, and delegate the authority to subordinate staff and first line supervisors to get the job completed. During interviews the officers and subordinate leaders of the MPD stated they want direction. Also they want to be given challenging tasks, training in how to accomplish them, and want to be empowered to do the job.

Behind every good chief, there must be a functioning staff. The Operations Commander, Division Lieutenants and Communication Supervisor are the senior staff leaders within the MPD. During interviews, I discovered that subordinate leaders lack authority to make decisions and must first clear all decisions with the Chief of Police. This style has the effect of undermining the authority of the senior staff and perpetuates a lack of confidence in leaders by the police officer and civilian alike.

In direct contrast to the negative leader comments, members of the agency praised Chief Buell for his extraordinary leader quality of being people-minded. The following captures those people-minded comments:

- a. The Chief really cares about the community he serves.
- b. The Chief will not tolerate mistreatment of anyone in the community.
- c. Anytime there is a family crisis the Chief is there for you.
- d. The Chief expects us to help all citizens in need.
- e. The Chief worked to get the officers/civilians outstanding benefits from the city.
- f. The Chief is good intentioned.

What needs to be done next?

I have had the great privilege of working with the men and women of the Mandeville Police Department during the last six weeks. They are professional, dedicated, and serve the citizens of Mandeville with loyalty. And above all else, they truly care about the citizens, city

government and where the agency will be in the next four years. In recent years, I have also had the great privilege of presenting planning and problem solving workshops to both criminal justice students, law enforcement leaders and at the U.S. Army Command and General Staff College. What I try to do is present a forward-looking approach to stretch the minds of the students, leaders, supervisors and executives. I always like to make some specific recommendations on how the organizational leader can best prepare for **what needs to be done next** to take the organization out to the year 2012. My advice would be to;

- Get back to the basics and begin with an analysis of the law enforcement mission. This analysis will give you the WHAT, WHEN, WHERE AND WHY to initiate the process. If the decision is to embrace community policing, then begin by constructing a mission statement. Develop a leadership philosophy statement that is clear and concise of what the agency must do to succeed with respect to the criminal threat and the acceptable level of fear.
- Get the entire command staff involved to generate community policing options and have them focus their creativity to produce a comprehensive and flexible plan on a quality course of action.
- Once the plan is developed and the decision approved move forward with execution, but remain flexible to adapt to the criminal threat and feedback from the citizens. If this is accomplished you have achieved **COMMAND** (leadership, direction, purpose).
- Keep the agency and personnel on the directed path. This is known as **CONTROL** (directed path). When you obtain both you have accomplished **COMMAND & CONTROL (C²)**.
- When implementing controls think in the terms of **POSITIVE CONTROL AND PROCEDURAL CONTROL (P²)**.
- Think of **Positive control** as providing the Division Commanders and Sergeants the authority, responsibility, and position them to influence a positive outcome of the Chief's direction. Developing an effective and efficient organization requires team training that focuses on the critical task to become a cohesive team.

- Overcome the weakness in **procedural control** (written directive system) by establishing the goal of CALEA Accreditation and establishing realistic objectives to become an agency of excellence by 2012. This goal will fix a multitude of deficiencies to include leadership, mission accomplishment, and policy and procedural issues.

What are some of the by-products of the weaknesses?

There are many examples that can be cited based on my findings found in the body of the report. One example is **Standard 1.3.1.00, Use of Force (Page 22)**. The standard states that all officers will receive refresher instruction each year during in-service training in the use of force. However, a 20% random sampling of the individuals training files indicated that all files reviewed failed to comply with standard. Another example is **Standard 1.1.5.00, Code of Conduct (Page 22)**. This standard refers to the establishment of an acceptable level of conduct expected of officers and civilian personnel. The MPD requires its employees to abide by the law enforcement code of ethics as published in the International Association of Chiefs of Police (IACP) and adopted by the MPD. Personnel files lack proof that the officer is aware of and has read The Law Enforcement Code of Ethics. One final illustration is found in **Chapter 33, Training (Page 24)**. This chapter relates to the training and career development of law enforcement personnel. The agency is not providing the mandated forty hours of in-service training required by standard. In addition, no evidence is available that the officers receive legal updates during training.

Law enforcement personnel are faced daily with very interesting and challenging problems. Every call for service has some potential for going wrong. Some calls have a higher probability than others. The three illustrations above demonstrate a potential negative impact for the officer, agency and the City of Mandeville. Therefore, there must be a plan to manage the risk associated with this complex profession before things go wrong and people begin to say after the fact 'I told you so'. An officer doesn't start off his shift with the intentions of doing something wrong that causes him to get in trouble, become injured, sued in State or Federal Civil Court, prosecuted criminally or internally disciplined. Things usually go wrong when there is a lack of or quality supervision, training, policy and procedure. These are **some of the by-**

products of the weaknesses that need to be addressed by the agency. Correction of these weaknesses needs to serve as a constant reminder of the responsibilities that accompany police powers and as a guide to daily actions.

What will happen if the deficiencies are not taken care of?

There is no crystal ball to predict the future state of the MPD. In the most general sense the questions I have raised for consideration or solution in this report may indicate the presence of obstacles that prevent the achievement of the Mandeville Police Department from becoming an agency of excellence. I do know that in some cases an **obstacle means a problem exists**. I do think that failure to address problems may in the future subject the MPD to face decreased public confidence and spending. I do know that nationally there is a move towards the consolidation of law enforcement operations by having county or parish agency take over smaller city law enforcement responsibilities. Probably the greatest risk in the future may be a negative impact on the safety and security of the citizens.

In conclusion, the present **influencing**, **operating** and **improving** systems are in doubt within the MPD. This has contributed to inconsistency and morale issues. **With the full commitment and support of the Office of the Mayor, and Chief Buell as the change agent, the deficiencies identified in this report can be reversed in time and the MPD can become an agency of excellence by June 2012.** Let me leave you with this quote from A Leadership Primer by General Colin Powell.

“Perpetual Optimism is a Force Multiplier.”

The ripple effect of a leader’s enthusiasm and optimism is awesome. So is the impact of cynicism and pessimism. Leaders who whine and blame engender those same behaviors’ among their colleagues. I am not talking about stoically accepting organizational stupidity and performance incompetence with a “what, me worry?” smile. I am talking about a guns ho attitude that says **“we can change things here, we can achieve awesome goals, and we can be the best.”** Spare me the grim litany of the “realist”; give me the unrealistic aspirations of the optimist any day. – General Colin Powell Chairman (Ret.), Joint Chief of Staff

The Written Directive System

All modern and progressive police agencies must have a written directive system. Any agency seeking accreditation from the Commission on Accreditation for Law Enforcement Agencies Inc., (CALEA), must have a formal written directive system in either paper form or an electronic form or both. In law enforcement, policies, procedures, rules, regulations and directives are critical to the effective and efficient management of the police agency. Law enforcement officers are granted extraordinary powers that are not given to our citizens. As such, the written directive system defines the performance expectation of our law enforcement officers through formal written directives that clearly spell out policies, procedures, rules, regulations and directives.

Because of the performance expectation and responsibility of our law enforcement officers, it is evident that a written directive system must be clearly defined to provide the purpose and direction of the agency, rather than allow law enforcement officers to police based on their personal set of established beliefs. The public expects that the police *play by the rules*, within the legal constraints. Likewise, law enforcement officers need to know from the department what the rules are.

During my review and assessment of the Mandeville Police Department (MPD), I spent several weeks reviewing the written directive system referred to as the City of Mandeville Police Department Standards Manual. For the purpose of this report, I will refer to the written directive system as the STANDARDS MANUAL.

The foreword to the standards manual is composed by Thomas H. Buell, Chief of Police.

Foreword:

“This manual is the property of the Mandeville Police Department. I shall issue each member of the department a copy of this manual, hereinafter called the Mandeville Police Department Standards Manual. Members of this department shall keep it in good condition and make deletions or additions as ordered. This manual shall be returned when a member terminates their employment with the department.

This manual cannot cover every aspect of police work or provide guidance in handling every possible situation. It is meant to provide a reference source for department employees in their quest for knowledge concerning the department's position on any number of things.

By virtue of the profession we are in, the advance in technology, the constant change in legal opinions from local, state, and federal courts, and the constant need to adapt, this manual or positions thereof will undoubtedly become outdated very quickly. It will be our goal to keep you up to date with subsequent issues.

I shall vigorously enforce the rules of this manual; I expect members of this department to observe them. I will review each violation, if necessary, and determine any disciplinary action. Although much police work is left to members' discretion, if any employee departs from the provisions contained herein, he or she must demonstrate that their action was necessary.

Whenever members doubt the meaning or intent of a rule, order, policy, or procedure, they shall seek an interpretation or explanation from my office through the chain of command.

All previously issued rules, policies, and procedures inconsistent or in conflict with this manual are hereby revoked.

Having a written manual, no matter how good it is, is no assurance that all of our goals and objectives will be carried out. The quality of the service we render to this community depends on the individual and collective actions of all departmental employees as they enforce the law and maintain social order within prescribed ethical and constitutional limits.

Much research and preparation were performed in constructing this manual. I hope you understand what I expect of your performance as an employee of the Mandeville police Department."

Thomas H. Buell

Chief of Police

The Mandeville Police Department is not an accredited agency. The agency first attempted CALEA Accreditation in 1995. However, during the self assessment period the agency voluntarily withdrew from participation.

The law enforcement accreditation program was the first credentialing program established by CALEA after its founding by the International Association of Chiefs of Police (IACP), National Organization of Black Law Enforcement Executives (NOBLE), National Sheriffs' Association (NSA); and the Police Executive Research Forum (PERF). CALEA provides a process to systematically conduct an internal review and assessment of the agencies' policies and

procedures, and make adjustments wherever necessary to meet a body of internationally accepted standards.

I applaud Chief Buell's progressive and voluntary attempt in 1995 to become one of Louisiana's first accredited law enforcement agencies. This voluntary attempt at accreditation was certainly an aggressive forward-looking approach by the Chief to become an agency of excellence. This failed attempt should not reflect negative criticism on the Chief of Police, the Office of the Mayor or the members of the Mandeville Police Department. There are only a handful of law enforcement agencies in the State of Louisiana that are accredited through the Commission on Accreditation of Law Enforcement Agencies.

CALEA accreditation requires an agency to develop a comprehensive, well-thought out, uniform set of written directives. Standards provide the necessary reports and analyses a Chief needs to make fact-based, informed management decisions. Accreditation requires a preparedness program be put in place, so an agency is ready to address natural or man-made unusual occurrences. It is a means for developing and improving upon an agency's relationship with the community. CALEA accreditation strengthens an agency's accountability, both within the agency and the community, through a continuum of standards that clearly define authority, performance, and responsibilities. Being CALEA accredited can limit an agency's liability and risk exposure because it demonstrates that internationally recognized standards for law enforcement have been met, as verified by a team of independent and objective outside CALEA-trained assessors. This approach can only facilitate an agency's pursuit of excellence. See appendix D for a suggested timeline towards achieving accreditation.

In their previous attempt at accreditation, the MPD adopted the *CALEA 3rd Edition Standards Manual*, which became effective on April 1, 1994. The *Current 5th edition of the CALEA Standards for Law Enforcement Agencies* was developed over a two year period. It was approved by the Commission in November 2005 and became effective July 1, 2006. The current edition contains 459 law enforcement standards.

The Mandeville Police Department is using the CALEA model as a template for required accreditation. This model is considered nationally known best practices. However, they are

utilizing the rescinded 3rd Edition and 4th Edition which is no longer valid. Furthermore, the MPD Standards Manual presently in effect, was last updated between the years 1994 through 1999. In many cases written directives have not been subject to review and revision for over a decade. The only updated policy found was a proposed change to **Chapter 22, Compensation, Benefits, and Conditions of Work**, revised 9-6-07 and scheduled for release in September 2008.

The majority of the entire MPD Standards Manual needs immediate attention aimed at updating the policies, procedures, rules, regulations and directives of the agency. Furthermore, the MPD Standards Manual states that there are three types of written directives.

1. **General Orders:** Written directives in the form of policies, rules, and regulations. They are issued to personnel as guidelines for operation of the police department. General orders are issued by the Police Chief.
2. **Special Orders:** Written directives that supplement the General Orders. They are issued to announce policies or specific procedures concerning a circumstance or event of a one-time or temporary nature, direct a personnel status change, or announce the implementation of new procedures such as shift changes, uniform changes, and other related matters. Special orders are issued by the Operations Commander (Captain Ron Ruple) or Chief Buell. Special orders are reviewed annually and incorporated into the General Order as appropriate.
3. **Memoranda:** Written directives of a temporary nature. They are issued to establish written procedures and instructions for accomplishing assigned tasks of a temporary nature or to disseminate information, instructional material or data of a general interest to departmental personnel. A memorandum is issued by the Chief of Police, Operations Commander, or Division Supervisors. These directives shall not exceed ninety calendar days in effective life.

A review of the types of directives revealed that Special Orders are not used by the agency. There was no evidence of any Special Orders issued during the last three years. A memorandum is the only instrument currently utilized by the agency to provide policy, procedures, rules, regulations and directives. It should be noted that memoranda should not exceed 90 calendar days in effective life. Interpretation indicates that the memoranda are not valid after 90 days. A memoranda from Chief Buell to Captain Ruple, Lieutenants Breazeale and

Carrier, dated November 21, 2007, reference Policy Memos, advised his Command Staff that only the Chief can sign policy or memoranda. This order distracts from effective utilization of the Command Staff, undermines their authority and diminishes their ability to command and control.

At a minimum, the MPD must have a Standards Manual that contains a written directive system to include the following best practices:

- a. agency values and mission statement;
- b. a statement that vests in the agency's chief executive officer the authority to issue, modify, or approve agency written directives;
- c. identification of persons or positions, other than the agency's chief executive officer, authorized to issue written directives;
- d. a description of the written directives system format;
- e. procedures for indexing, purging, and revising directives;
- f. statements of agency policy;
- g. rules and regulations;
- h. procedures for carrying out agency activities;
- i. procedures for review of proposed or revised policies, procedures, rules, and regulations prior to their promulgation to ensure they do not contradict other existing agency directives or applicable law.

The entire Standards Manual needs revision aimed at addressing vagueness, improve clarity, eliminate duplications and redundancy, and provide a clear understanding of the constraints and expectations relating to the performance of their police officers' duties. This needs to be accomplished in hundreds of subtopics found in the forty-eight (48) Chapters contained within the Standards Manual.

Some examples of deficiencies include the following standards found in **Chapter 1; Goals and Objectives, Annual Evaluation of Goals and Objectives, Code of Ethics, and Limits of Law Enforcement Authority.**

The Standards Manual requires the MPD to assess its position and set goals for further effort. The Chief of Police as well as the Operations Commander and Division Commanders were unable to supply any documented proof to fulfill the intent of this standard. Bottom-line, no

goals or objectives exist for the agency. Therefore, there is no routine updating of goals and objective, or analysis taking place by the Chief or Commanders. Limits of law enforcement authority refer to the legally mandated authority and responsibility in defining the MPD limits of their authority. This subtopic fails to specifically assure compliance with applicable constitutional requirements to include interviews, interrogation, and access to counsel, search and seizure without a warrant. The subtopic further fails to provide direction governing biased based profiling. I recommend that the Chief and the Command Staff consider improving the Standards Manual by clearly indicating what constitutes the limits of law enforcement authority.

Standard 1.3.1.00 Use of Force, states that all officers will receive refresher instruction each year during in-service training in the use of force and sign the receipt and acknowledgement of this training yearly. However, a 20% random sampling review of the individuals training files indicated that all files reviewed failed to comply with standard. I recommend that use of force training be initiated during the present in-service training.

Standard 1.1.5.00, Code of Conduct, refers to the establishment of an acceptable level of conduct expected of officers and civilian personnel. The MPD requires its employees to abide by the law enforcement code of ethics as published in the International Association of Chiefs of Police (IACP) and adopted by the MPD. Personnel files lack proof that the officer is aware of and has read The Law Enforcement Code of Ethics. During interviews with two new employees, both admitted that they were not aware of the IACP Code of Ethics and did not receive copies of the IACP Code of Ethics.

The Law Enforcement Code of Ethics needs to be adopted by the agency and shall serve as a constant reminder of the responsibilities that accompany police powers and as a guide to daily actions. The Code of Ethics needs to be quoted verbatim and placed into the MPD Standards Manual or placed into a policy statement as published by the IACP. It is further recommended that the **General Conduct (Code of Conduct)** found in **Chapter 26 under Disciplinary Procedures** be moved to **Chapter 1 (Code of Ethics)** for the purpose of reinforcing ethics and conduct. The Chief and Command Staff should consider expanding this portion of the Code of

Conduct by addressing additional ethical considerations. Prohibitions should be specific in the form of rules and regulations. Some examples of additional conduct guidance are; Conformance to Laws, Loyalty to the MPD, Badge of Office, Identification Cards/Badge, Performance of Duty, Conflicting Orders, Police Action While Off-Duty, etc.

Standard 1.3.14.01, Firearms Review Board, provides for the establishment of a board to investigate and review circumstances of the discharge of firearms by an officer. Findings indicated that no board has been established by the Chief of Police for previous weapons discharges. This standard should be utilized in a consistent manner for all weapons discharges. The standard has a forty-eight hour requirement for the board to meet after the discharge. More time should be allocated to provide investigators a thorough inquiry into the weapons discharge. The findings of the board need to be made public thru the Office of the Chief of Police.

Some examples of deficiencies include the following standards found in **Chapter 2, Agency Jurisdiction, Mutual Aid, and Regional Services**.

Standards in this chapter relate to an agency's jurisdiction and the provision and use of mutual aid and regional law enforcement services among agencies through cooperative agreements. The intent is to encourage an agency to identify its responsibilities. No updated mutual aid agreements exist.

Some examples of deficiencies include the following standards found in **Chapter 11, Organization and Administration**. Standards in this chapter relate to organization and administration of the agency and the application of basic organizational principles. The Standards Manual does not reflect the current makeup of the agency. Duties of the Chief of Police, Operations Commander and Division Commanders, and other agency supervisors need revision to reflect current responsibilities and positions.

Some examples of deficiencies include the following standards found in **Chapter 12, Direction**.

The MPD issues three (3) types of orders. The agency is not following spirit and intent of this order. Special Orders are not used and memoranda are not incorporated into the standards

manual at a later date. Personnel are not aware of standards contained in the manual. Some of the personnel have never read the standards manual. The agency is not following their policy on revising, adding, or deleting to the Standards Manual.

Some examples of deficiencies include the following standards found in **Chapter 14, Planning and Research**.

This standard relates to the planning and research activities of the agency which involves the development and utilization of limited personnel, equipment, and resources in ways that will favorably affect future public welfare.

The agency fails to establish a crime analysis function to aid operational personnel in meeting their tactical crime control and prevention objectives by identifying and analyzing methods of operation of individual criminals, and providing crime patterns. The agency does not have a current, multiyear plan which includes:

- a. long term goals and operational objectives;
- b. anticipated workload and population trends;
- c. anticipated personnel levels;
- d. anticipated equipment needs.

Some examples of deficiencies include the following standards found in **Chapter 33, Training**.

Standards found in this chapter relate to the training and career development of law enforcement personnel. The agency has not formed a training committee to assist in developing and evaluating training needs. The agency is not keeping up-to-date training files as required by standards. The agency is not providing the mandated forty hours of in-service training required by standard. In addition, no evidence is available that the officers receive legal updates during training. Civilian personnel should receive on-going training commensurate with their responsibilities. The agency needs to provide training for newly promoted personnel prior to promotion or within the first year following promotion.

In **Chapter 43, Organized Crime and Vice Control**, this chapter is totally obsolete within the Standards Manual.

By omission, the agency does not perform investigations into organized crime or vice control. This standard has changed in the 5th Edition of the CALEA Standards for Law Enforcement Agencies. The chapter now contains nationally recognized standards to include drug crimes. The entire chapter needs review and revision to reflect present on-going law enforcement operations.

Some examples of deficiencies include the following found in **Chapter 53, Inspectional Services**.

The standard relates to the inspectional process within a law enforcement agency. This is an essential mechanism for evaluating the quality of the agency's operations; ensuring the agency's goals are being pursued; identifying the need for additional resources; and ensuring that control is maintained in the agency.

The inspectional process, at both the line and staff levels, provides the Chief and Commanders and supervisors with a means of regularly assessing the agency's efficiency and effectiveness and provides the information necessary to plan for change. The MPD Standards Manual provides for this approach; however, the agency fails to execute line inspections and staff inspections. Line inspections are the primary responsibility of supervisors and managers at every level of the organization. Staff inspections are provided internally or externally to the agency. A staff inspection is an in-depth review of all components of the agency. This is a management tool used to assure the Chief that administrative procedures are being followed. The review I am conducting is considered an external staff inspection, which is common among police agencies in the United States.

Some examples of deficiencies include the following found in **Chapter 34, Promotions**. Promotions denote vertical movement in the organization from one rank to another. The MPD promotion system has several flaws that need attention. The MPD written standards is in conflict with published Human Resource directives and in conflict with the Municipal Police Employees Civil Service Manual. The MPD Standards Manual needs to nest with established city guidelines, policies, and procedures. Presently the agency allows for a first line supervisor (sergeant) to apply for a position of upper management (Captain) without ever gaining experience at the mid-management level (Lieutenant). This is a promotional decision by the

agency, approved by Human Resources and the Municipal Police Employees Civil Service. Even though this promotion policy is supported in guidelines, policies and procedures, the agency should consider the vertical approach most often used by law enforcement. Commissioned officers should move vertically from Corporal to Sergeant to Lieutenant to Captain and not bypass supervisory levels. This recently occurred during a captain's promotion causing internal stress and creating morale issues within the police force rank and file.

Only in the case of the Chief of Police should the agency consider deviation from a vertical promotional policy. I would recommend that a Chief of Police Selection Board be created by the Mayor. The Selection Board should be comprised of a cross section of citizens from the community, and an independent group of professionals including ministry, business, human resources, non-profit organizations and a representative of the MPD. Essentially, the Selection Board would be charged with the responsibility of recommending to the Mayor a prioritized short list "Rule of Three" for selection to Chief of Police.

Summary:

The Mandeville Police Department must have a well-written directive system in order for Chief Buell to provide clear direction in policies, procedures, rules, regulations and directives. In the foreword to the Standards Manual Chief Buell states, "It will be our goal to keep you up to date with subsequent issues." Obviously, the goal was not met. In fact, much of the Standards Manual was not updated for over a decade. Effective and efficient management of the agency is in doubt due to this deficiency.

Presently, the current Standards Manual needs a complete revision to address vagueness, content, format, clarity, duplications and redundancy. The police officers of the City of Mandeville must have a clear understanding of the constraints and expectations relating to their duties. The police officers must know the rules in order to perform their duties properly. During my interviews with the officers, they all felt confused in the agency's direction based on the present standards manual.

Chief Buell, the Operations Commander and the Division Commanders are in agreement that this needs priority attention and that a new revision is now presently underway to address the hundreds of topics covered in the manual. I must caution that this undertaking is not for the faint at heart. This will take time to improve and must be approached in an organized and professional manner utilizing best practices.

I further caution! Fixing the Standards Manual requires more than immediately signing a contract with The Commission on Accreditation of Law Enforcement Agencies (CALEA). CALEA does not write your standards manual. The agency must be committed to the process from the Chief of Police to the Office of the Mayor. A poor approach will result in risk to the agency (accreditation failure) and risk to the taxpayers (wasted tax dollars).

Based on my experience, the agency needs to approach the CALEA process by conducting a thorough self-assessment and begin amending the problems before signing a contract with CALEA. A working timeline needs to be developed; a trained and permanently assigned accreditation manager and staff need to be identified. The accreditation manager may need to be selected from outside of the agency to ensure skill, knowledge and experience in the area of nationally known standards. Obtaining a qualified accreditation manager is a difficult task even for large agencies.

The agency needs to spend the next twelve to eighteen months planning, selecting, training and fixing as many standards as possible, before committing taxpayer dollars to this difficult, but attainable process. If this approach is followed, the Mandeville Police Department should be ready for an on-site inspection by CALEA no later than June 2012, and become an agency of excellence. I have developed a proposed timeline for the MPD to attain CALEA accreditation, found as an enclosure.

Final Recommendations-The Written Directive System:

1. I recommend that the entire Standards Manual receive priority attention aimed at updating the policies, procedures, rules, regulations and directives of the agency.

2. I recommend that hundreds of subtopics found in the forty-eight (48) Chapters contained throughout the Standards Manual be revised to address vagueness, improve clarity, eliminate duplications and redundancy, and provide a clear understanding of the constraints and expectations relating to the performance of their police officers' duties.
3. I recommend the agency establish a crime analysis function to aid operational personnel in meeting their tactical crime control and prevention objectives by identifying and analyzing methods of operation of individual criminals, and providing crime patterns.
4. I recommend the agency create planning by developing a strategic multiyear plan.
5. I recommend the creation of goals and objectives for the agency.
6. I recommend routine updating and analysis of goals and objective by the Chief and Division Commanders.
7. I recommend a policy providing direction for the officers governing biased based profiling.
8. I recommend that the Chief and the Command Staff consider improving the Standards Manual by clearly indicating what constitutes the limits of law enforcement authority.
9. I recommend that use of force training be initiated during the present in-service training cycle.
10. I recommend that The Law Enforcement Code of Ethics be fully implemented by the agency and shall serve as a constant reminder of the responsibilities that accompany police powers and as a guide to daily actions.
11. I recommended that the General Conduct (Code of Conduct) found in Chapter 26 under Disciplinary Procedures be moved to Chapter 1 (Code of Ethics) for the purpose of reinforcing ethics and conduct.
12. I recommend the creation of a Firearms Review Board by the Chief of Police for weapons discharges.
13. I recommend the development and periodic revision of mutual aid agreements.
14. I recommend that the Standards Manual reflect the current makeup of the agency.
15. I recommend that the agency follow their policy on revising, adding, or deleting standards found in the Standards Manual.

16. I recommend the agency establish a crime analysis function to aid operational personnel in meeting their tactical crime control and prevention objectives by identifying and analyzing methods of operation of individual criminals, and providing crime patterns.
17. I recommend the agency form a training committee to assist in developing and evaluating training needs.
18. I recommend the agency keep up-to-date training files as required by standards.
19. I recommend the agency provide the mandated forty hours of in-service training required by standard.
20. I recommend review and revision of the entire chapter on Organized Crime and Vice Control to reflect present on-going law enforcement operations.
21. I recommend the agency execute line inspections and staff inspections as required by standard.
22. I recommend review of the promotion policy on allowing commissioned officers to bypass the supervisory level of Lieutenant and move from Sergeant to Captain. The agency should consider moving vertically from Corporal to Sergeant to Lieutenant to Captain.
23. I would recommend that the only exception to the recommended vertical promotion policy be at the Chief of Police level. A Chief of Police Selection Board should be created by the Mayor. The Selection Board should be comprised of a cross section of citizens from the community, and an independent group of professionals including ministry, business, human resources, non-profit organizations and a representative of the MPD.
24. Finally, I strongly recommend that the agency consider accreditation through The Commission on Accreditation of Law Enforcement Agencies, based on my proposed timeline. This approach will have a positive impact on fixing the deficiencies identified in The Written Standards.

Organization, Management, Direction

This portion of the report will relate to how the Mandeville Police Department is organized, managed and directed through the basic principles of purpose (mission statement), direction (goals and objectives), values (organizational core values), vision (future state) and strategic planning (3-5 year plan).

The MPD Organizational Chart is composed of an Investigations/Patrol Division (Lieutenant), Communications Division (Civilian Supervisor), a Support Services Division (Lieutenant) and one Communications Systems Supervisor (Civilian). There are two (2) Lieutenants, one (1) Communications Supervisor (Civilian) and the Communications Systems Supervisor who report directly to the Operations Commander (Captain). The Captain in turn reports to the Chief of Police.

The Patrol Division is the largest element within the MPD composed of 53.6% of the agency's commissioned strength. It is composed of four teams. Each team is supervised by a Sergeant. Two teams are made up of five (5) officers and two teams are made up of four (4) officers. Each Sergeant reports directly to the Investigations/Patrol Lieutenant.

The Investigations Division is structured around one (1) Sergeant and five (5) full-time investigators and one (1) part-time investigator. The Sergeant reports directly to the Investigations/Patrol lieutenant.

The Communications Division is structured around one (1) civilian supervisor and eight (8) communication dispatchers. The civilian supervisor reports directly to the Investigations/Patrol Lieutenant.

The Support Services Division is structured around a Records Division of three (3) civilian employees supervised by one (1) sergeant. The Support element is structured around fleet operations, DARE, and School Resource Officers (SRO). This element is composed of one (1) Sergeant and six (6) officers. The Lieutenant reports directly to the Operations Commander (Captain).

The question begs--does the MPD need to restructure? All agencies are faced with this question. Restructuring is sometimes essential for improvement of the organization. This can be a difficult and sometimes impossible undertaking by an agency due to three distinct constraints:

1. resistance to change,
2. organizational development centered around officer personalities, and
3. individual officer/civilian capabilities.

Many organizations recruit a consultant to develop viable options for reorganization to overcome these constraints. This is a very beneficial practice that could be utilized by the MPD.

The present organizational structure can be classified as a 'FLAT' structure. This should not be construed as a bad structure since it reduces supervisory levels and reduces cost for the taxpayer. However, the organizational structure indicates centralization by creating a separate Patrol Division, Investigations Division, Communications Division, and a Division described as Support Services that are responsible for many, but not all support functions. The trend nationally is to move toward decentralization which is more conducive to community policing strategies and that encourage problem oriented policing at the officer/supervisor level.

In direct conflict with decentralization, the subordinate members of the agency indicate a desire to move toward specialization by creating a SWAT team, a K-9 dog handler, traffic enforcement unit, motorcycle patrol unit and a specialized crash investigation unit. Even though this may have some merit in larger agencies, this may not be practical with a small agency the size of the MPD; it could cause increased bureaucracy, increased command structure and increased taxpayer cost.

Some variations of specialization may be appropriate based on a better defined mission, structured with goals and objectives. The command structure has created some self-inflicted internal specialization by dedicating three (3) officers and (1) Sergeant to duties that can be performed by non-commissioned personnel. This would free up commissioned personnel from administrative task to criminal enforcement duties.

There is no “one way” to organize the structure of the agency. Many viable options are available. Generally speaking, a flatter organization with decentralization and reduced specialization may be ideal for size of the MPD force and citizen service area, which can lead to increased community policing and problem oriented policing.

Mission Statement:

The MPD fails to have a mission statement that is posted and understood by the members of the agency. During interviews with command and subordinates alike, I discovered that the personnel has no clear understanding to what the purpose or mission statement of the agency is nor is the mission statement even posted. After speaking with the majority of the agency, none of the officers had any clear uniformed understanding of the purpose or mission of their law enforcement role.

The most general statement of a police agency is its mission statement. The role of the mission statement is to focus on the purpose of the agency and to call attention to what is important. In **Chapter 11, Organization, subtopic 11.1.1.03, Chief of Police**, revealed a poorly written statement of the Chief’s police mission under the duties of the Chief of Police. A revised mission statement needs to be posted on the internet, communicated to the public, and employees of the agency.

Some examples of mission statements that may be used as a model are presented below:

Example 1—The mission of the agency is to provide the community with progressive and professional police services with the aim of ensuring public order, a sense of community well-being, and the security of persons and property. – Generic

Example 2—The mission of the agency is to serve, protect, and defend the community while preserving the rights and dignity of all. - Hillsborough County Sheriffs, Florida

Example 3—The mission of the agency is to work in partnership to create safer neighborhoods and preserve our special quality of life. - Madison Police Department, Wisconsin

My attempt is not to suggest a specific mission statement. To do so will limit the flexibility in developing a quality statement that is understood and internalized by all. However, the agency must develop a mission statement, as the most basic of all elements of sound management.

Vision Statement:

The agency fails to have any vision as to the future of the agency. The statement needs to be a compelling conceptual image of the desired future. Where does the agency want to be in the coming years? If the agency is to succeed vision must be communicated, shared and understood by all within the agency. One example of a model vision statement is;

“The vision of the MPD is to provide effective, efficient, and professional law enforcement, while maintaining the highest standards of integrity, accountability, and community service.”

Value Statement:

The MPD does not have any written organizational core values, describing how the organization conducts itself in carrying out its mission. An organization must have values that are adopted, understood and internalized by all personnel within the agency. The organizational core values along with solid policy and procedure are used as a default to ethical decision making. These values serve as the moral compass to guide every employee from clerk to Chief. Some examples of values are *loyalty, duty, respect, self-less service, honor, integrity, personal courage, fairness and equity, commitment to quality, etc.*

Leadership Philosophy:

A written statement by the Chief would allow the supporting commanders, staff and officers to understand the leader’s thoughts, beliefs, and expectations for organizational performance.

Goals and Objectives:

It is the policy of the MPD to annually assess its position and set goals for further effort. The MPD further requires that goals shall be established on both departmental, division, and personal levels. By policy, each division will, on an annual basis, develop a set of goals for the upcoming year. By policy, goal development begins in June and is completed by August. By policy, annually each division supervisor will submit a written evaluation to the operations commander stating the progress made toward attainment of goals and objectives. This is good

policy by establishing and routinely updating goals and objectives of the agency, each component helps ensure direction and unity of purpose and serve as a basis for measuring progress.

However, policy is not followed and there are no goals or objectives existing for the MPD throughout the entire command structure. In conversation with the command staff, I learned that this policy requirement has never been accomplished or enforced by the Chief of Police. I recommend prior to establishing Goals and Objectives that the Chief of Police with input from the Operations Commander and Division Commanders, needs to establish the following documents: vision statement, value statement, and leadership philosophy.

I further recommend that Chief Buell initiate goals and objectives based on the MPD Standards Manual (revised edition) to provide a basis for logical and progressive provisions of service to the citizens of the City of Mandeville. Goals and objectives need to link with the Office of the Mayor, city government initiatives and input from the community. A planning model for development is as follows:

- **Goals**
 - Strive to adequately staff, equip and fund its operation to ensure that the roads of this city, subdivisions and businesses are systematically patrolled and made safe.
 - Reduce duplication of effort, enhance interoperability and promote communication between, state, and local governments, particularly in the areas of Homeland Defense.
 - Improve and strengthen the effectiveness of management through planning, forecasting and training, coordinating and being accountable.
 - Promote public safety on the city and parish roads and on the state highways in the City of Mandeville.
- **Objectives** – specific, measurable targets for accomplishment. Formulate **SMART** objectives:
 - **S**pecific

- o **M**easurable
 - o **A**ggressive, but attainable
 - o **R**esults-oriented
 - o **T**ime-bound
- **Target** specific change or action in the way you deliver service
 - **Quality** or level of services provided
 - **Outcomes** generated by those services
 - **Strategies** – methods used to accomplish goals and objectives
 - **Action Plans** – detailed description of how strategies will be implemented on an operational basis
 - **Performance Indicators** - are the tools used to measure performance, progress, and accomplishments of policies, plans, and programs.

I further recommend, that the MPD develop quarterly performance and budget reviews utilizing traditional law enforcement tools, i.e. crime trends, citizen satisfaction surveys, calls for service, traffic crashes, UCR reports, population trends, etc. Annually, the Division Commanders should submit a written evaluation to the Operations Commander stating the progress made toward the attainment of goals and objectives.

I recommend that annually the Chief sponsor a **Commanders' Workshop** to review agency performance measures and establish the strategic and budgetary priorities of the agency.

I recommend the development of **Town Hall Meetings** as a two-way communication forum, through which Chief Buell can provide information to the community and gain knowledge of the community's desires for services. This can produce strategic management decisions to lead the agency in meeting its own and community standards of service. In simple terms, bring citizens into the MPD operational planning.

Finally, I recommend the development of a 2009-2013 Strategic Plan aimed at the challenges of providing a superior service to the citizens of Mandeville in the coming years.

Summary:

I have presented some of the basic principles of nationally known best practices for law enforcement organization, management and direction and offered some recommendations for resolution. These principles will guide the MPD in the performance of their operational duties as well as the Chief, Operations Commander, and Division Commanders in conducting their duties of **COMMAND** (providing direction) and **CONTROL** (keeping on the directed path).

All of the systems noted are interdependent, in that they tend to affect everything else. Training at the command level would be helpful in providing a better understanding of these management principles. I encourage the Chief to look at some additional options at reorganization. It may be necessary for a consultant to focus on a variety of organizational chart options and to consider more decentralization to provide increased community policing and problem oriented policing. An innovative approach may free additional commissioned personnel to an increased surge of manpower in higher crime areas, which in turn provides greater community support.

Final Recommendations-Organization, Management and Direction:

1. I recommend as the most basic of all elements of sound management, the development of a mission statement that is understood and internalized by all.
2. I recommend the MPD annually assess its position and set goals for further effort.
3. I recommend that goals be established on both departmental, division, and personal levels.
4. I recommend that each division on an annual basis develop a set of goals for the upcoming year.
5. I recommend that each division supervisor submit a written evaluation to the operations commander stating the progress made toward attainment of goals and objectives.
6. I recommend the Chief and Division Commanders develop a vision statement as to a compelling conceptual image of where the agency wants to be in the coming years.

7. I recommend the agency develop written organizational core values, which are adopted, understood and internalized by all personnel, describing how the organization conducts itself in carrying out its mission.
8. I recommend the Chief develop a written leadership philosophy to aid the supporting commanders, staff and officers a better understanding of the leader's thoughts, beliefs, and expectations for organizational performance.
9. I recommend, that the agency develop quarterly performance and budget reviews utilizing traditional law enforcement tools, i.e. crime trends, citizen satisfaction surveys, calls for service, traffic crashes, UCR reports, population trends, etc.
10. I recommend that annually the Chief sponsor a Commanders' Workshop to review agency performance measures and establish the strategic and budgetary priorities of the agency.
11. I recommend the development of Town Hall Meetings as a two-way communication forum, through which Chief Buell can provide information to the community and gain knowledge of the community's desires for services.
12. I recommend the development of a 2009-2013 Strategic Plan aimed at the challenges of providing a superior service to the citizens of Mandeville in the coming years.
13. I would further recommend that the Chief consider exploring reorganization options for the agency that better represent the true makeup of the agency.
14. Finally, I recommend training at the command level would be helpful in providing a better understanding of these management principles.

Training

Training must be consistent with the agency's mission and organizational core values and must reinforce the goals and objectives of the agency. This is one of the most important responsibilities that the Chief and Command Staff have. Supervisors can be held liable and accountable for the actions of their personnel if quality training is not provided. Quality training prepares the officer to act decisively and correctly, produces greater productivity, and builds quality team work and unity of purpose. Good training begins with basic policing, solid discipline and adherence to performance standards at the individual police officer level. Safety is an integral part of good training. The MPD officer who is trained from the beginning to look after the safety of their fellow officers is the very foundation of a strong, effective, and cohesive organization.

The MPD has some significant training deficiencies that can be rapidly overcome by command direction from the Office of the Chief of Police. A training committee needs to be developed by the Chief for the purpose of developing and evaluating training needs. This committee can address and develop training requirements as outlined in **Chapter 33, Training and Career Development**, for both the commissioned officer and the civilian employee. The committee can address areas such as:

- a. Attendance requirements
- b. Reimbursement for training
- c. Requirement for lesson plans
- d. Policy on remedial training
- e. Employee training records
- f. Recruit training academy issues
- g. In-service training
- h. Shift briefings
- i. Advanced training
- j. Training on the accreditation process
- k. Specialized training
- l. Civilian training
- m. Career development

Some of the problems existing at the MPD training level are as follows: Training records of employee personnel are not kept up-to-date. This is partially due to the confusion within the agency as to who is the Training Coordinator. There are no known or documented training procedures for updating employee records. It appears the confusion exists between the individual, trainer, records section and human resource department. This can be rapidly overcome by clear policy and by assigning responsibility at the Training Coordinator level.

The recruit upon completion of the basic law enforcement academy, is required to train at the agency level in policies and standards. This is accomplished at the Field Training Officer (FTO) level. Upon speaking with the two newest members of the agency, I discovered glaring deficiencies in this requirement.

The Field Training Officer (FTO) program additionally has some glaring deficiencies in the area of non-existent goals and objectives, code of conduct and familiarization of the department standards manual. This was confirmed through conversation with an officer recently undergoing the FTO program.

Perhaps the most glaring of all training deficiencies is in the annual retraining. As such, the MPD supports the concept of in-service training composed of a minimum of forty hours per year, for all commissioned officers. The MPD retraining program consists of the following by policy:

- a. Policies, procedures, rules and regulations.
- b. Case law affecting law enforcement operations.
- c. Function of agency in the criminal justice system.
- d. Exercise of discretion.
- e. Interrogation and interview techniques.
- f. Use of force policy to include deadly force.
- g. Emergency medical service.
- h. Performance evaluation system.
- i. Emergency fire suppression techniques.
- j. Investigative and technology techniques.
- k. Hazardous materials incidents.

- l. Contingency plans, including those relating to special operations and unusual occurrences.
- m. Crime prevention policies and procedures.
- n. Collection and preservation of evidence.
- o. Report writing and records system procedures and requirements.

The MPD has self-inflicted, through policy, an aggressive and nonrealistic in-service training program that is not attainable or realistic. In fact, the forty hour in-service program doesn't exist. Not mentioned in the forty hour in-service list are firearms retraining. However, firearms' retraining is up-to-date and is the only in-service training that the officer receives.

Roll call training programs is an outstanding method reinforcing training, introducing new information and developing supervisors. The roll call technique is not effectively utilized within the MPD. The agency is paying a contract service fee for the Law Enforcement Training Network (LETN). This is an outstanding roll call opportunity that is available to the MPD. Most agencies do not have this capability. Chief Buell's LETN initiative is applauded, but poorly executed as a training tool by the rank and file. This training capability should be utilized at roll call, supervisor training sessions, or the contract should be cancelled with LETN to save the taxpayer dollars.

Summary:

Chief Buell and the Commanders must provide a structured framework for all personnel operating within the MPD. Training to performance standards is the essence of what is required of a police agency. The MPD must direct all of its energy, resources, and time to reflect a training management focus. Quality focused training will help the MPD learn to work together as a TEAM and help encourage each other during the difficult times in the performance of their duties. MPD officers who are trained from the beginning to look after the safety of their fellow officers are the very foundation of a strong, effective, and cohesive organization with high morale.

In conclusion, Chief Buell may want to consider organizing a training committee and fixing responsibility for training development and execution by appointing a training coordinator. The training coordinator can be the in-house resident trainer (POST Qualified) or a reserve officer who has the capabilities to coordinate training activities on a part-time basis.

Some smaller departments depend on the services of nearby larger departments, regional or state training academies. Regardless of the in-service training option selected, training is a must in an occupation as complex and dangerous as police work.

Chief Buell continues to encourage and work with officers attempting to improve their higher education through college initiative. Higher education by officers improves communications and develops critical thinking in new ideas and concepts. Through the initiatives of Chief Buell, the Office of the Mayor and by approval of the City Council, the MPD provides an educational incentive for all employees in the form of increased pay. This is a progressive initiative not usually found throughout law enforcement agencies in Louisiana or nationally.

Final Recommendations—Training:

1. A training committee needs to be developed by the Chief for the purpose of developing and evaluating training needs.
2. I recommend fixing responsibility for training by assigning a Training Coordinator through policy.
3. I recommend reviewing the deficiencies in the Field Training Officer (FTO) program pertaining to the area of non-existent goals and objectives, code of conduct and familiarization of the department standards manual.
4. I recommend a complete review and revision of the 40 hour in-service training program that is not being followed.
5. I recommend that roll call training be implemented utilizing the MPD Law Enforcement Training Network (LETN) as an outstanding opportunity that is available to the agency.

Mutual Aid, Critical Incidents, Homeland Security

Mutual Aid relates to an agency's jurisdiction and the provisions and use of mutual aid and regional law enforcement services among agencies through cooperative agreement. The standards in this area relate to situations that are generally of an emergency nature that result from disasters both natural and man-made. Disasters include floods, hurricanes, explosions, and tornadoes. Chief Tom Buell holds the distinct honor as ***Chairman of the Parish 911 Board*** and ***Chairman of the Parish Local Emergency Preparedness Board***.

In a memorandum, dated February 23, 2006, from Chief Buell to all employees of the Mandeville Police Department, reference Special Assignments acknowledges that there have been questions by officers regarding the department's practice of helping neighboring towns with manpower. In the memorandum, Chief Buell makes it clear that the City of Mandeville has had agreements with other municipalities for many years and the practice has always been helpful. He cites the tornado that hit Covington as an example. He further advised the employees that he intends to maintain these agreements and any officer who refuses to comply with this or any other order will be subject to disciplinary action which may include termination.

Chief Buell and the Operations Officer were not able to produce any agreements with neighboring law enforcement in adjoining jurisdictions to provide assistance to each other in the event of a natural or man-made disaster, or other emergency situation.

Mandeville Police Department Standards Manual requires Mutual Aid Agreements with neighboring agencies to include the Louisiana State Police, Saint Tammany Parish Sheriff's Office and other local municipalities.

It is recommended that the agency comply with their standard in **Chapter 2, Mutual Aid**, and implement agreements that specify the agency's responsibilities regarding concurrent jurisdiction. The agreement should cover the legal status, procedures for vesting personnel legal authority to act in the receiver agency's jurisdiction, persons authorized to request aid,

which personnel are to report to, radio communication procedures, compensation for the use of the provider agency's resources, and procedures for reviewing and revising the agreement.

The MPD needs to immediately update **Chapter 46, Unusual Occurrences**, in their Standards Manual. This critical area of law enforcement has not been reviewed or revised since October 27, 1994.

The MPD needs to develop a written "ALL HAZARD" plan for responding to critical incidents such as natural and manmade disasters, disturbances, mass arrests, bomb threats, hostage/barricaded person situations, acts of terrorism, and other unusual incidents. The plan needs to follow the Incident Command System (ICS) protocols, which include functional provisions for: command, operations, planning, logistics, and finance administration. The Federal Emergency Management Agency's ICS is comprehensive, is available on the internet, and is widely used.

Two threat areas that require immediate attention are the development of a **Hurricane Operations Plan and an Active Shooter Plan** for all schools in the City of Mandeville. Additionally, the MPD needs to develop written plans for handling parades as a special event. State and Parish resources are available to assist with the development.

Since my discussions with the Chief concerning the two threat areas, Chief Buell took immediate corrective action by tasking the Operations Officer to "DRAFT" a hurricane plan for the City of Mandeville. The Active Shooter Plan was in discussion among the staff as a future project. At the conclusion of the staff inspection I learned that this project is in progress with the Saint Tammany Parish School Board, Safe Schools Plan.

I would recommend that Chief Buell develop a planning team. The team should be composed of senior MPD law enforcement, the Mayor's Office (legal, finance, city logistics, human resources, communications) and other law enforcement liaisons. The MPD is familiar with the components of National Incident Management System (NIMS) planning protocol. The agency has taken the initiative and directed members to complete all of the required training levels via the internet.

Since the MPD is a smaller agency, a special operations or tactical component (SWAT) does not exist within the agency. This is not necessarily a deficiency of the agency. The Chief elected not to staff, train and equip a tactical component. The MPD has access to a tactical component available with the Louisiana State Police and the Saint Tammany Parish Sheriff's Office. Special situations arise from time to time in all jurisdictions and as such, the MPD will be the first to arrive (first responder), even when the Parish and State are available. For this reason, there must be a written plan on who will be the lead agency and how the situation will be resolved.

Summary:

The MPD for many years has used verbal agreements and "good faith" to assist their neighboring jurisdictions. Their efforts are appreciated by the citizens and I commend their initiative and rapid mobilization and deployment to other jurisdictions. However, in today's complex and ever changing law enforcement role, it is wise to develop plans and agreements to facilitate mutual aid.

The agency self initiated a "**first draft**" of a **2008 Hurricane Plan** and stated that they will address the **Active Shooter Plan** in the near-term. With the Chief's command influence, quality plans can be developed by the key members of the MPD. If the long-term goal of the MPD is to become nationally accredited by CALEA, these requirements are not negotiable and must be completed to acceptable standards.

Final Recommendations—Mutual Aid, Critical Incidents, Homeland Security

1. It is recommended that the agency comply with their standard in **Chapter 2, Mutual Aid**, and implement agreements that specify the agency's responsibilities regarding concurrent jurisdiction.
2. I recommend the agency develop a written "ALL HAZARD" plan for responding to critical incidents such as natural and manmade disasters, disturbances, mass arrests, bomb threats, hostage/barricaded person situations, acts of terrorism, and other unusual incidents.

3. I recommend the agency move rapidly to complete planning on two threat areas that require attention, a **Hurricane Operations Plan and an Active Shooter Plan** for all schools in the City of Mandeville.
4. Additionally, I recommend the agency develop written plans for handling parades as a special event.
5. I recommend that Chief Buell develop an action planning team composed of senior MPD law enforcement, the Mayor's Office (legal, finance, city logistics, human resources, communications) and other law enforcement liaisons.
6. Finally, I recommend development of a written plan on who will be the **"lead agency"** and how situations will be resolved based on mutual aid, critical incidents and homeland security events.

Law Enforcement Operations

This portion of the assessment and review relates to Patrol, Criminal Investigations, Community Policing, and Communications.

Patrol Division:

During review of the patrol function I reviewed all written patrol directives, conducted individual and group interviews with the patrol officers, and participated in a patrol ride-along with the day and night teams.

The patrol division consists of four (4) Sergeants, (first line supervisors) who answer directly to the Patrol/Investigative Lieutenant, and eighteen (18) dedicated Patrol Officers responsible for the generalized function of patrolling in which the officers engage in a variety of activities. Two of the teams are composed of one (1) Sergeant and five (5) officers and the remaining two teams are composed of one (1) Sergeant and four (4) officers. The MPD has four teams that work shift work based on a twelve hour rotation. The patrol division has a good chain of command with an excellent span of control that should provide an excellent positive control.

Patrol areas are identified as Districts I, II, and III. The intent of the MPD is to rotate officers from one district to another as regularly as possible. The agency rotates personnel daily and does not require the Patrol Officer to stay in his/her district due to the geographical size of the city. The MPD justifies this approach as an attempt to enable the officers to become better acquainted with persons, businesses, organizations, and hazards in the district.

The standards manual **Chapter 41, Patrol**, does require some additional updating and more specificity to reflect the changes that have occurred within the agency since the last revision in October 1999.

I found the officers to be professional and friendly to the public. Their response time for calls-for-service can only be described as excellent with a three to five minute response time. This appears to be the norm rather than the exception.

The equipment provided to the officers exceeds standards with the exception of in-car audio and video recording systems. Presently, the agency has not fully fielded this system. There is no mandatory law enforcement requirement to do so. However, this technology can become an important piece of evidence in any type of investigative case. I would recommend the agency strongly consider installing audio and video recording systems and develop a written directive establishing guidelines for use, data security and access, and data storage and retention schedules. I spoke to the City of Mandeville Finance Director and discovered the city will support implementation before the end of 2008.

With twenty-two (22) personnel assigned to the Patrol Division, the agency has the opportunity to develop some additional patrol strategies. I would recommend and encourage that the Chief, Operational Commander and Patrol Lieutenant recognize the need for determining manpower requirements and allocation in patrol districts, centered around crime patterns, crime statistics, and citizen calls for service, based on the time and place of the occurrences.

Community Policing:

The MPD needs to use a new strategy rather than the “way we have always done things” approach. This would require a fresh look at the organizational chart. This was briefly discussed in the **ORGANIZATION, MANAGEMENT and DIRECTION** portion of this report. Some simple approaches, such as directed patrol in high crime areas combined with random patrols, foot patrol, bicycle patrol and problem-oriented policing would go a long way to increasing police visibility and reducing community fear of crime.

From my observation, the MPD is still utilizing a combination of the “Traditional Policing” concept of the late 1960’s and a “Team Policing” concept of the early 1970’s. Both concepts were widely utilized throughout law enforcement. The focus of both models was on crime control (traditional policing) and crime control and prevention (team policing). Both concepts were considered to be reactive models rather than a pro-active model. Police reform has moved law enforcement agencies into the concept of “Community Policing”. The focus of community policing is crime prevention and a more service oriented approach. This model is a pro-active concept that empowers the officer to be an enforcer, planner, organizer, coordinator

and counselor. This concept has been around since the 1980's and continues today. This strategy of community policing is not effectively utilized by the MPD. Robert Peel, father of law enforcement, once stated, "The police are the public and the public are the police."

The IACP defines Community Policing as;

"Community Policing is a strategy in which law enforcement agencies work in partnership with a community to solve problems of crime and disorder. Police must engage the community and work together to solve problems. It is not a program undertaken by a specialized unit in a department. It is a philosophy that guides the entire departments approach to policing."

Chief Buell has a brief community policing statement in the welcome address found on the internet. I found little evidence that the officers execute community policing. Most MPD officers believe community policing is a program such as DARE, SRO or the total responsibility of one community service officer. This could not be further from the truth. It is not a program, but should be a philosophy of the entire agency. It is a collaboration between police and community to work together to solve problems. The emphasis is to have the community become active in problem solving.

The agency needs to revisit the community policing philosophy, implement the principles of community policing and obtain quality training for all commissioned officers. This would require the Chief and Commanders to decentralize decision making by allowing community policing officers the autonomy and freedom to act, and by empowering all officers to participate in community-based problem solving.

The agency needs to reconsider a move away from the present form of traditional and team policing where the emphasis is on making arrest. They should embrace community policing that promotes community and government agencies working together to solve problems.

With a written community policing philosophy, total commitment from the MPD and the Office of the Mayor, reorganization of the agency, combined with the manpower that is presently available, the City of Mandeville is in a position to become a model agency for effective Community Policing. The MPD maintains 3.4 to 1,000 police to citizen ratio. This is a very

positive aspect of the agency and is above the national average of 2.4 to 1,000. Discussions with Mayor Eddie Price clearly indicated that he is in total support of community policing and fully embraces the concept.

Investigations Division:

The Investigations Division is composed of one (1) Sergeant, five (5) criminal investigators and one (1) part-time investigator. The Sergeant reports directly to the Patrol/Investigations Lieutenant.

The role and responsibility of the Investigations Division is to conduct preliminary, follow-up, and special subject investigations. The Standards Manual **Chapter 42, Criminal Investigations**, requires additional updating and more specificity to reflect the changes that have occurred within the agency since the last revision in November 1994.

A criminal investigation requires a specialization on the part of the investigator with additional needs for training. Presently, this division is totally responsible for all follow-up investigations. The patrol officer is required to conduct a follow-up investigation after taking the initial complaint. This policy improves officer skill development by allowing uniform police officers to conduct investigations into all minor crimes, and refer them only to detectives when they have reached a dead end. This provides detectives an opportunity to focus on more serious major crimes and possibly reduce the number of detectives required.

Conversations with the rank and file clearly indicated much controversy and contention over the number of personnel assigned to criminal investigations. The general feeling is that a balance does not exist based on case work and personnel. It is difficult to judge the efficiency or effectiveness within investigative case work. I would offer for consideration that the rule of thumb for most municipal agencies is 10% to 15% of sworn personnel should be assigned to investigations. Based on this formula, the MPD should have between four (4) to six (6) investigators permanently assigned.

When you apply this formula, the MPD is three (3) investigators over strength based on the 10% rule and is one investigator over based on the 15% rule. The overage does not clearly take

into consideration that one of the detectives is part-time and two additional detectives are dedicated to evidence/property and case management respectively. When you remove these individuals from the investigative unit and realign them in a different division (support) within the MPD, the manpower is in line with most municipal police agencies of 10% to 15%. This is certainly an area for further discussion during departmental reorganization.

Communications:

The Communications Division is composed of nine (9) personnel. A Communications Supervisor (civilian) is responsible for eight (8) Communication Dispatch Operators. There are two (2) dispatch operators assigned to each of the four shifts. The operator is also responsible for greeting and attending to a variety of walk-in citizen request of information.

The Communications Supervisor is assigned additional tasks outside of his primary function by the Chief of Police. This has caused a vacuum in supervision. Presently the Dispatch Operators lack consistent direct supervision and in many cases are evaluated by other commissioned supervisors. As a result, concerns over training, equipment, policy and procedural issues result in little or no supervisory feedback. The supervisory gap can be overcome by placing the Communications Supervisor back in dispatch and holding him accountable for his duties.

During my staff visit, I observed the security camera systems at the harbor, sunset point, tunnel, and the trailhead to be intermittent. The Dispatch Operators were concerned that the system was not operational. The camera system was installed by ONGO Live, a video surveillance firm based in Mandeville. The camera system is a forward looking approach to providing increased safety and security for citizens and visitors. It has a positive effect of creating a force multiplier for enforcement patrol personnel.

A meeting with the Finance Director and staff assured me that the system problems have been addressed and the cameras were now operational in 75% of the area. A check with the monitors did confirm this. Another safety and security issue identified was the lack of surveillance cameras on the prisoner transport door and rear door of the police station. Additionally, the security codes for building entry are not changed on a rotating schedule.

These issues were brought to the attention of the Operations Commander and are being addressed by the Chief and staff.

One final issue not adequately addressed in this report is the number of personnel assigned to Communications. Due to the high number of personnel assigned to Communications (nine), one can only conclude that this is effective. This represents 16.4% of the department's total available strength dedicated to Communications. Is this efficient? I would recommend that the Chief conduct a comprehensive staff study into the following problem statement:

To determine the best approach to communications dispatch by the MPD, utilizing either a decentralized option (present configuration) or a centralized option (Parish 911 Dispatch Center) or a combination option (both decentralized and centralized) for the purpose of improving efficiency and effectiveness.

If the recommendation remains to continue with the decentralized approach (present configuration), the Chief should consider another staff study to determine the best course of action in structuring staffing within communications dispatch aimed at efficiency and effectiveness outcomes. A tentative problem statement might read:

How to efficiently utilize the nine personnel in communications dispatch by reorganizing the communications operations to best support law enforcement and citizen calls for service by either a balanced option (present configuration) or a surge option (heavy on day shift/light on night shift) or a fixed option (permanent shifts) or a reduction option (reduction in positions) aimed at efficiency and effectiveness outcomes.

Summary:

Chapters 41, Patrol and Chapters 42, Criminal Investigations, require additional updating and more specificity to reflect the changes that have occurred within the MPD and CALEA Standards for Law Enforcement Manual. The agency has the opportunity to identify and execute some additional tactical strategies at the patrol level to increase police visibility and reduce fear of crime.

The Investigations Division, although capable of fielding a rapid response to both minor and major crimes, needs to continue allowing patrol officers to conduct follow up investigations

into all minor crimes. Investigators can then concentrate solely on major investigations or those patrol investigations that reach a dead end. The Chief and Commanders need to consider a realignment or reorganization of investigative personnel to reflect the current departmental operations. Community policing initiatives need to be revitalized by the Chief and Commanders. Additional study is required in communications to determine the most efficient and effective options for dispatch.

Final Recommendations:

1. I recommend the agency strongly consider installing audio and video recording systems and develop a written directive establishing guidelines for use, data security and access, and data storage and retention schedules.
2. I recommend that the Chief, Operational Commander and Patrol Lieutenant recognize the need for determining manpower requirements and allocation in patrol districts, centered around crime patterns, crime statistics, and citizen calls for service, based on the time and place of the occurrences.
3. I recommend the agency revisit the community policing philosophy, implement the principles of community policing and obtain quality training for all commissioned officers.
4. I recommend the agency reconsider a move away from the present form of traditional and team policing where the emphasis is on making arrest and embrace community policing that promotes community and government agencies working together to solve problems.
5. I would recommend for consideration that the rule of thumb for most municipal agencies is 10% to 15% of sworn personnel should be assigned to investigations. Based on this formula, the MPD should have between four (4) to six (6) investigators permanently assigned.
6. I would recommend the Chief and Commanders to consider a realignment or reorganization of investigative personnel to reflect the current departmental operations.

7. I recommend the Communications Supervisor be relieved of assigned additional tasks outside of his primary function, placed back in Communications, and held accountable for concerns over training, equipment, and policy and procedural issues. This move will overcome the supervisory gap that now exists.
8. Finally, there is one final issue not adequately addressed in this report is the number of personnel (9) assigned to Communications. This represents 16.4% of the department's total available strength. Is this efficient? I would recommend that the Chief conduct a comprehensive staff study aimed at efficiency and effectiveness.

Significant Achievements

D.A.R.E. Program

In 1983, the Los Angeles Police Department and the Los Angeles Unified School District developed the Drug Awareness and Resistance Education Program, (D.A.R.E.), to deter the number of children engaging in drug use, violent criminal activity and to quell gang membership. The D.A.R.E. program focuses on teaching children and adolescents the necessary skills to make positive and thoughtful decisions.

Through the administration of the D.A.R.E. program, the Mandeville Police Department aims to promote citizenship by teaching the youths of Mandeville and the surrounding areas the pertinent mechanisms necessary to make positive decisions. Currently, the Mandeville Police Department's D.A.R.E. program reaches approximately 1,600 students annually. The D.A.R.E. program is funded through a grant from the State of Louisiana. The monies pay half the officers' salaries and for their yearly in-service training. The Mandeville Police Department is able to send their D.A.R.E. officers to the National Training Conference through contributions from local businesses.

The Mandeville Police Department currently employs two fulltime and two part time D.A.R.E. officers. Officer Anton Schwartz currently teaches D.A.R.E. part time and also fulfills the role of school resource officer at his current assignment. Beyond his assigned duties, Officer. Schwartz also contributes to the Junior High he serves by coaching softball, football, and track. Officer Schwartz was the 1997 recipient of the Louisiana D.A.R.E. Officer of the Year Award. Officer Kindler joined the D.A.R.E. Program in 1995. He has served on the Board of Louisiana D.A.R.E. Officers Association for four years and was President of the association during the 2002-2003 school years. In 1999, Officer Kindler received the Louisiana State Attorney General's Office "La. Peace Officer of the Year Award". The third member of the Mandeville Police Department D.A.R.E program is Officer Darren Powell. Officer Powell has accumulated eight years of experience in the D.A.R.E. program while serving with the Washington Parish Sheriff's Office.

He joined the Mandeville Police Department in 2008. He assumed the fulltime position that was vacant when Officer Schwartz began serving as a part time D.A.R.E. officer. The final member of the team and part time D.A.R.E. instructor is Officer Charles Sullivan. He received the 2007 Officer of the Year Award from the Knights of Columbus. Officer Sullivan was the first School Resource Officer in the Saint Tammany Parish Public High School System. At the request of Chief Buell, Officer Sullivan became a D.A.R.E. instructor in 1999.

Technology:

Also the MPD is making great strides to stay on track with ever changing technological developments. Employees of the Mandeville Police Department utilize numerous Information Technology resources in support of their job functions. Examples include Microsoft Outlook/Exchange for email, contacts, scheduling, and tasking. Additionally, personnel use systems comprising computerized record keeping, intelligence databases, 911 telephony, wireless data, and radio communications.

The department maintains a computerized Records Management System (RMS) which consists of *Computer Aided Dispatch (CAD)*, *Incident Reporting*, *Jail/Booking*, and *Court* modules. All misdemeanor, municipal, and traffic related cases move seamlessly from call taking through adjudication within this system.

All pertinent information regarding calls for service is entered into the CAD system, and quickly dispatched to patrol officers. Address and ID files readily provide prior address history and information regarding previous contacts with related parties.

Incident Reports are completed containing detailed information regarding offenses, victims, offenders, property, and a written narrative regarding the specifics of the case. This data is further provided to the City Attorney/Parish District Attorney as appropriate for prosecution. Information is also gathered here to generate crime statistics for departmental and is provided to the state and federal government.

The Jail/Booking module allows for creation of warrants and affidavits, entry of arrest, digital "mug-shot", and offense and prisoner processing related data. The Court module contains

records relating to adjudication of matters handled within Mandeville City Court, such as pleas, fines and sentences. Digital evidence (e.g., photographs, document images, audio/video recordings) is also maintained on a restricted access basis.

Backups of computer based records are performed on a routine schedule to ensure continuity of operations in the event of equipment failure/malfunction, natural disaster, or other unforeseen circumstances.

Communications, Criminal Patrol, and Investigative personnel rely heavily on, and have ready access to additional databases (some public, some restricted), which contain a wealth of information on numerous subject matters. The Louisiana Law Enforcement Telecommunications System (LLETS), the Louisiana Integrated Criminal Justice Information System (ICJIS) and National Crime Information Center (NCIC) are available both in office, and via a secure wireless network accessible via notebook computers in patrol units. Other resource examples include the National Insurance Crime Bureau's (NICB) **VinAssist** program for tracking and the recovery of stolen vehicles, the National Center for Missing and Exploited Children's (NCMEC) Locater program for missing, abducted, and runaway children, and commercial, public, and private databases (e.g., Lexis/Nexis, Microsoft Law Enforcement Portal, Louisiana Secretary of State Corporations Index, etc.).

The department uses an 800MHz EDACS trunked radio system as its primary means of radio communication. The infrastructure of this system is provided by and maintained by the St Tammany Parish Sheriff's Office, however, the department is responsible for providing and maintaining its own radio equipment (i.e., handheld and mobile radios). The department further utilizes a 2 channel, multi-site VHF voting system as a redundant means of radio communications, and is now fielding radios capable of operating on the State of Louisiana's 700MHz P25 trunked radio system. Together, these systems will provide triple redundancy for voice radio communication.

The department is also moving forward to further integrate with the city's digital document management system. Digitizing and indexing of correspondence, purchasing documentation, forms, and records should greatly enhance productivity in all areas.

Funding has been allocated and a request for proposals is being compiled for acquisition of digital in-car video for patrol units. The city has also chosen to place video cameras in selected public locations in order to deter vandalism and crime. Deployment and operation of these cameras has been hindered at times by equipment trouble, road, and facility construction. When completed, the live camera video and playback will be available at the Mandeville Police Department.

Some technologies that might otherwise have been cost prohibitive or unattainable have been acquired through grants. Examples include digital cameras, radio interoperability, night vision, digital video enhancement, and less lethal weapons systems and equipment.

The Mandeville Police Department strives to acquire and leverage Information Technology to further their mission in a cost effective and timely manner, and recognizes the need to adapt to the always changing technological landscape.

Hurricane Katrina:

Hurricane Katrina was an extraordinary event of almost unimaginable destruction that strained the capacities of all local resources. The MPD activated all commissioned officers forty-eight hours prior to the storm's landfall. During this time they aided the flow of evacuees by working traffic control. For the storm's arrival, the MPD stationed ten officers at the police department, ten at the Pearl River County Mississippi Jail, and the remaining officers were housed at a motel north of I-12.

Immediately after the storm all employees were brought back to the police department. In a short time the station was at full function with the exception of landline phones and television. The officers began working to meet citizen's needs using boats and a military vehicle. The officers were working twelve hour shifts seven days a week. Many of the officers lost their home or had them severely damaged by the storm. Despite the loss of property and their isolation from their families, the officers continued on.

The MPD focused on searching homes in the flooded Old Mandeville area and quickly resolved any reported looting. The police department itself became a center of operation for various public works agencies, public officials, and the National Guard.

Summary:

According to the D.A.R.E. officers, the program has reached approximately 30,000 students in the Mandeville area. The officers have many stories to share demonstrating the positive relationships established between the students of Saint Tammany Parish and their respective D.A.R.E. instructor(s). Officer Schwartz has attributed the arrests and apprehension of several suspected drug related criminals to the relationships that were established between the student and officer during their time together in the D.A.R.E. program.

The MPD is incorporating many different and effective technological aspects into their policing. Thus greatly increasing their effective capabilities to address, record, and deter criminal activity in the Mandeville area.

Even in the midst of a natural disaster, the MPD continued to perform its duty to protect and serve the citizens of Mandeville. Enduring long hours and disregard for their own personal loss the officers carried on and fulfilled their duty.