

# **Office of Inspector General**

**City of New Orleans**

## **New Orleans Police Department Funding**

**E. R. Quatrevaux  
Inspector General**

**Final Report**

**May 6, 2015**

OFFICE OF INSPECTOR GENERAL  
CITY OF NEW ORLEANS



ED QUATREVAUX  
INSPECTOR GENERAL

May 6, 2015

Re: New Orleans Police Department Funding

I certify that the inspector general personnel assigned to this project are free of personal or other external impairments to independence.

A handwritten signature in blue ink, appearing to read "E.R. Quatrevaux", positioned above the printed name.

E.R. Quatrevaux  
Inspector General

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The Office of Inspector General of the City of New Orleans (OIG) conducted a review of funding for the New Orleans Police Department (NOPD). The purpose of this review was to provide policy makers and the public with a complete picture of NOPD spending and performance. Evaluators identified NOPD revenue sources and calculated the total amount of money spent on the NOPD per year from 2008 to 2013. On average, with the inclusion of capital expenses and indirect costs, total NOPD expenditures were 27 percent higher than NOPD's line item in the City's operating budget.

The OIG's examination of NOPD funding issues takes place during a major NOPD recruitment drive and in the context of a policy decision to hire several hundred additional officers. The City's stated goal is to increase NOPD's force strength to 1,600 officers, an increase of 45 percent over December 2014 staffing levels. NOPD is the largest City department and accounted for approximately one quarter of city general fund spending from 2008 through 2013. Increasing NOPD's force size to 1,600 would cost taxpayers tens of millions of dollars in additional policing costs. This significant policy decision raises an important question: is there evidence that the increase in police spending due to hiring hundreds of additional officers would result in better public safety outcomes?

General fund spending for the New Orleans Police Department (NOPD) varied measurably between 2008 and 2013. In 2008 and 2009 the NOPD spent an average of \$147 million, including millions of dollars in federal funds related to Hurricane Katrina. In 2010, as the City transitioned to a new mayor and police chief, and federal hurricane recovery funding diminished, the City reduced its overall budget by 7 percent, and NOPD spending dropped by 12 percent to \$130 million. NOPD spending remained at the 2010 level in 2011 and then increased to \$135 million in 2012. In 2013 police-related spending increased to \$140 million with the inclusion of costs related to consent decree requirements intended to bring NOPD into compliance with constitutional policing practices.

From 2009 to 2010 the City cut spending on police by 12 percent when one-time federal disaster funding used to pay police overtime costs ran out. The cuts to NOPD personnel overtime were concentrated in the Field Operations Bureau and the Management Services Division. In contrast, deployment in the Investigations

and Support Bureau remained steady. Evaluators also found that the number of supervising officers remained steady as the number of officers declined from 2002 on, decreasing the number of officers assigned to each supervisor. In addition, there was also a steep drop in the number of civilian employees in the NOPD between 2005 and 2007, and officers took on some tasks that had previously been staffed by civilians. Overall, however, the number of police officers rose from 2008 to 2010 before gradually falling back to approximately the 2008 level in 2013.

An analysis of the effect the marked reduction in funding had on the NOPD's performance could help policy makers make informed decisions about allocating scarce financial resources. However, the City provided little information that indicated a possible relationship between spending less money on police overtime and outcomes related to policing from 2008 through 2013.

Evaluators could not gauge the effects of changes in spending because so little information was captured about police performance, how public dollars were spent on specific programs and activities, and the relationship of spending to public safety outcomes. The City did not provide consistent information in the materials it prepared for the Council prior to budget adoption and the performance measures contained in ResultsNOLA included little evidence that the strategies police employed worked and, if so, why.<sup>1</sup>

Police work is multi-dimensional and no single performance measure will provide a reliable picture of police performance. Evaluators attempted to use the Commission on Accreditation for Law Enforcement Agencies (CALEA) comprehensive model to measure NOPD performance but found NOPD data to be unreliable. Evaluators recommend that the City adopt a more comprehensive police performance model and clearly link research-based strategies and policies proven to be effective to agreed-upon public safety outcomes. Finally, evaluators echo the recommendations in several reports that suggest that NOPD improve its data quality.

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<sup>1</sup> According to the City's website "ResultsNOLA reports include critical performance measures, or Key Performance indicators, of every department, and track progress towards Citywide goals. Tracking these measures provides important information for management decision-making and demonstrates accountability for delivering services to citizens." Accessed May 4, 2015, <http://www.nola.gov/performance-and-accountability/initiatives-and-reports/resultsnola/>.

This evaluation includes two findings and recommendations:

- The City's budget books and ResultsNOLA reports did not provide the Council or the public with details about performance that could lead to informed decision-making about budgeting. The City should adopt a more complete police performance measurement model and evidence-based policy, which will provide decision-makers with information they need to allocate appropriate resources to the NOPD.
- NOPD data were unreliable and could not be used to evaluate performance. The OIG recommends that the NOPD institute better controls on data collection and management.

The recommendations presented in this report are intended to assist the Council, Mayor, and NOPD Superintendent with creating a budget and managing police resources to ensure the best outcomes for the lowest cost. It is critical that decision-makers be able to determine whether evidence-based strategies were employed effectively to improve specific public safety goals and outcomes. That information can then be used to understand how funding and deployment decisions affect police services.

## I. OBJECTIVES, SCOPE, AND METHODS

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The Office of Inspector General of the City of New Orleans (OIG) conducted a review of funding for the New Orleans Police Department (NOPD). The purpose of this review was to provide policy makers and the public with a complete picture of NOPD spending and performance. Evaluators calculated the total amount of money that was spent per year on the NOPD from 2008 to 2013.<sup>2</sup>

The primary objective of this review was to determine the total dollar amount of all NOPD revenue sources and how those funds were spent on police services. Evaluators included monies appropriated by the City Council for the NOPD (including operating and capital expenses), monies that were spent by other City departments for NOPD activities (for example, the Chief Administrative Office paid for fuel used by the NOPD), and monies spent by outside agencies or organizations, such as state supplemental pay or in-kind donations from the New Orleans Police and Justice Foundation (NOPJF). Evaluators also compared spending in New Orleans to other cities based on two sources: data evaluators collected from five benchmark cities and data included in a key report on measuring police performance, *Striving for Excellence*.<sup>3</sup>

Evaluators' secondary objective was to examine connections between spending and police performance. Does the Department spend its money in a way that reflects desired public safety outcomes? Are the Department's performance metrics tied to those outcomes? Evaluators attempted to measure the impact of changes in police spending on police outcomes over a period of time and compared NOPD cost and performance to a sample of benchmark cities. However, problems with NOPD data integrity undermined the validity of the analysis. In addition, budget documents did not provide detailed enough information to determine whether spending on specific programs and activities achieved public safety goals and objectives.

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<sup>2</sup> Evaluators calculated total revenue and expenses (including outside expenses) from 2008 to 2012 and line item expenses from 2008 to 2013.

<sup>3</sup> Robert C. Davis et al., *Striving for Excellence: A Guidebook for Implementing Standardized Performance Measures for Law Enforcement Agencies* (Washington, DC: Bureau of Justice Administration, 2008), accessed October 31, 2014, <http://www.calea.org/sites/default/files/Guidebook.pdf>.

Evaluators collected the data used to measure NOPD performance from a variety of sources. For the amount spent on the NOPD, we used all operating (non-capital expenses) recorded in the City's general ledger, including state supplemental pay. The NOPD collected most of the data evaluators used to measure NOPD performance. Police collected some data, such as the crime rate and clearance rate, to report to the Federal Bureau of Investigation in the Uniform Crime Reporting (UCR) Program. The NOPD collected other data to monitor performance internally and assist with personnel decision-making. These data included information from the computer-aided dispatch (CAD) system, the criminal investigation case management system, and the internal investigations data management system. Evaluators also included results from an NOPD survey that measured the satisfaction of citizens who had requested service from the police.

In addition to data compiled by the NOPD, evaluators used data from three other sources. Evaluators included results from the New Orleans Crime Coalition's annual community satisfaction survey, which measured public attitudes toward police and victimization in New Orleans. In addition, the Law Department provided a list of civil suits filed against the NOPD or NOPD officers. Finally, the City's Office of Information Technology and Innovation provided data on the number of sick hours taken by NOPD officers.<sup>4</sup>

This report is the second installment in a wider analysis of spending across the New Orleans justice system that will include a series of similar funding studies of the various justice agencies. The objective of the series is to document all agency revenues and expenditures and assess agency performance. To the extent that available data will allow, the OIG intends to connect spending and policy decisions to justice outcomes in order to promote a rational overall spending structure for justice agencies. The series will also use information from reports on individual agencies to explore systemic issues: i.e., how do funding and policy decisions directed toward one agency affect other agencies?

The series will include: the Law Department, Traffic Court, Municipal Court, District Attorney's Office, Orleans Public Defenders, Criminal District Court, Clerk

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<sup>4</sup> Evaluators did not include other taxpayer costs that could arguably be considered policing expenses. For example, the costs associated with Louisiana State Police officers who augment patrols in the French Quarter or fees paid for neighborhood security districts that provide additional patrol. Evaluators determined, however, that these costs fell outside the scope of this review.

of Criminal District Court, Coroner's Office, Juvenile Court, the Youth Study Center, Civil District Court, First and Second City Courts, Constables of First and Second City Courts, and Clerks of First and Second City Courts. The OIG issued the first review in this series, a review of Orleans Parish Sheriff's Office funding, in the spring of 2013.

The review was conducted in accordance with the Principles and Standards for Offices of Inspector General for Inspections, Evaluations, and Reviews.<sup>5</sup>

OIG staff was greatly assisted in the preparation of this report by the full cooperation of City and NOPD employees and officials.<sup>6</sup>

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<sup>5</sup> "Quality Standards for Inspections, Evaluations, and Reviews by Offices of Inspector General," *Principles and Standards for Offices of Inspector General* (Association of Inspectors General, 2004).

<sup>6</sup> This review was made possible in part by a grant from Baptist Community Ministries, which had no input into or advance knowledge of any of the information contained in this report.

The OIG’s examination of NOPD funding issues takes place during a major NOPD recruitment drive and in the context of a policy decision to hire several hundred additional officers. The City’s stated goal is to increase NOPD’s force strength to 1,600 officers, an increase of 45 percent over December 2014 staffing levels.<sup>7</sup>

The decision should prompt serious conversation about the City’s willingness to incur tens of millions of dollars in additional policing costs at a time when the rising cost of police personnel and fiscal constraints nationally have prompted a “more pragmatic political view of policing’s affordability.” For most cities, “the question of affordability has become the driving force behind what many are referring to as the ‘new normal’ in policing.”<sup>8</sup>

NOPD’s proposed build-up also occurs at the same time the Department has the weighty task of working with federal consent decree monitors to bring NOPD policing practices up to constitutional standards. The consent decree mandates substantive improvements in a wide array of policing practices and procedures, many of which come with significant price tags attached.

Between 2008 and 2013 general fund spending for the New Orleans Police Department (NOPD) varied. NOPD is the largest City department and accounts for approximately one quarter of City general fund spending. In 2008 and 2009 the NOPD spent an average of \$147 million, including millions of dollars in federal funds related to Hurricane Katrina. By 2010, as the City transitioned to a new mayor and police chief, and federal hurricane recovery funding diminished, the City reduced its overall budget by 7 percent, and NOPD spending dropped by 12 percent to \$130 million. After 2010 NOPD spending remained at the same

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<sup>7</sup> Mitch Landrieu, “Mayor Landrieu, Chief Harrison welcome NOPD Recruit Class #171” (video), accessed March 12, 2015, <https://www.youtube.com/watch?v=LOYilNns6lo>.

<sup>8</sup> Jim Bueermann, “Being Smart on Crime with Evidence-Based Policing,” *NIJ Journal* 269 (March 2012): 13, accessed February 27, 2015, <https://ncjrs.gov/pdffiles1/nij/237723.pdf>. Between 2000 and 2010, police spending nation-wide increased at a faster rate than the rate of spending on corrections and judicial functions. Public dollars spent on police increased more than fourfold between 1982 and 2006. The increases were driven largely by rising personnel costs and an increase in the public demand for police services. George Gascón and Todd Foglesong, “Making Policing More Affordable: Managing Costs and Measuring Value in Policing,” *New Perspectives in Policing* (Washington, D.C.: National Institute of Justice, 2010), 1, accessed March 1, 2015, <https://ncjrs.gov/pdffiles1/nij/231096.pdf>.

level in 2011 and then increased to \$135 million in 2012. In 2013 police-related spending increased to \$140 million with the inclusion of costs related to the consent decree.<sup>9</sup> In each year of this timeframe, the City Council appropriated approximately one quarter (25 percent) of the general fund to NOPD.

An important question arises: did the amount spent on police affect public safety outcomes? The NOPD provided no data to show the effects of an additional \$17 million in spending in 2008/2009 or to compare the effects of that level of investment to the provision of police services in 2010 at a lower cost. This was due in part to the fact that NOPD's budget provided no detailed information about the cost of its specific programs, activities, or functions. Additionally, problems with NOPD data integrity undermined evaluators' attempted analyses of accepted measures of police performance, and what data were available did little to connect police practices to public safety outcomes. This situation is not unique to New Orleans; practitioners and researchers alike note that unreliable data and "simplistic statistics" are all too common.<sup>10</sup>

Unreliable data and the absence of meaningful evidence about outcomes may be the current reality, but accountability should be front and center in discussions about increasing taxpayer investment in police. Over the last ten years, professional dialogue among police executives and researchers has evolved from a focus on data-driven strategies to an increasing awareness that evidence-based practices grounded in research should be used to improve public safety outcomes.

An increasing number of police departments are undertaking a "fundamental re-examination of how police departments are staffed and what work they do," and police executives feel pressure to reduce crime while containing costs.<sup>11</sup> According to one retired police executive turned scholar:

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<sup>9</sup> United States v. City of New Orleans, 12-1924, E.D. La., *Complaint*, Doc. No. 1, July 24, 2012, accessed October 31, 2014, <http://www.laed.uscourts.gov/Consent/consent.htm>.

<sup>10</sup> David Weisburd and Peter Neyroud, "Police Science: Toward a New Paradigm," *New Perspectives in Policing* (Washington, D.C.: National Institute of Justice, 2011), 12, accessed February 28, 2015, <https://www.ncjrs.gov/pdffiles1/nij/228922.pdf>. See, for example, Gascón and Foglesong, "Making Policing More Affordable," 5, for problems with Mesa (AZ) Police Department's data; and Lawrence W. Sherman, "Evidence-Based Policing," *Ideas in American Policing* (Washington, D.C.: Police Foundation, 1998), 11.

<sup>11</sup> Christopher Stone and Jeremy Travis, "Toward a New Professionalism in Policing," *New Perspectives in Policing* (Washington, D.C.: National Institute of Justice, 2011), 12.

Decreases in funding for public safety mean that police departments cannot support an ever-increasing number of law enforcement officers—or, in many cases, even the status quo. Therefore, police officials must shift their attention to the science of controlling crime and disorder. That model is called evidence-based policing, and it represents the field’s ‘most powerful force for change.’<sup>12</sup>

Evidence-based policing uses “the best available research on the outcomes of police work to implement guidelines and evaluate agencies, units, and officers.”<sup>13</sup> It requires shifting from police practices “based on organizational culture and political and community expectations” to one based on scientific findings.<sup>14</sup> This is a major departure for the field of policing, which has been seen “as a ‘blue collar job’ rather than a profession supported by a credible corpus of knowledge.”<sup>15</sup> Given the amount of money taxpayers are asked to invest, it seems reasonable to expect that large police agencies costing cities hundreds of millions of dollars each year take responsibility for advancing and testing their practices.<sup>16</sup>

In sum, departments should be able to demonstrate that taxpayer dollars are being spent on evidence-based practices and programs proven effective and that law enforcement policy decisions were made to achieve intentional public safety goals.

Section III of this report identifies the NOPD’s sources of revenue and charts fluctuations in revenue from 2008 through 2012.

In Section IV evaluators document the total cost of the NOPD, which is greater than the police line item in the City’s budget alone. Evaluators considered additional costs such as indirect support services provided by other City agencies, water provision, and in-kind donations from local non-profit corporations.

Section V of the report explores how the Mayor and Council budgeted for the NOPD. The budget is primarily based on expenses incurred the previous year, but

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<sup>12</sup> Bueermann, “Being Smart on Crime,” 12. Bueermann’s quote is from Lawrence W. Sherman, “Evidence-Based Policing,” 12 (see footnote 4).

<sup>13</sup> Sherman, “Evidence-Based Policing,” 3.

<sup>14</sup> Bueermann, 13.

<sup>15</sup> Weisburd and Neyroud, “Police Science: Toward a New Paradigm,” 10.

<sup>16</sup> *Ibid.*, 11.

the Mayor and Council have discretion to add resources or to cut the budget through attrition, layoffs, or furloughs.

Section VI reviews how NOPD management deployed the resources that the Council allocated for police services.

Finally, in Section VII, evaluators attempted to measure the impact of changes in NOPD spending on the provision of police services.

### III. NOPD REVENUE

Revenue to fund the NOPD came from several sources from 2008 through 2012. Sources included the City's general fund through both line item allocations to the NOPD and allocations to other departments that provide indirect support to the NOPD, capital fund allocations, and outside agency expenses. This section details revenue that financed general fund expenses. See [Appendix A](#) for further details on funding sources and expenses.

#### NOPD OPERATING EXPENSES LINE ITEM SOURCE OF FUNDS

The majority of the NOPD's revenue came from the general fund, and the New Orleans Council controlled the majority of the revenue streams that funded the NOPD. These funding streams included revenue from the City's general fund, state and federal grants, and self-generated funds.

**Figure 1.** NOPD Operating Revenues 2008 – 2012

	2008	2009	2010	2011	2012
General Fund	\$113,100,432	\$119,332,022	\$127,883,538	\$130,272,813	\$128,606,454
Self-Generated	\$332,363	\$494,499	\$294,895	\$426,731	\$592,792
LA Law Enforcement	\$1,824,589	\$1,102,449	\$576,589	\$466,444	\$403,911
Federal Grants	\$19,590,834	\$25,197,567	\$792,047	\$-1,588,757 <sup>17</sup>	\$5,282,354
State Grants	\$122,457	\$97,441	\$222,540	\$834,339	\$196,953
Total	\$134,970,675	\$146,223,978	\$129,769,614	\$130,411,570	\$135,082,464

Source: City of New Orleans Budget Books

Each of these revenue sources is discussed in the following subsections.

#### GENERAL FUND REVENUE

The Council used the general fund to finance a majority of NOPD operations. The general fund included New Orleans property and sales tax revenues and a variety of other fines and fees. General fund revenue increased steadily, from \$470

<sup>17</sup> Negative revenue is due to accounting adjustments to correct a prior year FEMA fund transaction. The Budget Office provided an alternative set of revenue for all police grants that did not include adjustments: \$21,973,939 in 2008, \$20,913,773 in 2009, \$1,687,595 in 2010, \$4,751,439 in 2011, and \$5,934,513 in 2012.

million in 2008 to \$585 million in 2013.<sup>18</sup> Excluding 2012 the Council allocated roughly one quarter of general fund revenue to the NOPD.

The City's general fund included two millages dedicated to police. Voters approved these millages: one millage was included in the 1921 State Constitution, and voters approved the other in 1990 to provide additional funding for police services. See Appendix A for a discussion of the NOPD Dedicated Millage and the Police Millage.

### **NOPD SELF-GENERATED REVENUE**

NOPD self-generated revenue comes from asset forfeitures and fees for copies of police reports. The NOPD participates in both Louisiana and federal asset forfeiture programs. The funds from these programs are collected and spent through the Criminal Evidence and Forfeitures Fund.<sup>19</sup> The state and federal governments deposit money for the NOPD into the fund, and it must be spent for police-related activities according to the programs' guidelines. The NOPD goes through a re-certification process with the state and federal government annually to reconcile account balances and to ensure that the money was spent appropriately. Asset forfeiture revenue ranged from \$294,895 in 2010 to \$592,792 in 2012 with an annual average of \$428,256.

### **LOUISIANA LAW ENFORCEMENT GRANTS, STATE GRANTS, AND FEDERAL GRANTS**

**Program Grants:** The City received grant money for specific law enforcement programs from various sources, including the Louisiana Commission on Law Enforcement, the State of Louisiana, and the federal government. The federal government provided grants through the Office of Justice Programs, the Office of Community Policing Services (COPS), and the Bureau of Justice Assistance. The state provided grants either through the Louisiana Commission on Law Enforcement, which coordinates the provision of criminal justice grant funds throughout the state, or through specific agencies such as the Louisiana Highway Safety Commission. Other local agencies such as the New Orleans Police and

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<sup>18</sup> Evaluators excluded 2012 revenue, because it included general obligation bonds that were unrelated to the NOPD. According to the City's 2012 Certified Annual Financial Report, \$195.9 million of the 2012 general fund increase to \$700 million was due to the issuance of general obligations bonds to refund outstanding bonds not in the original budget. Without the bond revenue, the 2012 amount would have been about \$500 million, close to the 2011 amount.

<sup>19</sup> City Code Sec. 70-326.

Justice Foundation and the Metropolitan Human Services District also provided grant funds. See [Appendix B](#) for a list of NOPD grant awards. NOPD grant revenue ranged from a low of \$1.2 million in 2008 to a high of \$4.5 million in 2011 (see Figure 2 for details).<sup>20</sup>

**Figure 2.** NOPD Grant Revenue by Year (Dollars)

	2008	2009	2010	2011	2012
Total NOPD Grant Awards	1,203,602	3,948,853	2,634,787	4,494,023	1,776,132

**FEMA Reimbursable Grants:** FEMA provided the City with grant money after three events during the 2008 to 2012 period: Hurricanes Katrina and Rita (2005), Hurricane Gustav (2008), and Hurricane Isaac (2012). In 2012 the City was still in the process of using some of the money that FEMA made available for hurricanes Katrina and Rita. Most of the money still available was for capital expenses, but some was for supplies lost during the 2005 hurricanes. The available money primarily covered office furniture and large equipment to be purchased after the City completed FEMA-funded capital projects (e.g., the new Fifth District Police Station). FEMA also provided funds for overtime personnel expenses after hurricanes Gustav and Isaac. FEMA reimbursable grants were under the control of the City’s Project Delivery Unit and not the NOPD.

**Other Federal Grants:** In addition to the federal government program grants listed above, the federal government also offered Community Disaster Loans (CDLs) in 2008 and 2009. These loans helped the City finance its police department and other City functions by supplementing the loss of tax revenue due to Hurricane Katrina. During those two years, the City relied on these one-time funds to pay for NOPD personnel expenses. In its budget document, the City accounted for CDL money as federal grant money in 2008 and 2009.<sup>21</sup>

<sup>20</sup> The amount the City was awarded in grants in each year did not match the amount the Council adopted in revenue for grants each year because many grants were for multiple years. The Council only adopted enough revenue each year for grant money it intended to use.

<sup>21</sup> The City’s external auditors recommended that the City account for CDL funding, which the City expected to be forgiven, as a grant rather than as a loan.

Due to the influx of CDLs, the City's 2008 and 2009 federal grant revenue was much higher than federal grant revenues from 2010 through 2012. Federal grant revenue in 2008 and 2009 averaged \$22,394,201 compared to an average of \$1,495,215 during 2010-2012.<sup>22</sup>

From 2008 through 2012, NOPD revenue streams declined due to a significant drop in federal grants. Federal grants during this period decreased from over \$25 million in 2009 to less than \$1 million in 2010 and 2011. The City offset decreases in federal funds with higher general fund appropriations to the NOPD during 2010, 2011, and 2012 (See Figure 3).

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<sup>22</sup> The revenue documentation the City provided to evaluators did not differentiate between CDLs and other federal grants, but in 2008 and 2009 the City accounted for \$17,186,365 and \$17,634,433 in CDL spending.

**Figure 3.** NOPD Revenue (2008 – 2012)



■ State Grants	\$122,457	\$97,441	\$222,545	\$834,339	\$196,953
■ Federal Grants	\$19,590,834	\$25,197,567	\$792,047	\$(1,588,757)	\$5,282,354
■ Louisiana Law Enforcement	\$1,824,589	\$1,102,449	\$576,589	\$466,444	\$403,911
■ Self Generated	\$332,363	\$494,499	\$294,895	\$426,731	\$592,792
■ General Fund	\$113,100,432	\$119,332,022	\$127,883,538	\$130,272,813	\$128,606,454

## IV. NOPD COST

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The New Orleans City Council (Council) appropriated \$135 million to the NOPD in 2012, which covered operating expenses, including personnel, supplies, and contract services. However, the Council-appropriated NOPD budget line item did not include all of the money spent on policing in New Orleans.

In addition to the NOPD line item in the City's operating budget, the Council appropriated a capital budget that included the cost of construction and repair of buildings used by police. The Council also appropriated funds to other City agencies that provided indirect support to the NOPD. These indirect costs included vehicle maintenance and fuel, utility expenses, information technology support, payroll, legal support, and other services. Other public agencies and private organizations outside of the City's financial control supported the NOPD through either direct payments or in-kind donations.

For these reasons, total expenditures were significantly greater than amounts listed in New Orleans city budget documents. Total NOPD expenses, including other City expenses and outside expenses, were 27 percent higher on average than the line item expense alone. Figure 4 summarizes these expenditures.<sup>23</sup>

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<sup>23</sup> For a more complete description of the methods evaluators used to determine these amounts and more detail on NOPD finances, see Appendix A.

**Figure 4.** Amount Spent on Policing in New Orleans by Year (2008 – 2012)<sup>24,25</sup>

	2008	2009	2010	2011	2012
<b>NOPD Line Item Expenditures</b>					
	\$144,912,305 <sup>26</sup>	\$149,718,402	\$130,066,818	\$130,712,169	\$135,470,948
<b>Other City Exp.</b>					
Electricity and Gas	\$325,750	\$457,379	\$661,181	\$625,205	\$645,357
Fuel	\$3,117,677	\$2,906,445	\$3,016,319	\$3,294,838	\$3,253,104
Other Indirect Costs <sup>27</sup>	\$29,929,877	\$31,116,324	\$26,276,888	\$26,182,970	\$27,300,499
Capital	\$8,239,049	\$1,153,619	\$1,628,925	\$3,953,152	\$3,924,721
<b>Total Other City Exp.</b>	<b>\$41,612,353</b>	<b>\$35,633,767</b>	<b>\$31,583,313</b>	<b>\$34,056,164</b>	<b>\$35,123,681</b>
<b>Outside Exp.</b>					
S&WB Services <sup>28</sup>	\$335,862	\$200,645	\$401,377	\$473,182	\$490,292
In-Kind Donations	\$1,943,187	\$1,025,845	\$863,171	\$634,675	\$334,603
<b>Total Outside Exp.</b>	<b>\$2,279,049</b>	<b>\$1,226,490</b>	<b>\$1,264,548</b>	<b>\$1,107,857</b>	<b>\$824,895</b>
<b>Total All Expenditures</b>	<b>\$188,803,707</b>	<b>\$186,578,658</b>	<b>\$162,914,680</b>	<b>\$165,876,190</b>	<b>\$171,419,524</b>
<b>% All Exp. Exceed NOPD</b>	<b>30%</b>	<b>25%</b>	<b>25%</b>	<b>27%</b>	<b>27%</b>

Evaluators developed a chart of the in- and out-flows of revenues and expenditures to illustrate the NOPD’s funding structure (see Figure 5). The figure shows that the Council was responsible for funding the vast majority of NOPD costs from general fund revenues.

<sup>24</sup> The analysis of outside expenditures only included the years 2008-2012. All the following analyses in this report use numbers provided in the City’s general ledger rather than the total spending numbers indicated here.

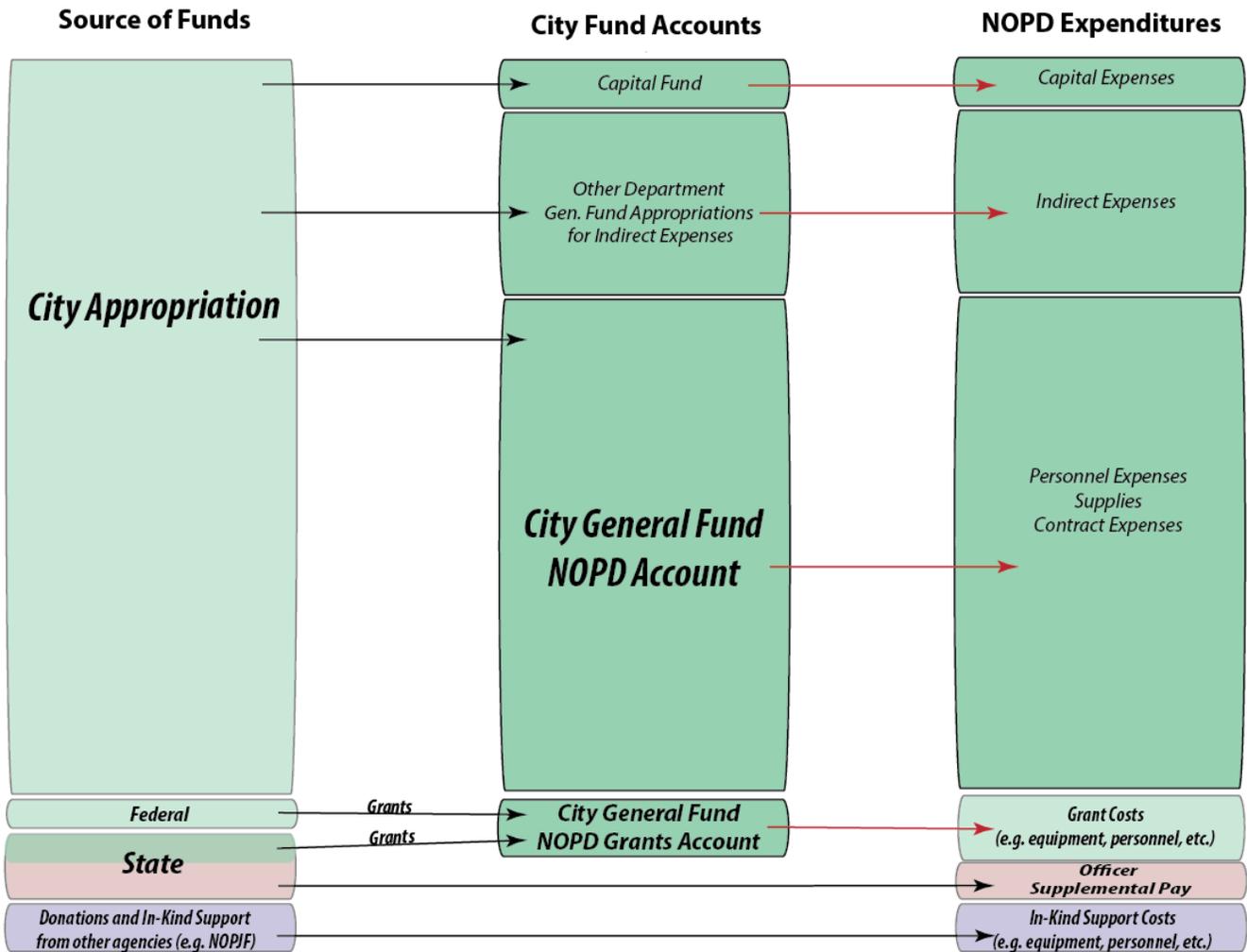
<sup>25</sup> The cost of civil judgments against police officers will be examined in a subsequent review of the Law Department, because the Law Department oversees the process of paying judgments and costs appear in the Law Department’s line item in the City’s accounting system.

<sup>26</sup> This figure for NOPD expenditures is higher than the amount listed in City budget documents. The discrepancy is due to a \$9.7 million credit the Federal Emergency Management Agency gave the NOPD in 2008 for services related to Hurricane Gustav. Evaluators could not determine which specific services were associated with this credit, because the City’s accounting did not include the information. Therefore, all financial analysis in this report includes the Gustav expenditures as if they were regular NOPD line item expenditures.

<sup>27</sup> Indirect costs are 23 percent of NOPD line item expenditures according to the City’s 2010 Cost Allocation Plan. Evaluators subtracted the amount the NOPD actually paid for electricity, gas, and fuel from the 23 percent and categorized the remainder as “other indirect costs.”

<sup>28</sup> The Sewerage and Water Board (S&WB) did not bill the City or the NOPD for services, but it metered water and reported the amounts it could have charged. Evaluators did not analyze S&WB reports to determine whether meters were appropriately assigned to NOPD facilities.

Figure 5. In- and Out-Flows of NOPD Funding<sup>29</sup>

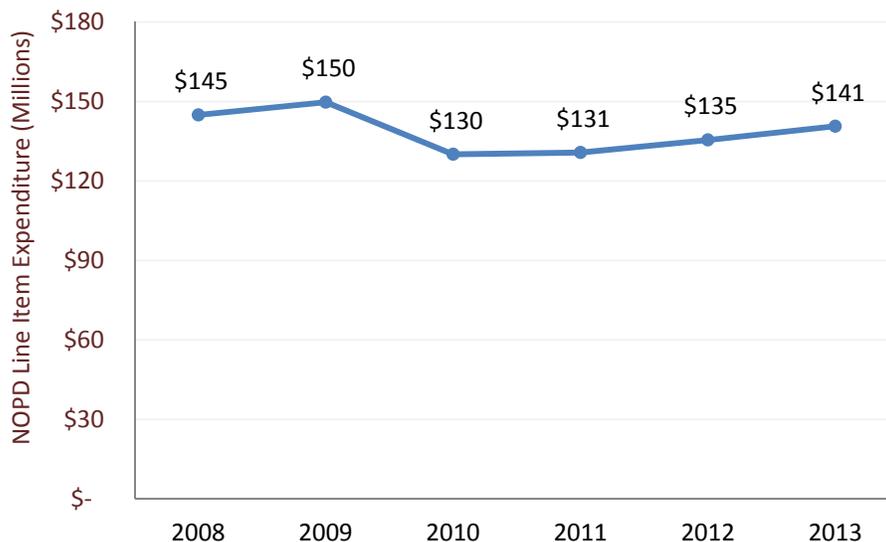


<sup>29</sup> The NOPD’s straightforward funding structure illustrated by the chart above contrasts with the complicated structure illustrated in the 2013 OIG report on the funding structure of the Orleans Parish Sheriff’s Office. City of New Orleans Office of Inspector General, *Inspection of Taxpayer/City Funding to Orleans Parish Sheriff’s Office in 2011* (New Orleans, LA: City of New Orleans Office of Inspector General, 2013), 16, accessed October 31, 2014, [http://www.nolaig.org/uploads/File/All/OIG\\_Final\\_Report\\_Inspection\\_of\\_Taxpayer-City\\_Funding\\_to\\_OPSO\\_2011\\_130606.pdf](http://www.nolaig.org/uploads/File/All/OIG_Final_Report_Inspection_of_Taxpayer-City_Funding_to_OPSO_2011_130606.pdf).

## COUNCIL LINE ITEM APPROPRIATIONS TO THE NOPD<sup>30</sup>

The remainder of this section of the report focuses on the Council’s line item appropriation to the NOPD. NOPD expenditures ranged from a high of \$150 million in 2009 to a low of \$130 million in 2010. Expenses were 12 percent higher during 2008 and 2009 than they were in 2010. (See Figure 6.) The change in spending begs the question: Did reductions in NOPD spending affect public safety outcomes?

**Figure 6.** NOPD Line Item Expenditures (2008 – 2013)



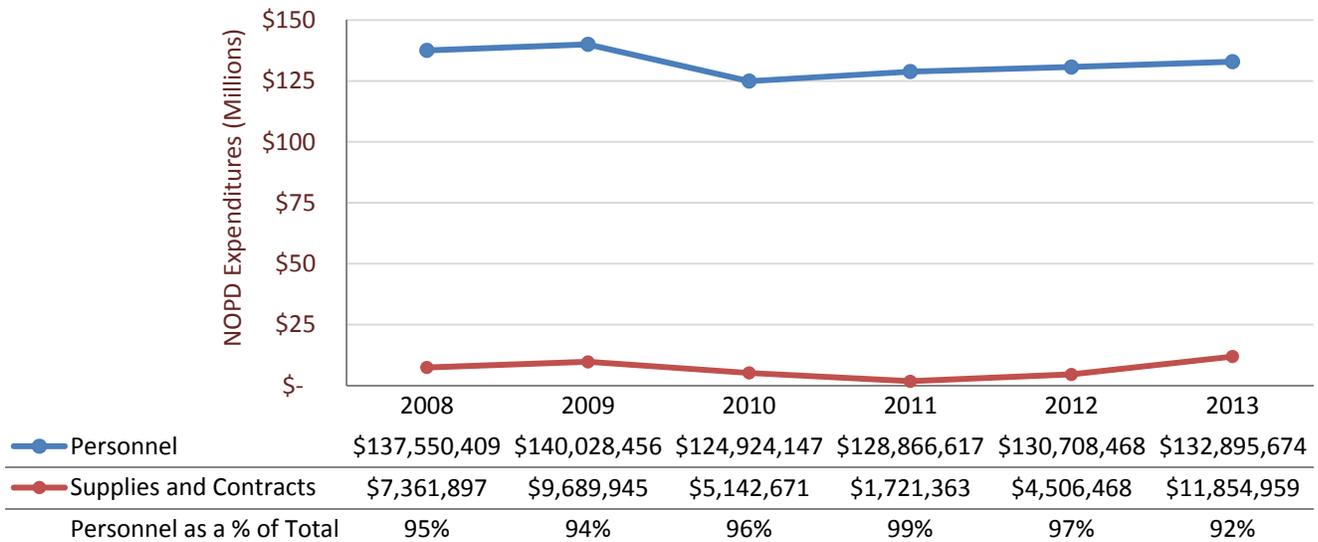
The City reduced police expenditures when it exhausted funds provided by the Federal Emergency Management Agency to supplement lost revenue due to Hurricane Katrina.

Evaluators used the City’s general ledger to organize spending into categories. The NOPD spent between 92 and 99 percent of its budget on personnel expenses, but other operating expenses did not include spending on computers

<sup>30</sup> The City recorded \$2.3 million in costs related to consent decree requirements as 2013 operating expenses. For the purposes of this review, evaluators added the \$2.3 million dollars to the NOPD line item appropriation.

and copiers or vehicle purchases, maintenance, and fuel.<sup>31</sup> Figure 7 illustrates the percentage of NOPD expenditures for personnel expenses and other operating expenses (supplies and contracts).

**Figure 7.** NOPD Spending by Category (2008 – 2013)



The NOPD purchased most supplies and contracts through the Management Service Bureau and accounted for grant-related purchases according to the grant that paid for the purchase.

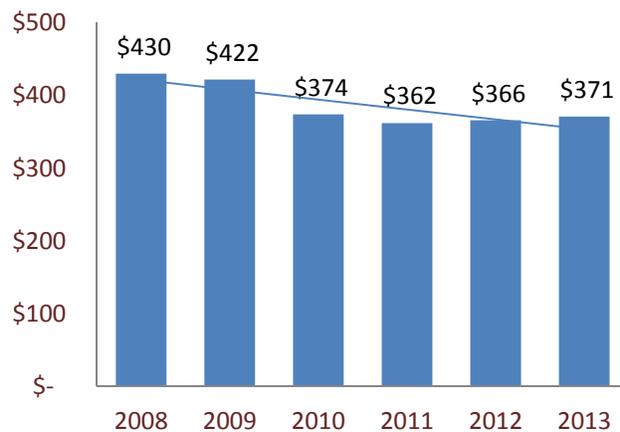
For more details on NOPD spending on supplies and contracts, see [Appendix C](#).

<sup>31</sup> Evaluators spoke with an expert in policing and police budgeting to determine whether NOPD’s ratio of personnel to operating expenses was comparable with other departments across the country. According to the expert, departments typically spend between 85 and 95 percent of expenses on personnel, but that amount includes spending for technology and vehicles. NOPD’s personnel spending as a portion of total expenditures was within the typical range nationally for large departments once technology and vehicle expenses (paid out of separate accounts) were added to the total. Interview with Theron Bowman, Ph.D., New Orleans, LA, February 6, 2015.

## DOLLAR COST PER RESIDENT

Police spending per resident trended downward from 2008 to 2013, ranging from a high of \$430 per resident in 2009 to a low of \$362 per resident in 2011 (See Figure 8).<sup>32</sup>

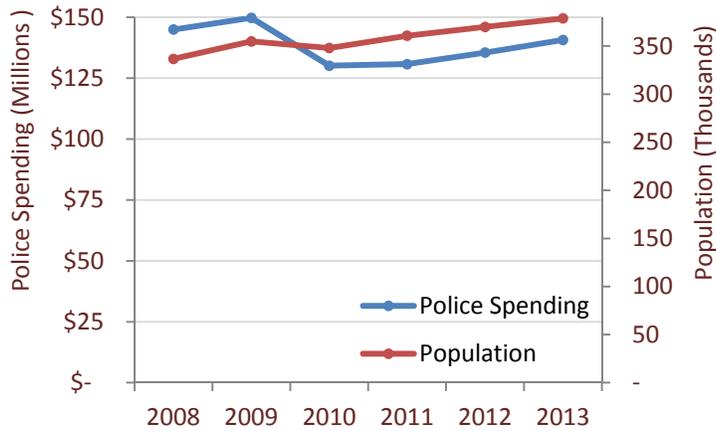
**Figure 8.** NOPD Cost per Resident



The downward trend in cost per resident from 2008 through 2013 was due both to cuts in spending, mostly as a result of exhausting CDL funds, and to increasing population. Figure 9 illustrates the relationship between population and spending.

<sup>32</sup> Population numbers for this report were obtained from the google interactive graphic accessed February 10, 2015, at <https://www.google.com/webhp?sourceid=chrome-instant&ion=1&espv=2&ie=UTF-8#q=new%20orleans%20population>; graphic cites United States Census Bureau for source data.

**Figure 9.** Population Change in New Orleans and Police Spending (2008 – 2013)



Examining per resident police costs also allows for a comparison to police spending in other cities. Evaluators compared police spending in New Orleans to a variety of benchmark cities, including evaluators’ own selection of benchmark cities (Atlanta, GA; Baltimore, MD; Memphis, TN; Nashville, TN; and St. Louis, MO), and data collected by the RAND Corporation and the Commission on Accreditation for Law Enforcement Agencies (CALEA) in the report *Striving for Excellence*.<sup>33</sup>

Spending for police in New Orleans was in the mid-range of the benchmark cities used in this report (see Figure 10). New Orleans also had mid-level spending per resident for police when compared to the benchmark cities used in the OIG’s 2009 study of the City’s budget process.<sup>34</sup>

<sup>33</sup> RAND/CALEA benchmark cities included: Dallas, TX; Knoxville, TN; Kettering, OH; Broward County, FL; Raleigh, NC; Avon, CT; Boca Raton, FL; Las Vegas NV; and Arapaho County, CO. For an explanation of the selection of benchmark cities see [Appendix D](#).

<sup>34</sup> City of New Orleans Office of Inspector General, *Review of 2009 Budget Process for City of New Orleans* (New Orleans, LA: City of New Orleans Office of Inspector General, 2009), 27, accessed October 31, 2014, [http://www.nolaog.org/uploads/File/Budget%20Process\\_2.pdf](http://www.nolaog.org/uploads/File/Budget%20Process_2.pdf).

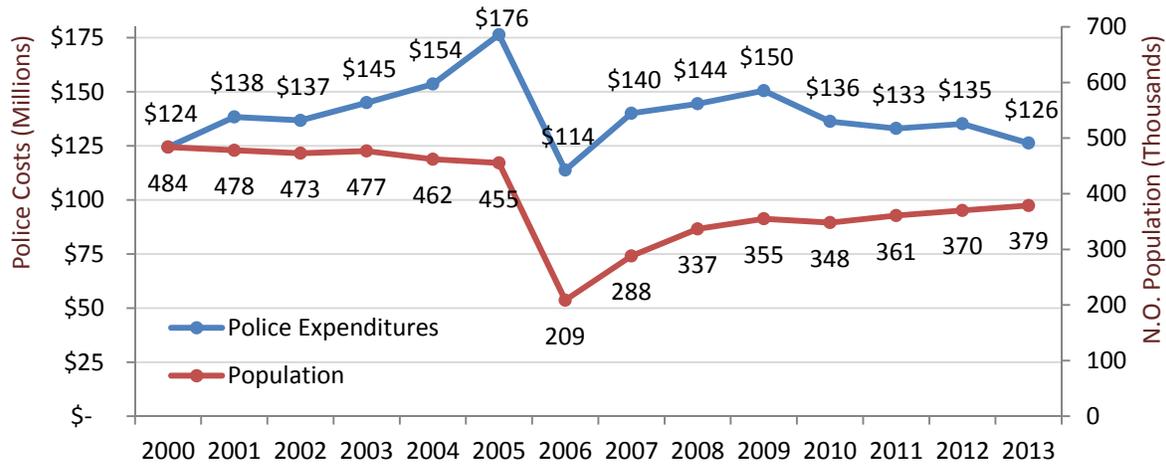
**Figure 10.** Benchmark Annual Cost per Resident<sup>35</sup>



Cost per resident ranged between \$257 per person in 2000 and \$546 per person in 2006, the year after Hurricane Katrina. Costs per person trended upward as population crept downward before the storm; conversely, costs have trended downward since 2005 due to increasing population and the NOPD’s decreasing force size. See Figure 11.

<sup>35</sup> Data from other cities was self-reported and unaudited. There may be discrepancies in the data depending on which functions the police department line item includes in each city. The years for this data vary depending on the most recent available data. New Orleans data was from December 2013; Nashville, June 2013; Atlanta, June 2014; Memphis, December 2011; St. Louis, June 2013; and Baltimore, December 2013. RAND/CALEA amounts were from 2008. *RAND/CALEA Min* is the minimum of benchmark cities in the *Striving for Excellence* Report; the *RAND/CALEA* mean and maximum for benchmark cities are from the same report.

**Figure 11.** Police Costs per Person 2000 – 2013 (2012 dollars)



**CAPITAL EXPENSES**

According to the Director of Capital Projects, the City’s capital program after Hurricane Katrina was much larger than capital programs in other cities. Much of the program was funded by FEMA for damage to facilities after the hurricane. The Director stated that the City was transitioning its capital program out of a design phase and into a construction phase in 2015, and as the City’s physical plant expanded, the need to maintain the new buildings would require the Mayor and City Council to increase the maintenance fund.

## NOPD CONSENT DECREE

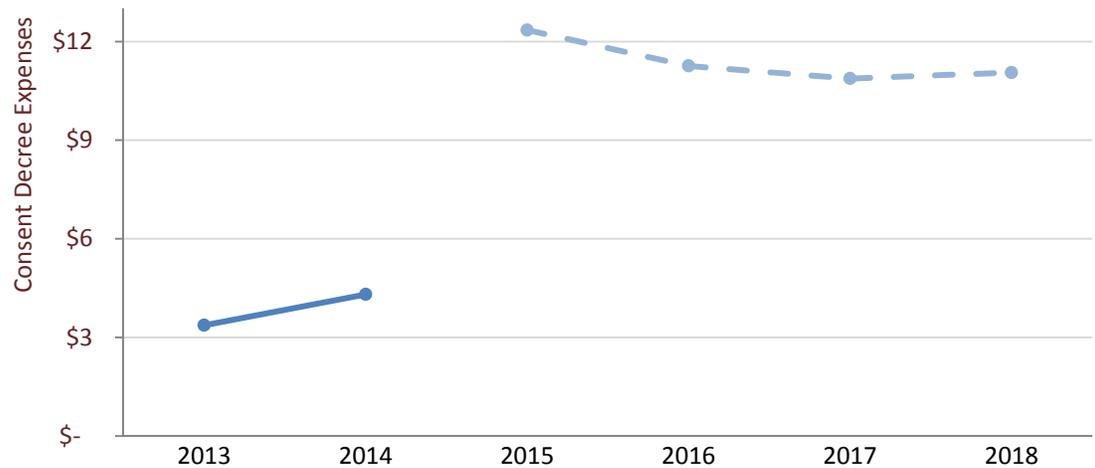
In July 2012 the City entered into a consent decree with the U.S. Department of Justice to address the NOPD's "alleged pattern or practice of unlawful misconduct."<sup>36</sup> The consent decree required a number of changes at the NOPD designed to bring NOPD practices up to constitutional standards. These requirements include new policies and procedures, improved training and supervision of officers, and the purchase of new equipment and technology.

At the beginning of 2015, the City estimated that meeting these requirements would cost over \$50 million from 2013 through 2018. Expenses in 2013 and 2014 were less than \$5 million per year but were projected to increase to more than \$10 million per year in 2015. See Figure 12 for details on previous expenses and budgeted future expenses.

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<sup>36</sup> United States v. City of New Orleans, 12-1924, E.D. La., *Complaint*, Doc. No. 1, July 24, 2012, accessed October 31, 2014, <http://www.laed.uscourts.gov/Consent/consent.htm>.

**Figure 12.** Consent Decree Expenses and Budgeted Expenses<sup>37</sup>



	2013	2014	2015	2016	2017	2018
<b>Total Expenses</b>	\$3,368,744	\$4,308,259				
<b>Total Projected Expenses</b>			\$12,350,365	\$11,258,004	\$10,877,178	\$11,056,886
Federal Monitor	\$690,526	\$1,513,440	\$2,125,000	\$2,125,000	\$2,125,000	\$2,125,000
NOPD/ITI Personnel	\$332,214	\$828,255	\$1,202,465	\$1,946,514	\$1,985,445	\$2,025,153
Criminal Justice Information Sharing	\$-	\$-	\$-	\$1,500,000	\$1,750,000	\$1,750,000
Early Warning System (Maintenance)	\$8,553	\$-	\$750,000	\$1,500,000	\$1,500,000	\$1,500,000
Early Warning System tech support, etc.	\$-	\$1,004,325	\$1,400,000	\$1,400,000	\$1,400,000	\$1,400,000
Early Warning System Deployment	\$-	\$-	\$4,086,410	\$-	\$-	\$-
In Car Camera System	\$-	\$-	\$582,000	\$582,000	\$582,000	\$682,000
NOPD Recruitment	\$-	\$328,058	\$500,000	\$500,000	\$500,000	\$500,000
In Car Computer System	\$-	\$-	\$386,000	\$386,000	\$386,000	\$386,000
On-Body Cameras	\$368,297	\$-	\$276,654	\$276,654	\$276,654	\$276,654
2 Year Data Storage	\$-	\$-	\$115,000	\$115,000	\$115,000	\$155,000
Citizen Satisfaction Survey	\$-	\$168,291	\$100,000	\$100,000	\$100,000	\$100,000
Lexipol Policy Development	\$-	\$97,950	\$97,950	\$97,950	\$97,950	\$97,950
Tasers (replacement/repair)	\$41,545	\$-	\$49,229	\$49,229	\$49,229	\$49,229
Training/Supplies	\$10,701	\$47,413	\$8,700	\$8,700	\$8,700	\$8,700
Digital Audio Recorders	\$-	\$-	\$1,200	\$1,200	\$1,200	\$1,200
Tasers (new)	\$1,273,943	\$-	\$669,757	\$669,757	\$-	\$-
OPSE Personnel	\$533,825	\$-	\$-	\$-	\$-	\$-
Misc	\$109,140	\$320,527	\$-	\$-	\$-	\$-

<sup>37</sup> Half the costs projected for 2015 include the development and implementation of the Early Warning System, a custom-designed relational database intended to “collect, maintain, integrate, and retrieve” data on 18 indicators listed in the Consent Decree. *United States vs. City of New Orleans, Consent Decree Regarding the New Orleans Police Department*, 2:12-cv-01924-SM-JCW, para. 320, 81-82, [http://www.laed.uscourts.gov/Consent/12cv01924\\_Doc2-1.pdf](http://www.laed.uscourts.gov/Consent/12cv01924_Doc2-1.pdf).

## V. NOPD BUDGETING

The Mayor and Council used the budgeting process to decide how much of the City’s resources to allocate to police. From 2008 through 2013 the City allocated approximately 25 percent of the general fund discretionary budget to policing.<sup>38</sup> (See Figure 13).

**Figure 13.** NOPD General Fund Expenditures as a Percent of Total General Fund Expenditures (2008 – 2013)<sup>39</sup>

	2008	2009	2010	2011	2012	2013
NOPD Expenditure	\$113,098,644	\$119,332,022	\$127,883,538	\$130,272,813	\$130,272,813	\$132,493,379
Total Expenditures	\$469,745,661	\$491,569,614	\$509,379,299	\$499,972,564	\$679,882,701	\$492,763,848
% NOPD	24%	24%	25%	26%	19%	27%

The budget process started with the NOPD submitting a budget request during the summer prior to the budget year and ended with the budget versus actual reconciliation at the close of the budget’s fiscal year. The following five steps outline the process of developing the NOPD’s budget:

1. The NOPD made a budget request to the Mayor.
2. The Mayor submitted a budget proposal to the Council.
3. The Council adopted an initial budget before the budget year.
4. The Council adopted budget amendments throughout the budget year.

<sup>38</sup> The discretionary general fund is the amount the Council can allocate as it chooses. Non-discretionary spending is associated with grants or dedicated funds.

<sup>39</sup> The number reported for general fund revenues comes from the city’s budget books. However, according to the City’s 2012 Certified Annual Financial Report, \$195.9 million of the general fund increase to \$680 million in 2012 was due to the issuance of general obligation bonds to refund outstanding bonds. Without the bond payments, the proportion of NOPD spending from the 2012 general fund would have been closer to the proportion in 2011. Postlethwaite & Netterville, *City of New Orleans, Louisiana Basic Financial Statements December 31, 2012* (New Orleans, LA: Postlethwaite & Netterville, 2013) 14, accessed February 6, 2015, [http://app.la.state.la.us/PublicReports.nsf/D68D15DB34528DF986257BBF0061F8FE/\\$FILE/0003452B.pdf](http://app.la.state.la.us/PublicReports.nsf/D68D15DB34528DF986257BBF0061F8FE/$FILE/0003452B.pdf).

5. The Council adopted a clean-up amendment at the end of the year to reconcile the budget with the amount actually spent.

Each of these steps is discussed in greater detail in the following sub-sections.

### **NOPD BUDGET REQUESTS**

In June prior to the budget year, city departments, including the NOPD, developed budget proposals. The NOPD used the cost of current staff to create a baseline request to the Mayor for funding for the next year. In addition, each division within the department created enhancement requests that added personnel to status quo staffing levels. Enhancement requests included new hires, promotions, or the creation of new units. The NOPD also provided a reduced budget that scaled back its request to exclude positions vacant due to retirements or other departures. The City's budget offer forms required offer descriptions that presented a "compelling" case (a "Return on Investment") that explained the value of the offer and "quantifiable" performance measures. Despite these requirements, NOPD budget offers often lacked detail and data on performance measures.

The NOPD was also responsible for budgeting for office and general supplies and some special police equipment such as bullets, Tasers, and body armor. The NOPD line item budget request did not include the cost of vehicles, vehicle maintenance, or technology such as computers or copy machines, which were covered elsewhere in the City's budget. Evaluators included these as indirect expenses in Figure 4.

### **MAYOR BUDGET PROPOSAL**

The NOPD then submitted its budget request to the Chief Administrative Officer (CAO) and the Mayor. The City Charter directs the Mayor to submit a balanced budget proposal to the Council.<sup>40</sup> However, City agencies typically asked for more general fund money than was available. The Mayor and the CAO used a process called "budgeting for outcomes" to prioritize funding among agencies and create a balanced budget.

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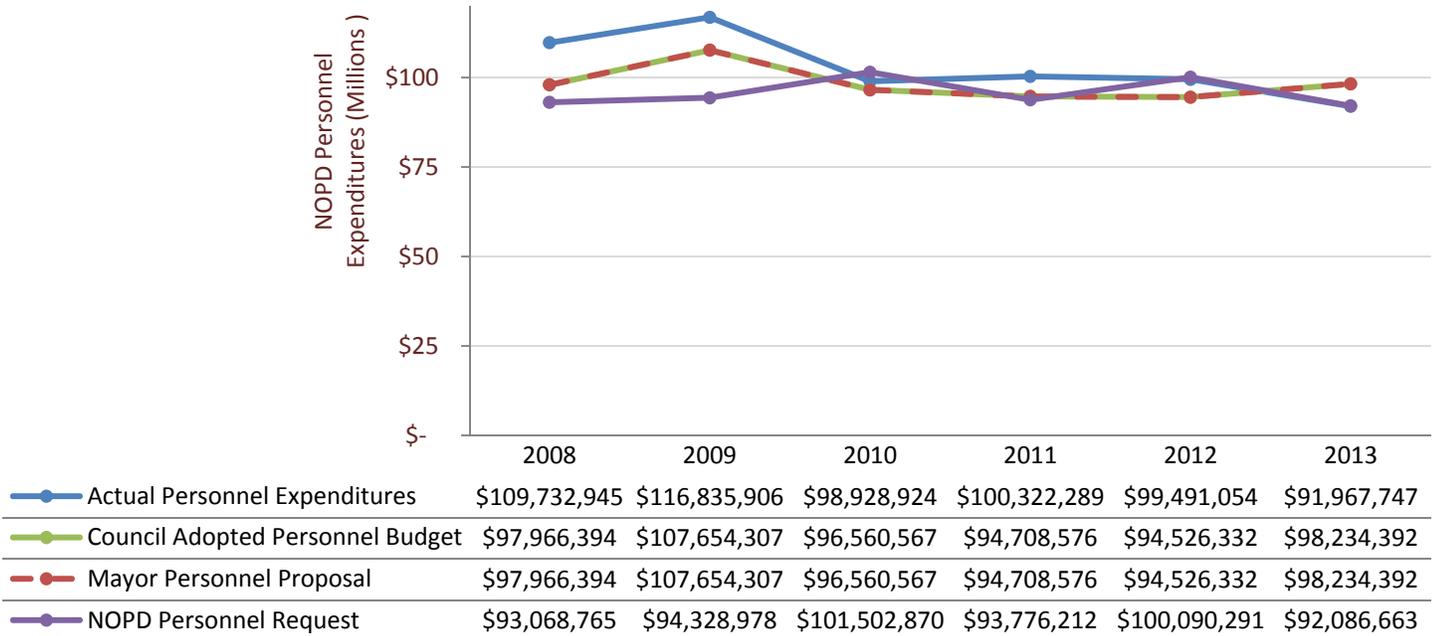
<sup>40</sup> New Orleans Home Rule Charter Article VI, Chapter 1, Section 6-102(4).

In the budgeting for outcomes process, each agency's multiple proposals were tied to specific performance outcomes. The Mayor held public meetings in each Council district to determine priorities for programs and outcomes, then ranked budget offers according to those priorities. Six committees, composed of City staff, helped the Mayor by focusing on six result areas: Public Safety, Open and Effective Government, Children and Families, Economic Development, Sustainable Communities, and Innovation. The NOPD budget was under the purview of the Public Safety committee.

The Mayor also considered other factors when creating a balanced budget. Some allocations were not at the discretion of the Mayor or Council. For example, funding mandates from the state (through legislation) or from the federal government (through consent decrees) had to be included in the budget. Additionally, the Mayor considered the amount of outside funding or reserve funds an entity had on hand when deciding how much money to allocate.

A comparison of NOPD budget offers with the Mayor's budget request to the Council shows that the Mayor cut the NOPD's basic personnel budget proposal in 2010 and 2012, expecting departmental attrition to balance the budget. In 2010 the City also cut costs by terminating a recruit class and furloughing employees. In contrast, in 2008, 2009, 2011, and 2013, the Mayor's budget enhanced the basic NOPD budget, usually by adding officers to the recruitment class. (See Figure 14.)

**Figure 14.** Comparison of Personnel Funding: NOPD Request, Mayor Budget Proposal, Council Adopted Budget, and Actual Expenditures for Non-Grant Personnel in Dollars (2008 – 2013)



As shown in Figure 14, actual NOPD personnel expenditures were higher than the NOPD baseline budget request in three of the six years examined and higher than the initial budget in five of the six years.

The Council’s approved budget was the same as the Mayor’s proposal in all six years.

**COUNCIL INITIAL BUDGET ADOPTION**

State and local laws require the Council to include estimated revenues and expenditures in the budget and adopt the budget through an open and public process.<sup>41</sup> However, the City’s annual budget did not reflect all NOPD revenues and expenditures. It was not possible to rely on initial budget numbers to know how much the City spent on policing, because the Council added to the NOPD line item budget throughout the year.

<sup>41</sup> La. R.S. 39:1301 and New Orleans Home Rule Charter Article VI, Chapter 1, Section 6-102.

## COUNCIL AMENDMENTS

The Council typically amended the budget numerous times during the year. As the NOPD received funds, it submitted requests to the Council through the City's budget office for changes in its line item budget. For example, the NOPD requested seven amendments to the budget in 2013. The eighth amendment at the end of the year balanced NOPD personnel expenditures, and the final amendment added state supplemental pay.<sup>42</sup> Figure 15 lists all 2013 NOPD budget amendments. For a list of all NOPD budget amendments 2008 to 2012 see [Appendix E](#).

**Figure 15.** NOPD 2013 Line Item Budget and Amendments<sup>43</sup>

NOPD Budget as Adopted	10/29/2012	\$134,458,687
		Added to Budget
Violent Gang & Crime Reduction	3/7/2013	\$30,250
From NOPD Personnel to NOPD Operating	3/21/2013	\$706,225
Violent Crime Task Force	7/11/2013	\$34,508
Forensic Sciences Improvement	7/11/2013	\$11,779
COPS Hiring Program	9/26/2013	\$2,700,320
COPS Hiring Program	9/26/2013	\$1,125,000
Sexual Assault Investigation (Cold Case)	9/26/2013	\$87,848
Clean-up Amendment	11/21/2013	\$1,500,000
State Supplemental Pay	11/21/2013	\$7,679,895
<b>End of Year Budgeted Amount</b>	<b>12/31/12</b>	<b>\$147,628,287</b>
Difference Year-end and Original Budget		\$13,169,600

Most of the budget amendments the NOPD requested in 2013 increased the budgeted amount to reflect grants the NOPD received throughout the year. The NOPD projected expected grant funding in its initial budget offer due to the CAO

<sup>42</sup> See the next sub-section for a discussion of the clean-up amendment.

<sup>43</sup> Evaluators excluded amendments to make corrections in Federal Emergency Management Agency (FEMA) project worksheets from the list of amendments in Figure 15.

in August, but grants are awarded throughout the year, and it was impossible to predict the actual dollar amounts the City would receive.<sup>44</sup>

According to NOPD staff, the Council chose not to review and make changes to the NOPD's initial budget offer between August and the end of the year, when the Council considered the budget for the coming year. As a result, the NOPD had to submit any grant funds received after August as amendments to the current year's budget after the start of the next year.

The final amendment in 2013 was for state supplemental pay. The State of Louisiana supplements the salaries of all public law enforcement officials in the state. The State pays officers directly, but the City added the payment and the revenue to its financial statements in one adjustment at the end of the year, after officers had been paid. The City added the supplemental pay to its financial records for the purpose of calculating tax withholdings for officers and reporting the earnings on officers' federal and state income tax documents.<sup>45</sup>

### **COUNCIL CLEAN-UP AMENDMENT**

In some years, the Council also added additional expenditures at the end of the year to pay for personnel expenses not covered in the initial budget appropriation. The City referred to this as a "clean-up amendment." The Louisiana Local Government Budget Act requires the Council to amend the budget ordinance if revenues or expenditures were more than 5 percent above or below the budgeted amount.<sup>46</sup> The City budget office required the NOPD to stay within its budget for spending on supplies and contract services by limiting the dollar amount it could request in purchase orders.

However, the budget office was not able to control spending on personnel. According to staff in the budget office, if any City employee worked overtime, even un-budgeted overtime, the City had to pay the employee regardless of

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<sup>44</sup> Grant funding cycles rarely align with the City's budgeting cycle. For example, the federal government typically awards grants at the beginning of the federal fiscal year in October, but this may vary according to the mechanism of appropriation. Also, NOPD may apply for and receive a grant unexpectedly, not receive a grant it applied for, or be awarded a lower amount than requested.

<sup>45</sup> The City Council did not begin adopting budget ordinances to add supplemental pay to the NOPD budget until 2012. Between 2006 and 2011 the City made adjustments in its financial records without City Council approval.

<sup>46</sup> La. R.S. 39:1311.A.1-2.

whether there was money in the budget to pay for hours worked. The Council adopted a “clean-up amendment” to account for any amount of personnel spending over or under each department’s budget across the City.<sup>47</sup>

The Council transferred funds from departments that did not spend their entire yearly personnel and operating allocations to departments that overspent personnel budgets. The Council could also move money that was designated for NOPD supplies and contracts to personnel through the clean-up amendment. At the end of 2013, the Council added approximately \$1.5 million dollars to the NOPD budget through the clean-up amendment. The City amended the budget at the end of the year to ensure that all expenses were included. The Council did not adopt clean-up amendments in 2009 or in 2010 even though the NOPD was over budget in those years.<sup>48</sup>

During the review period, the City consistently spent more for police than the amount the Council initially budgeted. The amount added each year through budget amendments averaged \$11.4 million over the initially budgeted amount during the period 2008 through 2013, with a high of \$20.1 million in 2009 and a low of \$192,000 in 2013. See Figure 16.

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<sup>47</sup> Typically, supervisors should be responsible for monitoring the amount of overtime officers worked. The OIG noted violations of NOPD overtime policies in a previous report. City of New Orleans Office of Inspector General, *New Orleans Police Department Payroll Performance Audit* (New Orleans, LA: City of New Orleans Office of Inspector General, 2014), accessed October 31, 2014,

<http://www.nolaoig.org/uploads/File/Audit/2014/NOPD%20Payroll%20Performance%20Audit.pdf>.

<sup>48</sup> The City’s independent auditors noted the lack of budget amendments and included related findings in the City’s 2009 and 2010 Basic Financial Statements. See: Postlethwaite & Netterville, *Independent Auditors Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with Government Accounting Standards* (New Orleans, LA: Postlethwaite & Netterville, 2010), 20, accessed March 12, 2015,

[http://app1.la.state.la.us/PublicReports.nsf/7498A2E22A0B424B862577F2005CEA6E/\\$FILE/0001B030.pdf](http://app1.la.state.la.us/PublicReports.nsf/7498A2E22A0B424B862577F2005CEA6E/$FILE/0001B030.pdf).

Postlethwaite & Netterville, *Independent Auditors Report on Internal Control over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with Government Accounting Standards* (New Orleans, LA: Postlethwaite & Netterville, 2011), 17, accessed March 12, 2015,

[http://app1.la.state.la.us/PublicReports.nsf/B17F3C3DE763A14D8625791F00708334/\\$FILE/00022404.pdf](http://app1.la.state.la.us/PublicReports.nsf/B17F3C3DE763A14D8625791F00708334/$FILE/00022404.pdf).

**Figure 16.** NOPD Budget and Actual Spending by Year (2008 – 2013)

		2008	2009	2010	2011	2012	2013 <sup>49</sup>
Budget	Personnel	\$117,719,386	\$116,492,898	\$107,060,856	\$108,440,198	\$116,188,364	\$126,256,744
	Operating	\$19,768,590	\$13,093,503	\$10,791,349	\$10,136,150	\$7,549,689	\$14,101,943
	Total	\$137,487,976	\$129,586,401	\$117,852,205	\$118,576,348	\$118,989,231	\$140,358,687
Actual	Personnel	\$137,550,409	\$140,028,456	\$124,924,147	\$128,866,617	\$130,708,468	\$128,695,673
	Operating	\$7,361,897	\$9,689,945	\$5,142,671	\$1,721,363	\$4,506,469	\$11,854,959
	Total	\$144,912,305	\$149,718,402	\$130,066,818	\$130,712,169	\$135,470,948	\$140,550,632
Difference	Personnel	\$(19,831,023)	\$(23,535,558)	\$(17,863,291)	\$(20,426,419)	\$(14,520,104)	\$(2,438,929)
	Operating	\$12,406,693	\$3,403,558	\$5,648,678	\$8,414,787	\$3,043,220	\$2,246,984
	Total	\$(7,424,329)	\$(20,132,001)	\$(12,214,613)	\$(12,135,821)	\$(16,481,717)	\$(191,945)

The difference between budgeted and actual personnel expenditures is lower with supplemental pay removed from the calculation. See Figure 17 for the differences with supplemental pay removed.<sup>50</sup>

**Figure 17.** Difference Between Budgeted and Actual Personnel Expenditures with Supplemental Pay Removed (2008 – 2013)

	2008	2009	2010	2011	2012	2013
Difference	\$(13,072,074)	\$(15,957,151)	\$(9,247,567)	\$(12,092,165)	\$(6,838,709)	\$4,737,631

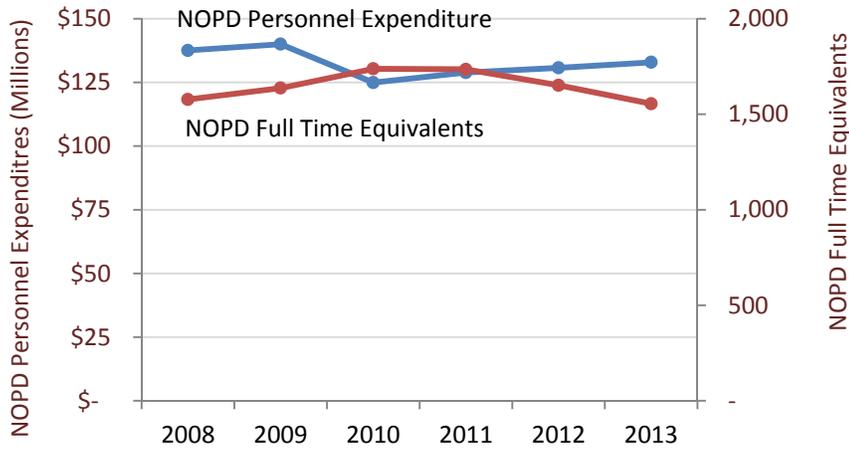
### **FINANCIAL CONSTRAINTS OF FUNDING NOPD PERSONNEL**

The number of full-time equivalent (FTE) employee positions approved by the budget did not move in tandem with the cost of NOPD personnel as a whole: in fact, the number of FTE increased as personnel costs decreased and then the number of FTE decreased as personnel costs began to increase again. See Figure 18.

<sup>49</sup> 2013 figures include both the NOPD line item and the Consent Decree line item.

<sup>50</sup> Although the City expected the state supplemental funds every year, it did not include state supplemental pay in the budget. Instead, it waited until the funds had actually been received from the state at the end of the year and then amended the budget.

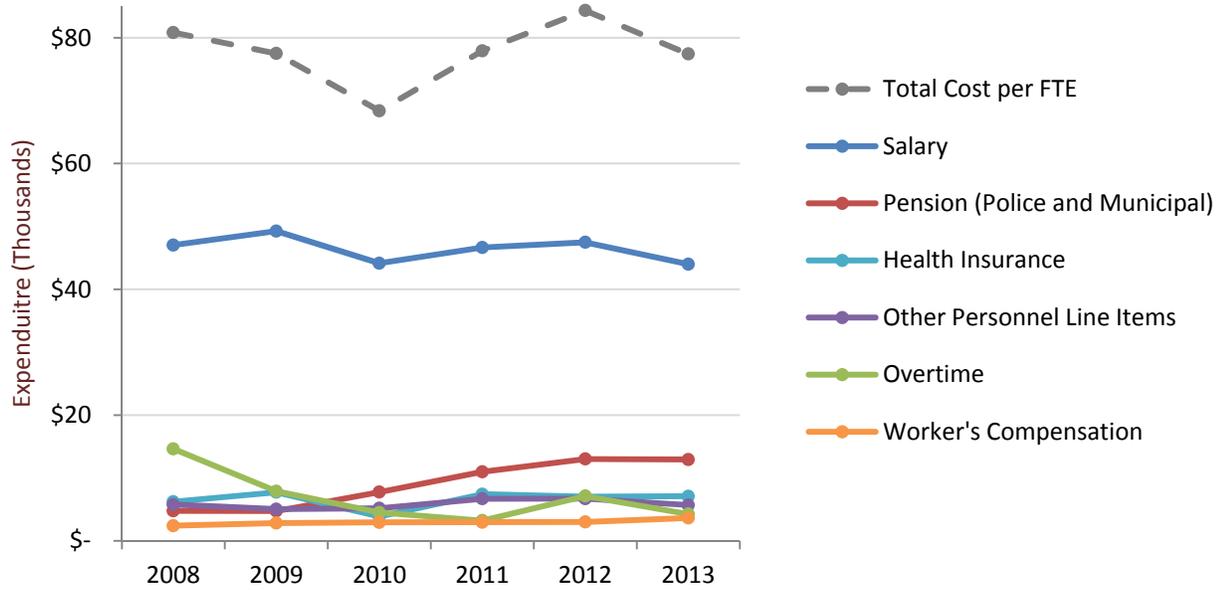
**Figure 18.** Relationship Between NOPD Personnel Spending and Number of Full Time Equivalents (2008 – 2013)



Different factors influenced the apparent discrepancy between the number of personnel and personnel cost during three distinct periods: 2008–2009, 2010, and 2011–2013. Evaluators calculated average personnel costs per FTE by category in order to determine why fewer officers could result in a higher overall personnel cost and vice-versa. First, during 2008 and 2009 overtime increased the cost of personnel. Second, in 2010 the City furloughed staff to reduce personnel expenses and required all employees to take one day of unpaid leave each pay period. The furlough and a reduction in overtime caused personnel costs to drop despite increased staff. Third, from 2011 through 2013, the number of staff decreased due to attrition, but personnel costs increased due to rising pension costs.

Figure 19 shows spending by personnel category and depicts the amount to which additional expenses such as pension and insurance add to the cost of a full-time NOPD employee. The total cost of an NOPD FTE ranged from 55 to 78 percent more than salary expenditures alone.

**Figure 19.** NOPD Expenditures per Full-Time Employee Total and by Spending Category (2008 – 2013)



### **COST ACCOUNTING AND ACTIVITY-BASED BUDGETING**

NOPD financial information revealed line item personnel and operating expenditures by bureau and police districts. However, it did not include a detailed functional or activity-based costing of programs or activities. Neither OIG evaluators nor NOPD managers would be able to account for or analyze expenditures on specific programs and activities using the available information. Managers did not have the ability to “link activities to costs” for a “better understanding of the full costs of service and resource allocation.”<sup>51</sup>

... The most common government budget, the line-item style, is oriented toward control and economy and answers the question, What is to be bought? ... Activity-based budgeting is an outgrowth of activity-based costing ... and accounts for how staff members allocate their efforts among activities ... [and links] support functions to the primary objectives of the organization.<sup>52</sup>

<sup>51</sup> Jon. M. Shane, “Activity-Based Budgeting: Creating a Nexus between Workload and Costs,” *FBI Law Enforcement Bulletin* 74, no. 6 (June 2005): 11, accessed March 10, 2015, [www.eccu.org/assets/general/Activity-Based-Budgeting-by-Jon-Shane.pdf](http://www.eccu.org/assets/general/Activity-Based-Budgeting-by-Jon-Shane.pdf).

<sup>52</sup> *Ibid.*

Take the training of officers, for example: it was not possible to determine how much NOPD spent on training, an important and time-intensive activity in which all officers must engage. Calculating the full cost of training would include a full accounting of both the costs that apply only to that operation (such as instructors, instructor training, and training materials) and overhead costs (such as space, equipment, utilities, technical support, and shared staff) which may need to be divided among programs. It might also include the cost of the employee's time spent in training and unavailable for service. It would be impossible to determine either the initial cost of training an officer or the cost of ongoing required training without this information.

Costing specific departmental activities and functions makes sense for a number of reasons. First, if altering the force size is being considered, the per-person cost of training would be essential for determining how such a change might affect overall training costs and enable executives and managers to budget accordingly.

Second, the ability to demonstrate the actual cost of an essential NOPD program, such as training, could also reveal whether or not the program is adequately funded. If program expenses are transparent, justified, essential, and outlined clearly in the department's budget documents, the information could provide the manager with a rational basis for requesting additional funds.

Third, it could help justify—or provide a rationale for expanding—a program or activity that is particularly cost-effective, especially when combined with performance measures demonstrating the activity's effectiveness. Finally, identifying the “hidden” costs and inefficiencies in programs makes them visible and provides a manager the ability to exercise control over them.

According to Jon Shane, calculating the full cost of each activity or program can serve departments in a number of ways.<sup>53</sup>

- It can give managers the ability to exercise control by assigning personnel based upon a demonstrated need, or expanding or contracting personnel proportionately as the need changes.
- It can uncover waste and hidden costs.

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<sup>53</sup> Ibid., 12.

- It will enable executives to determine which activities are most and least expensive.
- It provides executives and managers the ability to assess the full efficiency of the organization.
- It can assist managers in identifying places to cut spending.
- It can establish a cost baseline that could be made more efficient through process or technology investments that reduce personnel requirements.
- It enables the police executive to argue for a department's budget from an informed, objective position.

NOPD's priorities should be evident in how it allocates its resources. To accomplish this, it is important to track how funds are being spent on identified activities and/or programs. The costs associated with each identified activity can then be accounted and analyzed. In this way, costs become transparent and can be examined by both decision-makers and citizens. Decision-makers and the public can then assess whether taxpayer money is being spent on practices proven effective in achieving agreed-upon public safety goals. Financial resources are finite, and police departments must be able to demonstrate to both the public and decision-makers that tax dollars are being spent wisely and appropriately.

## VI. NOPD PERSONNEL DEPLOYMENT

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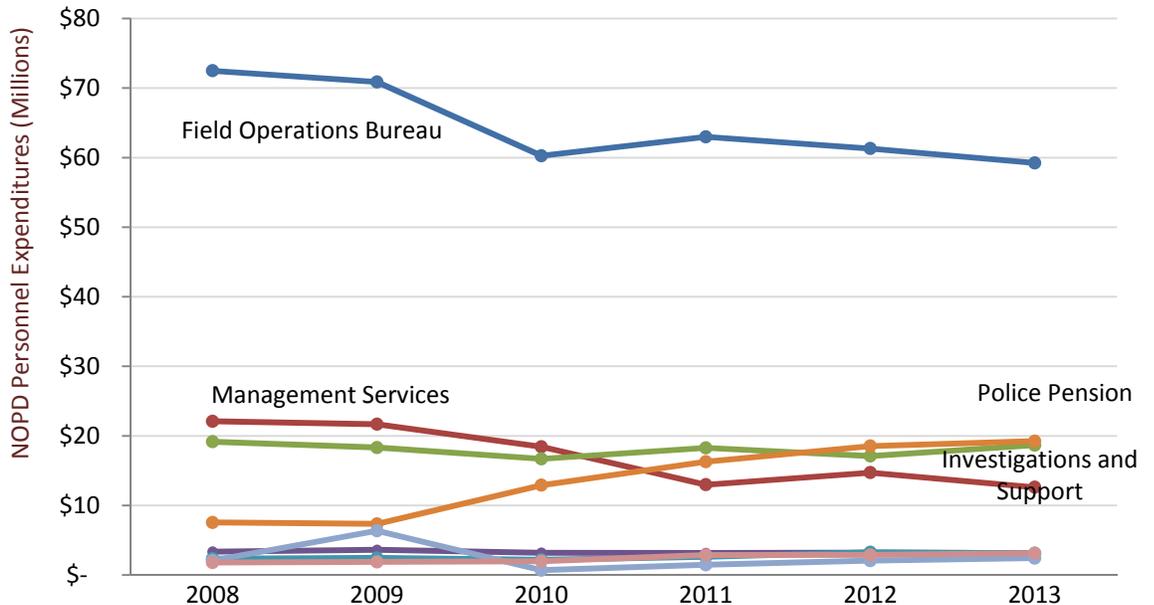
The Council provided the NOPD with a line item appropriation divided into authorized personnel expenses and operating expenses. However, within these guidelines, NOPD management had flexibility in how it deployed personnel and could move personnel among bureaus without Council approval. The City's accounting software tracked personnel expenses by bureau within the department, so it was possible to use the department's accounting to examine how it deployed resources over time.<sup>54</sup>

- The City recorded most NOPD personnel spending within five bureaus based on officer assignments: Public Integrity Bureau, Office of the Superintendent, Investigations and Support Bureau, Management Services Bureau, and Field Operations Bureau. See [Appendix F](#) for a description of the work officers assigned to these bureaus perform.
- In addition to spending in these bureaus, the City recorded some personnel spending for specific grants. Between 2008 and 2013 the City recorded spending in a total of 22 NOPD grant accounts. Evaluators combined all grant spending into one category.
- The City recorded dedicated millage payments to officers in a separate line item. All commissioned officers received direct millage payments in keeping with a Council authorization of a dedicated property tax millage. See [Appendix A](#) for a detailed explanation of millage pay.
- The City included total payments for police pension in the Office of the Superintendent line item. Evaluators removed pension payments from the Office of the Superintendent line item and placed them in a separate category.

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<sup>54</sup> The City tracks most NOPD operating expenses within the same financial code; for this reason, it is impossible to determine which function operating expenses supported. Grant operating expenses are tracked with separate financial codes.

**Figure 20.** NOPD Personnel Spending by Bureau or Category in Dollars (2008 – 2013)



	2008	2009	2010	2011	2012	2013
Field Operations Bureau	\$72,485,789	\$70,865,270	\$60,254,273	\$62,981,914	\$61,300,502	\$59,226,127
Management Services	\$22,082,875	\$21,662,735	\$18,423,392	\$12,971,524	\$14,709,275	\$12,613,710
Investigations and Support	\$19,146,892	\$18,313,668	\$16,692,610	\$18,265,400	\$17,090,479	\$18,658,688
Office of the Superintendent	\$3,346,571	\$3,605,662	\$3,185,468	\$3,147,491	\$3,211,841	\$3,140,104
Public Integrity Bureau	\$2,327,973	\$2,439,335	\$2,184,642	\$2,612,186	\$3,255,941	\$3,108,663
Police Pension	\$7,547,090	\$7,340,587	\$12,905,870	\$16,274,615	\$18,533,718	\$19,224,551
Grant Programs	\$2,070,742	\$6,351,309	\$686,619	\$1,461,637	\$2,048,739	\$2,414,735
Millage Pay	\$1,783,528	\$1,871,483	\$1,975,549	\$2,867,561	\$2,876,578	\$3,132,535

With one exception, spending in most bureaus was constant from 2008 through 2013, indicating that deployment among the bureaus did not change drastically. The major change was in spending in the Field Operations Bureau in 2009 and 2010, primarily due to the loss of overtime funding from Community Disaster Loans. The change also affected the change in personnel cost per FTE.

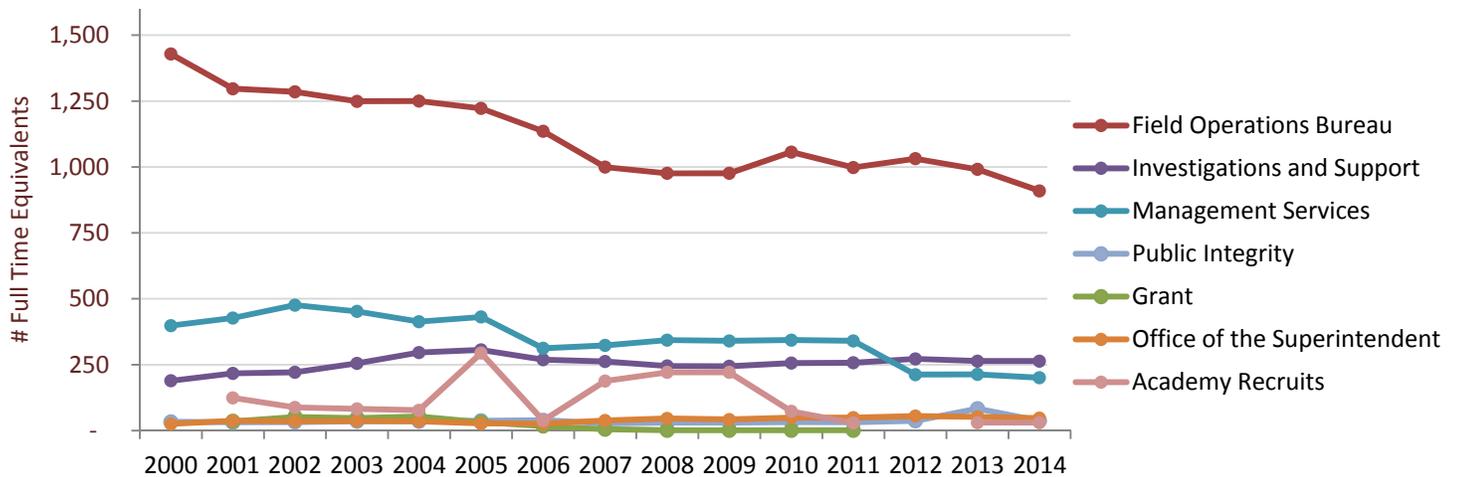
The NOPD used CDL in 2008 and 2009 to fund overtime to cover 12-hour shifts by officers assigned to patrol areas of the City with abandoned housing due to Hurricane Katrina. The NOPD reported to the City Council that the overtime significantly decreased crime and that overtime would no longer be necessary once officers were hired to replace those lost after the hurricane. However, the

NOPD did not replace staff after 2008, and, even after the loss of CDL funding to cover overtime, overall reported crime did not increase.

A second major change was the increase in police pension cost, which increased by 155 percent between 2008 and 2013. According to the Police Superintendent, pension expenses were not discretionary and the State required the NOPD to participate in the statewide Municipal Police Employee Retirement System (MPERS). The system is run by a commission that sets both employee and employer contribution rates.

To examine staffing trends over a longer time frame, evaluators used budgeted FTEs from the City’s budget books to examine trends in deployment by bureau from 2000 through 2014. Cuts to NOPD personnel overtime were concentrated in the Field Operations Bureau and the Management Services Division. In contrast, deployment in the Investigations and Support Bureau remained steady (see Figure 21). This information is consistent with the 2011 U.S. Department of Justice investigation of the NOPD, which found that NOPD choices in staffing placed a priority on investigations over patrol.<sup>55</sup>

**Figure 21.** Budgeted FTE by NOPD Bureau 2000 – 2014



<sup>55</sup> United States Department of Justice, *Investigation of the New Orleans Police Department* (Washington, DC: U.S. Department of Justice Civil Rights Division, 2011), 104, accessed October 31, 2014, [http://www.justice.gov/crt/about/spl/nopd\\_report.pdf](http://www.justice.gov/crt/about/spl/nopd_report.pdf).

NOPD officer redeployment also drove dramatic changes in spending within the districts. Prior to 2012 the City had not re-drawn district boundaries for many years, and there was no formal process guiding decisions about deployment among districts. In January of 2012, the NOPD used Corona Solutions software to redraw district boundaries and to deploy officers based on the number of calls for service generated within a geographic boundary.<sup>56</sup>

The software mapped calls for service generated within a three-year period and drew boundaries to equalize demands for service while taking into account geographical boundaries (such as the Mississippi River) and important social boundaries.<sup>57</sup> The NOPD isolated calls for service on Canal Street and Bourbon Street when creating the eight districts in order to account for the high number of calls generated on these streets. The NOPD then added officers to the Eighth District to meet the call-for-service demand for those two streets.

Equalizing calls for service among districts had two intended benefits: to increase citizen confidence that all areas of the City received equal levels of service and distribute the call-for-service workload more evenly among officers.<sup>58</sup>

Changes in personnel deployment also led to a redistribution of funds. Between 2000 and 2012, spending among districts ranged from \$10 million in the Fifth District to less than \$5 million in the Fourth District. However, in 2012 the NOPD more evenly distributed funding among most districts to reflect the more uniform assignment of officers. The exception was the Eighth District, where the Superintendent increased funding to address additional service demands largely due to the high number of tourists. See Figure 22.

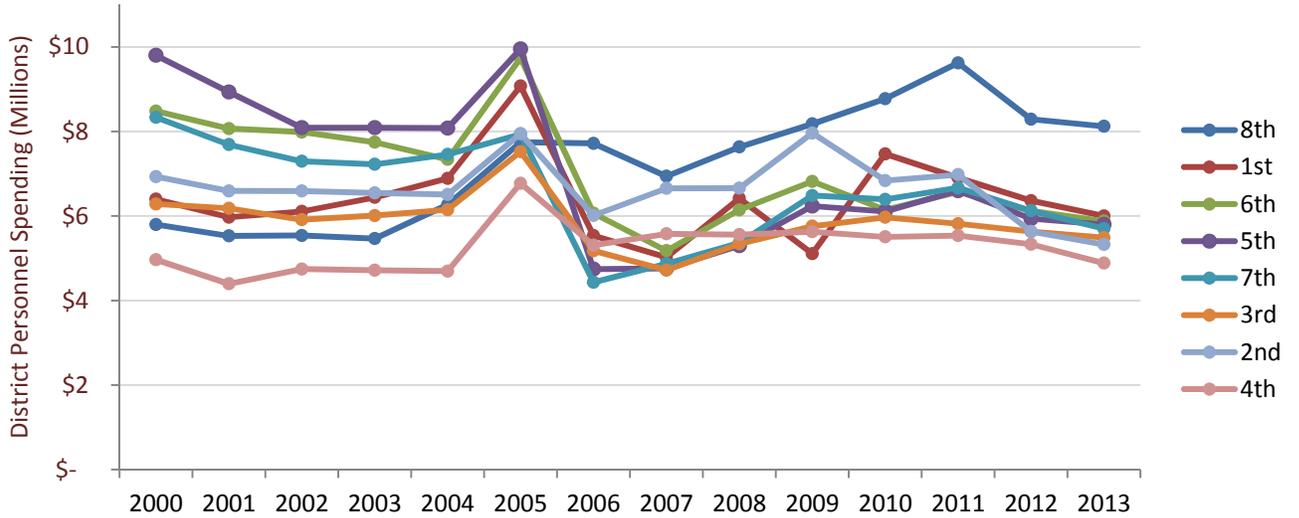
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<sup>56</sup> The workload analysis included both citizen-generated and officer-initiated calls for service.

<sup>57</sup> For example, the software initially split the Broadmoor neighborhood in two, but the adjusted district boundary kept the neighborhood within one district.

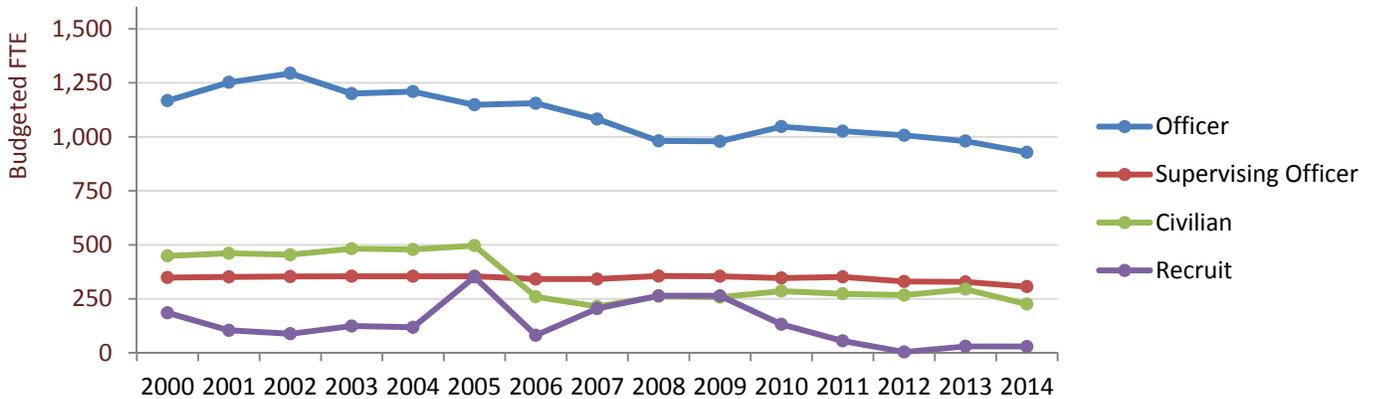
<sup>58</sup> The Superintendent at the time of this evaluation told evaluators that being assigned to Lakeview (Third District) was “like retirement” before redrawing boundaries, due to the relatively low number of calls for service.

**Figure 22.** Personnel Spending in Districts (2012 Dollars)



Evaluators used the FTEs listed in budget books for 2000 through 2013 to document trends in staffing, dividing personnel into the four categories illustrated in Figure 23. “Officer” included all Police Officers I through IV; “Supervising Officer” included all sworn staff with a rank above Police Officer IV; and “Recruits” included both staff attending the police academy and staff in field training. All other staff were considered “Civilian.”

**Figure 23.** Budgeted FTE By Personnel Category (2000 – 2014)



In the 2014 Staffing and Deployment Report, the OIG noted two trends in deployment that made NOPD staff allocation inefficient. First, the OIG noted a high ratio of sergeant supervisors to police officers indicating a low supervisor span of control.<sup>59</sup> Figure 23 illustrates the decreasing span of control: the number of supervising officers remained steady as the number of officers declined from 2002 on. Second, the OIG observed a high reliance on sworn staff (police officers) to perform duties that could be performed by non-sworn or civilian employees.<sup>60</sup> Figure 23 also depicts the steep drop in the number of civilian employees in the NOPD between 2005 and 2007.

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<sup>59</sup> OIG, *NOPD Staffing and Deployment*, 57, accessed October 31, 2014, <http://www.nolaig.org/uploads/File/I&E/Inspections/OIG%20FINAL%20report-NOPD%20Staffing%20and%20Deployment%20140528.pdf>.

<sup>60</sup> *Ibid.*, 53.

## VII. NOPD PERFORMANCE

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From 2009 to 2010, the City cut spending on police by 12 percent, when one-time CDL funding ran out. The NOPD cut overtime to make up most of the difference. An analysis of the effect the marked reduction in funding had on the NOPD's performance could help policy makers make informed decisions about allocating scarce financial resources. However, the City provided little information that explained the possible relationship between spending less money on police overtime and outcomes related to policing from 2008 through 2013.

**FINDING 1. THE CITY'S BUDGET BOOKS AND RESULTS NOLA REPORTS DID NOT PROVIDE THE COUNCIL OR THE PUBLIC WITH DETAILS ABOUT PERFORMANCE THAT COULD LEAD TO INFORMED DECISION-MAKING ABOUT BUDGETING.**

It is impossible to draw conclusions about the appropriate level of funding without consistent information about workload and performance, and the City and the NOPD provided little information about police performance in its budget books. The City did not consistently report on any performance measures and 2010 was the only year it reported more than a handful of measures.<sup>61</sup> (See [Appendix G](#) for a list of performance measures included in budget books.)

The City presented additional NOPD performance information with the launch of ResultsNOLA in 2011.<sup>62</sup> NOPD performance measures tracked in ResultsNOLA reports included the number of neighborhood watch meetings and crime prevention presentations, crime rate, clearance rates, number of DWI arrests, perceptions of safety, a count of disciplinary actions and complaints against police, integrity checks, the number of reports reviewed, and the percentage of officers meeting training goals.<sup>63</sup> See Figure 24 for a list of performance measures listed in the ResultsNOLA reports.

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<sup>61</sup> The City reported 2008 actual measures in the 2010 budget book.

<sup>62</sup> ResultsNOLA reports are published by the City and included a number of performance measures for each agency that received a Council appropriation.

<sup>63</sup> City of New Orleans, *ResultsNOLA Report: Fourth Quarter 2011* (New Orleans, LA: City of New Orleans, 2011), accessed October 31, 2014, <http://www.nola.gov/getattachment/9935b395-27ea-4dbb-bbd6-241b5e72c727/ResultsNOLA-2011-Q4/>.

**Figure 24.** NOPD ResultsNOLA 2011 – 2013

	2011	2012	2013
Number of neighborhood watch meetings	1,146	1,238	881
Number of crime prevention presentations	130	--	--
Monthly average of crimes against person	229	247	247
Field Operations Bureau Investigations clearance rate for crimes against persons	43%	41%	40%
Monthly average of crimes against property	1,168	1,152	1,210
Field Operations Bureau Investigations clearance rate for crimes against property	13%	40%	13%
Number of Driving While Intoxicated (DWI) arrests	1,624	1,522	1,392
Percent of overall satisfaction with the NOPD	47%	--	--
Percent of residents reporting they feel safe in their neighborhood	78%	81%	--
Percent of citizens who feel the police are cooperating with the public to address their concerns	55%	--	--
Disciplinary actions taken against officers in the NOPD	190	--	--
Number of integrity complaints about officers made to the NOPD Public Integrity Bureau	1,401	--	945
Number of NOPD integrity checks	243	418	241
Percent of officers completing 40 hours of required in-service training	97%	--	100%
Number of Police Reports Reviewed	3,867	--	3,404

The information presented in these reports was more helpful than the information in the budget books but was still not comprehensive. ResultsNOLA missed some key indicators regarding police performance including response times, police workload measures (such as the number of calls for service, arrests, and police-initiated actions), and survey results from police contact reports. The measures do not relate to some vital police functions such as record keeping or forensics. Also, data on a number of indicators were not reported consistently, so tracking trends was not possible.

Some of the measures also did not provide enough context to be useful. For example, ResultsNOLA listed the number of police reports reviewed but did not

indicate how many reports were written. Were some reports *not* reviewed? If so, what percent of all reports were reviewed? And what was the average amount of time from arrest to the time the NOPD submitted a report to prosecutors?<sup>64</sup>

ResultsNOLA also did not include any information that connected the cost of policing to the efficiency of services. Police practitioners have historically considered developing scientific evidence of effective—and cost-effective—policing strategies useful but time-consuming and dispensable; instead departmental decisions regarding policies and practices were driven by decisions based on community demands and political realities.<sup>65</sup> “It is not an exaggeration to say that most police agencies have little interest in using scientific methods to evaluate programs and practices,” assert two researchers.<sup>66</sup>

However, recent budget restrictions in many jurisdictions require cities to get smart on crime, which means holding police accountable for their performance *and* demanding police strategies proven effective. Police departments are increasingly aware that they must justify their expenditures by providing scientific evidence that justifies the policing interventions they implement. Further, they must collect and analyze data that demonstrate those strategies are working.

Performance-based measures of policing include the types of measures recorded in Compstat.<sup>67</sup> Compstat put crime data at the center of measuring police performance, tracking measures such as numbers of arrests and crime rates in different Uniform Crime Report categories over a reasonably long follow-up period. Compstat is a management tool used to measure performance and to direct police activity.

But the performance measures included in Compstat do not tell decision-makers which strategies were more successful and why. They cannot answer questions such as: Are place-based strategies more or less effective than offender-based strategies? Or, to what degree are strategies more effective when they are proactive and focused rather than reactive and general? Is there evidence

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<sup>64</sup> The amount of time between arrest and submission of reports to prosecutors can significantly increase jail costs.

<sup>65</sup> Bueermann, “Being Smart on Crime,” 13.

<sup>66</sup> Weisburd and Neyroud, “Police Science: Toward a New Paradigm,” 3.

<sup>67</sup> Although Comstat is used locally, the acronym CompStat or COMPSTAT stands for Complaint Statistics.

supporting strategies that focus on particular types of places and people?<sup>68</sup> These questions require a scientific approach, one that can tell decision-makers if public money is being spent on strategies and policies that science has shown to be most effective and therefore the best use of scarce public funds.

Measures of these kinds of performance outcomes would enable the Mayor and Council to make better-informed decisions about the allocation of resources. They would also enable decision-makers to determine the effects of specific policy decisions and how closely police are following policy directives.

Decision-makers also can use performance to measure non-monetary costs of policing. In *The Bottom Line of Policing*, Moore and Braga state that it is important to consider the “claims that [police] make on liberty and privacy.” The authors go on to state that:

“This cost arises because we citizens give the police something more than our money; we give them the right to interfere with our private lives. ... Just as the money that public police use comes from money that would otherwise be used for private consumption, so the extensive authority that the police use in their work comes from the stock of private liberty that we, as citizens, enjoy as a matter of right.”<sup>69</sup>

In short, while increased financial investment in police *could* result in increased productivity and public safety, those outcomes must be weighed alongside the potential costs to freedom and liberty. The number of reported incidents of force, the number of police disciplinary actions, and levels of community satisfaction with the attitude and behavior of police as measured by surveys can all be used to measure the potential loss of freedom.<sup>70</sup>

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<sup>68</sup> Cynthia Lum, Christopher S. Koper, and Cody W. Telep, “The Evidence-Based Policing Matrix,” *Journal of Experimental Criminology* 7 no. 1 (2011): 4, accessed February 28, 2015, <http://cebcp.org/wp-content/evidence-based-policing/the-matrix/MatrixPaperJEC.pdf>.

<sup>69</sup> Mark H. Moore and Anthony Braga, *The “Bottom Line” of Policing* (Washington, DC: Police Executive Research Forum, 2003), 6-7, accessed October 31, 2014, [http://www.policeforum.org/assets/docs/Free\\_Online\\_Documents/Police\\_Evaluation/the%20bottom%20line%20of%20policing%202003.pdf](http://www.policeforum.org/assets/docs/Free_Online_Documents/Police_Evaluation/the%20bottom%20line%20of%20policing%202003.pdf).

<sup>70</sup> An excellent source of survey questions is Ann L. Pastore and Kathleen Maguire, eds., *Sourcebook of Criminal Justice Statistics*, (Albany, NY: University of Albany School of Criminal Justice), accessed March 3, 2015, [http://www.albany.edu/sourcebook/toc\\_2.html](http://www.albany.edu/sourcebook/toc_2.html). The sourcebook provides the results of national opinion polls on a wide range of criminal justice-related issues along with the survey questions.

Non-monetary costs of policing have been prominent in public discourse, both in New Orleans in the context of the current consent decree, and across the nation after the recent protests against police use of force in Ferguson, MO.<sup>71</sup> In 2011 the U.S. Department of Justice issued a report that found that “far too often, [NOPD] officers show a lack of respect for the civil rights and dignity of the people of New Orleans.”<sup>72</sup> The report conceded that “some argue that, given the difficulty of police work, officers must at times police harshly and bend the rules when a community is confronted with seemingly intransigent high levels of crime.”

However, the report concludes that:

Policing is undeniably difficult; however, experience and study in the policing field have made it clear that bending the rules and ignoring the Constitution makes effective policing much more challenging. NOPD’s failure to ensure that its officers routinely respect the Constitution and the rule of law undermines trust within the very communities whose cooperation the Department most needs to enforce the law and prevent crime.<sup>73</sup>

In response to the 2011 report, the City entered into a consent decree with the U.S. Department of Justice that will require the City to collect 30 detailed measures, including the rate of force used per arrest and the rate of arrests for which there is documented suspicion and probable cause, to document that the NOPD is moving toward constitutional policing. For a complete list of consent decree outcome measures see [Appendix H](#).

In many cities, including New Orleans, the cost to freedom has financial as well as non-monetary costs, and can result in high price tags associated with bringing

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<sup>71</sup> United States v. City of New Orleans, 12-1924, E.D. La., *Complaint*, Doc. No. 1, July 24, 2012, accessed October 31, 2014, <http://www.laed.uscourts.gov/Consent/consent.htm>. Larry Buchanan, et al., "Q&A What Happened in Ferguson?" *The New York Times*, August 22, 2014, accessed on September 29, 2014, [http://www.nytimes.com/interactive/2014/08/13/us/ferguson-missouri-town-under-siege-after-police-shooting.html?module=Search&mabReward=relbias%3Aw%2C%7B%22%22%3A%22RI%3A14%22%7D&\\_r=0](http://www.nytimes.com/interactive/2014/08/13/us/ferguson-missouri-town-under-siege-after-police-shooting.html?module=Search&mabReward=relbias%3Aw%2C%7B%22%22%3A%22RI%3A14%22%7D&_r=0).

<sup>72</sup>United States Department of Justice, *Investigation of the New Orleans Police Department* (Washington, DC: U.S. Department of Justice Civil Rights Division, 2011), v, accessed October 31, 2014, [http://www.justice.gov/crt/about/spl/nopd\\_report.pdf](http://www.justice.gov/crt/about/spl/nopd_report.pdf).

<sup>73</sup> *ibid.*, v.

departments' patterns and practices into constitutional compliance. To meet this standard, the City anticipated over \$50 million in expenses to implement the requirements established by the U.S. District Court for the Eastern District of Louisiana. These costs included a requirement that the City hire a federal monitor to oversee NOPD's progress toward compliance with the consent decree at a cost of \$10.7 million over five years.

**RECOMMENDATION 1. THE CITY SHOULD ADOPT A MORE COMPLETE POLICE PERFORMANCE MEASUREMENT MODEL AND EVIDENCE-BASED POLICY, WHICH WILL PROVIDE DECISION-MAKERS WITH INFORMATION THEY NEED TO ALLOCATE APPROPRIATE RESOURCES TO THE NOPD.**

There are many resources available to help the City develop measures to provide a more complete picture of NOPD performance.<sup>74</sup> CALEA and RAND developed a useful model, explained in detail in the 2008 report, *Striving for Excellence*.<sup>75</sup> The model is based on 28 measures in nine dimensions or subject areas that were developed with participation from four law enforcement agencies. Each dimension represents a separate and distinct goal of policing, and the report includes methods to measure success in achieving the goal listed in each dimension. Measures include items like response time, the percent of residents that feels safe, satisfaction from the business community, officer job satisfaction, dollar cost per resident, and community satisfaction with the attitude and behavior of police. See [Appendix I](#) for a complete list of measures. The creators of the model recognized that police work is multi-dimensional and that no single dimension will provide a reliable picture of police performance.

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<sup>74</sup> In addition to the model presented in this report, the City may also wish to review:

- Robert H. Langworthy, ed, *Measuring What Matters Proceedings from the Policing Research Institute Meetings* (Washington, DC: U.S. Department of Justice, 1999), accessed October 31, 2014, <https://www.ncjrs.gov/pdffiles1/nij/170610.pdf>.
- Moore and Braga, *The "Bottom Line" of Policing*.
- David J. Roberts, *Law Enforcement Tech Guide for Creating Performance Measures that Work* (Sacramento, CA: SEARCH Group, Incorporated, 2006), accessed October 31, 2014, <http://www.cops.usdoj.gov/files/ric/cdroms/techdocs/it/letechguideperformance.pdf>.

<sup>75</sup> Davis, et al., *Striving for Excellence*.

In addition to these broad goals and measures, the model includes five data collection instruments:

- a departmental self-assessment that contains data that should be readily available to any police department;
- a community survey targeted at residents from across the agency service area (with a focus on accurately representing demographic sub-groups based on race, age, or economic status);
- a business survey that measures the satisfaction of businesses in the community;
- a contact survey that gathers opinions on officer performance from individuals who had voluntary contact with police (those who made a call for service) and/or involuntary contact with police (arrestees or those stopped for traffic violations); and
- a survey of rank and file officers to measure organizational health and compliance with rules and regulations (including ethics rules).

Most of the performance measures included in the model use data NOPD already collects.<sup>76</sup>

The City's performance measure system should also be able to examine performance within different NOPD bureaus or functions. Measures should not be limited to the patrol function.

As the City and the NOPD deliberate about which performance measures to use, they should consider the effects of performance on other agencies in the criminal justice system. For example, in 2008 the City reported the number of arrests as a police performance measure. However, increased arrests lead to greater incarceration costs, increased costs associated with caseload for the District Attorney and Public Defender, and increased cost to the court system. An increased effort to arrest would also undermine the City's policy decision to reduce arrests by increasing the issuance of summonses.<sup>77</sup> At the beginning of 2010 the New Orleans City Council asked the NOPD to issue summonses rather

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<sup>76</sup> See Appendix I for a complete list of performance measures and sources available to NOPD.

<sup>77</sup> This policy decision was formalized in City Code Sec. 54-28, which states that "An officer shall issue a written summons and may not make a custodial arrest when citing a person solely for a violation of this chapter... ."

than make arrests for minor out-of-parish traffic violations or for possession of small amounts of marijuana.<sup>78</sup>

In addition to the measures recommended in *Striving for Excellence*, the NOPD should adopt and advance evidence-based policy and take ownership of police evaluation research. Police organizations nationally seek increased professional standing.<sup>79</sup> Toward that end, police will need to develop evidence-based practices and policies that include “stricter *accountability* for both their effectiveness and their conduct while they seek to increase their *legitimacy* in the eyes of those they police and to encourage continuous *innovation* in police practices.”<sup>80</sup>

**FINDING 2. NOPD DATA WERE UNRELIABLE AND COULD NOT BE USED TO EVALUATE PERFORMANCE.**

Evaluators planned to use the *Striving for Excellence* model to understand the relationship between city spending on police to police performance from 2008 through 2012. We also sought to compare spending and performance in New Orleans to selected benchmark cities that shared similar demographic characteristics with New Orleans.

Fortunately, the NOPD collected almost all of the data included in the performance model. Of the 28 measures, the NOPD did not collect six: officer ethics and values, business community satisfaction, officer job satisfaction and morale, perceptions of agency leadership, officer knowledge of laws and policy, and satisfaction of arrestees from contact reports.<sup>81</sup> Unfortunately, critical flaws in data integrity for some of the most essential measures made the measures unreliable. Flaws in NOPD data exist in the following areas.

**Response times:** In the 2014 OIG Staffing and Deployment report, evaluators attempted to measure police response times for citizen-generated calls for

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<sup>78</sup> According to NOPD data, arrests decreased during the 2008 to 2013 period.

<sup>79</sup> Weisburd and Neyroud, “Police Science: Toward a New Paradigm,” 10.

<sup>80</sup> Stone and Travis, “Toward a New Professionalism in Policing,” 1. Italics in original. The authors note that “the traffic in these ideas, policies and practices is now so vigorous across the nation” that they have cohered despite the fact that policing is a “radically decentralized business” (17).

<sup>81</sup> At the time of the review, NOPD was planning to collect information on three additional measures: officer ethics and values, officer job satisfaction, and perceptions of agency leadership. NOPD would not be collecting or planning to collect only three of *Striving for Excellence’s* 28 measures if these additional measures were collected.

service but were unable to do so, because NOPD officers did not enter arrival times for 13 percent of the calls. Evaluators determined that “the 13 percent of calls for service for which arrival times were not recorded may be different in some way from the remaining 87 percent; their inclusion could measurably change the average for all citizen-generated calls for service.”<sup>82</sup>

**Citizen Complaints for Discourtesy:** During interviews, NOPD staff admitted problems with data integrity for citizen complaints resulting from the adoption of new software in 2010.<sup>83</sup> According to the data NOPD provided, there was a 76 percent drop in complaints between 2010 and 2011 that the NOPD stated was probably due to employees learning to use the new software. Data problems appeared to persist past 2011: in a 2013 review of the NOPD’s early warning program, OIG evaluators found that, in a random sample of 100 complaints, 30 were not entered into the database.<sup>84</sup>

**Rates of Violent and Property Crime:** In *The “Bottom Line” of Policing*, authors Mark Moore and Anthony Braga state that “[m]easuring overall levels of criminal victimization ... is probably the single most important performance measure for police departments to collect.”<sup>85</sup> However there is good reason to doubt the validity of the levels of victimization that NOPD reports. Various auditors and analysts have recently called the NOPD’s crime reporting into question.

In October 2013, the Louisiana Legislative Auditor released a report that found that the NOPD did not report 319 of the 1,000 incidents it reviewed in the computer-aided dispatch (CAD) system that should have been reported to the Federal Bureau of Investigation.<sup>86</sup> In the same month, the OIG issued a report of

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<sup>82</sup> OIG, *NOPD Staffing and Deployment*, 37.

<sup>83</sup> The software was purchased to track citizen complaints, other indicators used in the NOPD’s early warning system, and internal investigations case management.

<sup>84</sup> This sample included all complaints, not only complaints for discourtesy. City of New Orleans Office of Inspector General, *Review of the New Orleans Police Department Early Warning Program* (New Orleans, LA: City of New Orleans Office of Inspector General, 2013), 14, accessed October 31, 2014,

<http://www.nolaoig.org/uploads/File/I&E/Inspections/OIG%20Review%20of%20NOPD%20EW%20Program%20Report%20131205.pdf>.

<sup>85</sup> Moore and Braga, *The “Bottom Line” of Policing*, 38.

<sup>86</sup> Louisiana Legislative Auditor, *Crime Data of the City of New Orleans Report to the Senate Committee on Judiciary B* (Baton Rouge, LA: Louisiana Legislative Auditor, 2013), 2, accessed October 31, 2014,

[http://app.la.state.la.us/PublicReports.nsf/81F28224EB5DC4D686257C0C006EB3F5/\\$FILE/00035CF2.pdf](http://app.la.state.la.us/PublicReports.nsf/81F28224EB5DC4D686257C0C006EB3F5/$FILE/00035CF2.pdf).

inquiry that found 177 improperly or incorrectly classified incidents related to lost wallets or purses during the first half of 2013.<sup>87</sup> In May 2014 the OIG issued another report that found that “NOPD misclassified 46 percent of the offenses tested to sexual battery, miscellaneous offense, or Unfounded rather than forcible rapes.”<sup>88</sup> In August of the same year, the OIG found that “NOPD misclassified 37 percent of the offenses tested to a miscellaneous offense rather than a robbery.”<sup>89</sup>

**Calls for Service:** The NOPD provided different lists of 2012 citizen-generated calls for service for this report and for the NOPD Staffing and Deployment report the OIG released in mid-2014. The NOPD provided a list of 418,847 citizen-generated calls for service for this funding analysis; for the NOPD Staffing and Deployment report, the NOPD provided a list of 320,339 citizen-generated calls for service.

Moreover, the list of 320,339 calls was further reduced. In consultation with the NOPD, evaluators excluded traffic “incidents,” “duplicate,” “null,” and “void” calls. The resulting data set used in the Staffing and Deployment report analysis included 264,225 citizen-generated calls for service in 2012.

The final “scrubbed” list of 264,225 calls for service represented an 18 percent decrease from the 320,339 calls for service the NOPD provided previously and a 37 decrease from the 418,847 calls for service provided for this report.<sup>90</sup> Evaluators could not conduct a similar detailed audit of calls for service for all five years, but determined that the discrepancy raised doubts about the reliability of the number of calls reported for other years.

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<sup>87</sup> City of New Orleans Office of Inspector General, *Report of Inquiry into Improper Classification of Crime Reporting by the New Orleans Police Department 8th District* (New Orleans, LA: City of New Orleans Office of Inspector General, 2013), 4, accessed October 31, 2014, <http://www.nolaoig.org/uploads/File/Counter%20Fraud/ROI%208th%20District%20Crime%20Statistics%20%20Final%20131030.pdf>.

<sup>88</sup> City of New Orleans Office of Inspector General, *A Performance Audit of the New Orleans Police Department’s Uniform Crime Reporting of Forcible Rapes* (New Orleans, LA: City of New Orleans Office of Inspector General, 2014), accessed October 31, 2014, <http://www.nolaoig.org/uploads/File/Audit/2014/NOPD%20UCR%20-%20Forcible%20Rape%20Audit.pdf>.

<sup>89</sup> Office of Inspector General City of New Orleans, *A Performance Audit of the New Orleans Police Department’s Uniform Crime Reporting of Robbery* (New Orleans, LA: Office of Inspector General City of New Orleans, 2014), 2, accessed October 31, 2014, <http://www.nolaoig.org/uploads/File/A%20Performance%20Audit%20of%20the%20NOPDs%20UCR%20Reporting%20of%20Robbery.pdf>.

<sup>90</sup> OIG, *NOPD Staffing and Deployment*, 80.

**Police-Initiated Actions:** The NOPD tracks police-initiated actions in the CAD database. Police-initiated actions are activities police perform in the field at their own initiative and not in response to a call a citizen places to emergency dispatch. Police-initiated actions could include traffic stops, arrests for crimes observed, or stops that resulted in no arrest or citation.

Prior to 2012 officers did not necessarily record all pedestrian and traffic stops unless there was an arrest or citation. Also, NOPD data analysts estimated the number of self-initiated stops by counting the number of records in which the dispatch time was the same as (or very close to) the arrival time.

At the beginning of 2012, the NOPD instituted two policies that changed how police-initiated actions were tracked. Officers were required to report all pedestrian and traffic stops to dispatch regardless of whether there was an arrest or citation. Also, a field was added to the CAD database to mark records as self-initiated without relying on the proximity of the dispatch time and arrival time. This change in reporting technique caused a 239 percent jump in reports of self-initiated police actions between 2011 and 2012 and made it impossible to draw conclusions about performance from the data.

**Clearance Rates:** Clearance rates are calculated by dividing the total number of arrests by the total number of reported crimes, and are therefore integrally dependent on the accuracy of the number of reported crimes.<sup>91</sup> In light of the documented problems with the NOPD's UCR crime reporting, evaluators determined that clearance rates must be unreliable as well.

Evaluators found documented flaws in the most vital measures of NOPD performance, such as the victimization rate and workload measures such as citizen-generated calls for service. Without reliable data on these performance measures, evaluators could not offer the remaining measures without presenting an incomplete and possibly invalid picture of NOPD performance.

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<sup>91</sup> Moore and Braga, *The "Bottom Line" of Policing*, 38.

**RECOMMENDATION 2. THE NOPD SHOULD INSTITUTE BETTER CONTROLS ON DATA COLLECTION.**

Numerous reports have documented flaws in NOPD data collection and have provided recommendations related to improving data integrity. The NOPD should follow the recommendations of previous reports to improve data quality. Recommendations to improve data quality focus on three main themes: improvements in supervision, changes in policy, and attention to workflow.

Most of the reports evaluators reviewed recommended improvements in supervision to improve data quality. The OIG report on rapes recommended that “supervisors should also review reports to ensure that items are properly classified and the elements of the offense are met.”<sup>92</sup> The OIG report on NOPD staffing and deployment recommended that “NOPD supervisors should require officers to provide arrival times when responding to calls for service.”<sup>93</sup>

Reports also recommended changes to NOPD policy or workflow to improve data collection. One suggestion is to avoid the use of catch-all categories. For example, the Louisiana Legislative Auditor recommended that the NOPD prohibit the “use of the disposition of Necessary Action Taken for any Part I UCR crimes.”<sup>94</sup> The NOPD should take steps to control for data quality when implementing new electronic systems.

Better data will allow the NOPD to analyze its work and those responsible for policy and budgeting will have reliable information on which to base funding decisions.

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<sup>92</sup> OIG, *NOPD’s Uniform Crime Reporting of Forcible Rapes*, 11.

<sup>93</sup> OIG, *NOPD Staffing and Deployment*, 37.

<sup>94</sup> Louisiana Legislative Auditor, *Crime Data of the City of New Orleans*, 13.

## VIII. CONCLUSION

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In this report OIG evaluators documented the full financial cost of policing in New Orleans and found that in the 2008 to 2012 period the full cost of policing varied from a low of \$163 million in 2010 to a high of \$189 million in 2008. The City's general fund paid for a majority of these costs, and they were included in the City's financial documents. The additional costs were on average 27 percent higher than NOPD line item expenses alone. However, not all expenses were documented in public budget documents.

Evaluators noted that personnel costs were not directly tied to changes in the number of full-time equivalents, because the amount of overtime available changed, employees were furloughed in 2010, and pension costs increased significantly. The City's cost of policing will increase; compliance with the consent decree requirements to bring the NOPD up to constitutional standards is expected to cost more than \$50 million over five years. Both the City and its taxpayers should be mindful of the total cost of police, including pension and consent decree costs, as it contemplates adding more officers to the force.

NOPD management did not significantly change the deployment of resources over the review period even though funding and overtime dropped and pension costs increased. The amount the NOPD allocated to its major bureaus remained relatively consistent for most bureaus, while the Field Operations Bureau experienced a steady decline in personnel expenditures after 2005. The NOPD used software to re-draw district boundaries and equalize spending and deployment among districts.

It was not possible to gauge the effects of changes in spending, because so little information was captured about police performance, how public dollars were spent on specific programs and activities, and the relationship of spending to public safety outcomes. The City did not provide consistent information in the materials it prepared for the Council prior to budget adoption and the performance measures contained in ResultsNOLA included little evidence that the strategies police employed worked and why. Police work is multi-dimensional and no single performance measure will provide a reliable picture of police performance. Evaluators recommend that the City adopt a more comprehensive police performance model and clearly link research-based strategies and policies proven to be effective to agreed-upon public safety

outcomes. Those strategies must then be evaluated to determine whether they produce the intended outcomes.

Evaluators attempted to use a more comprehensive model to measure NOPD performance, but found that much of the data was unreliable. Numerous reports have called NOPD data into question. Evaluators recommend that the NOPD adopt the recommendations in those reports to improve data quality.

The recommendations presented in this report are intended to assist the Council, Mayor, and NOPD Superintendent with creating a budget and managing the police force in a way that ensures the best outcomes for the least cost. It is critical that decision-makers be able to evaluate the performance of the NOPD and determine whether evidence-based strategies were employed effectively in order to understand how decisions in budgeting and deployment may affect the provision of police services.

It may be politically difficult to request that police provide information to support requests for funding, because, as stated in *The "Bottom Line" of Policing*, "[Police] are accustomed to dealing with important matters of life, death, and justice. When such things are at stake, it seems wrong to worry about how much money is being spent."<sup>95</sup>

Nonetheless, minimizing fiscal realities seems ill-advised. New Orleans may well face unprecedented increases in the cost of law enforcement from rising pension costs and appeals for higher salaries, as well as the planned increase in the number of officers. Residents will want assurance that the large number of tax dollars spent on law enforcement actually results in a safer city.

To provide that assurance, the bar will have to be raised on the information NOPD provides about how it spends one quarter of the city's general fund dollars. And it will need to provide better evidence documenting what they do and how well it works. Evidence-based policing is designed to inform changes in practice based on science and then measure the success of those changes with outcomes research, resulting in a "culture of continuous professional development ... that encourages practitioners to engage with the evidence and contribute more of their own."<sup>96</sup>

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<sup>95</sup> Moore and Braga, *The "Bottom Line" of Policing*, 67.

<sup>96</sup> Weisburd and Neyroud, "Police Science," 15.

Residents will not know whether what police do actually increases public safety, and decision-makers will not know how best to invest limited public dollars to produce the best outcomes, until science becomes the basis for policing practices. Adopting an evidence-based approach is unlikely to occur unless citizens demand it. Police executives feel little pressure to “show that their policies and practices are evidence based,” and the history of evidence-based practices in such fields as medicine and education suggests that “professionals will only make such changes under external coercion. ... [P]ublic information about police performance would create the strongest pressure for improvement.”<sup>97</sup>

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<sup>97</sup> Ibid., and Sherman, “Evidence-Based Policing,” 10.

## **APPENDIX A. ADDITIONAL DETAILS ON NOPD EXPENDITURES AND REVENUE**

The City’s budget document did not offer a complete picture of investment in the NOPD. This appendix documents other subsidies and contributions to the NOPD to provide a more accurate picture of the total cost of policing in New Orleans.<sup>98</sup> The following subsections detail the methods evaluators used to determine the expenditures included in Figure 4.

### **COUNCIL-CONTROLLED APPROPRIATIONS RELATED TO NOPD**

The majority of NOPD revenues and expenditures were appropriated by the New Orleans Council. The Council adopts the NOPD line item operating budget, which covers personnel, supplies, and contract services. The Council also authorized other police-related expenditures that were included in other departmental line items, such as electricity and gas, motor vehicle fuel, indirect expenses, and capital improvements.

### **NOPD REVENUE**

NOPD revenue includes general fund revenue, self-generated revenue, and grants. These categories are discussed in detail in the body of the report. This section includes details on general fund revenue that come from the Police Millage and NOPD dedicated millage. See Figure 25 for the amounts collected through these two millages in 2008-2012.

**Figure 25.** Police Dedicated Millages

	2008	2009	2010	2011	2012
Police Millage	\$10,437,910	\$10,433,942	\$11,213,980	\$15,487,610	\$15,871,189
NOPD Dedicated	\$4,998,979	\$5,019,849	\$5,421,651	\$7,869,946	\$8,251,701
Total	\$15,436,890	\$15,453,792	\$16,635,631	\$23,357,556	\$24,122,889

<sup>98</sup> The body of the report includes finances for the 2008 – 2013 period, but this appendix includes finances for the 2008 – 2012 period.

**Police Millage:** The Police Millage is a dedicated millage adopted by voters in 1990 to pay for police protection. The millage is not homestead-exempt; therefore it applies to the full value of properties. In contrast, for many other city property tax millages, the City does not levy the millage on the first \$75,000 in value on a property.<sup>99</sup> In 2012 the Council adopted a rate of 5.11 mills for this levy.

When the police millage was initially approved by voters, the revenue was intended as supplemental funding dedicated to police. The language in the law states that “the additional revenues generated by these fire and police millages shall not displace, replace, or supplant funding by the city of New Orleans for fire and police protection for calendar year 1990 nor shall the level of funding for such purposes by the city for that calendar year be decreased below such level in any calendar year hereafter.”<sup>100</sup> According to the City’s budget office, this means that in order to assess the millage, the police budget could not fall below roughly \$75 million, the amount of the police budget when the Legislature passed the law in 1990. The budgeted amount for police topped \$120 million every year during the study period, well above the \$75 million floor.

**NOPD Dedicated Millage:** In addition to the police millage, the City assesses another millage dedicated to police. This millage was adopted in the 1921 Louisiana Constitution, which states that the millage is “dedicated to the maintenance of ... a triple platoon system in the police department of said City and for an increase in the pay of the officers and men in said departments [fire and police], respectively, and shall be used by said City exclusively for said purposes... .”<sup>101</sup> In 2012, the Council levied 6.19 mills under this provision.

The City used the NOPD Dedicated Millage for two purposes. The majority of the millage went to the general fund for police personnel expenses and the remaining portion was paid to all commissioned officers in a special payroll run each spring. According to law, the City disbursed two-thirds of the total amount collected for police personnel expenses and one-third of the total for the special payroll run.

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<sup>99</sup> La. Const. art. VI § 26.

<sup>100</sup> La. Const. art. VI § 26.

<sup>101</sup> La. Const. art. XIV § 25.

NOPD staff performed a calculation to disburse the money to the officers each year after the Finance Department told NOPD administrative staff how much in property tax was collected for the millage. Each officer received an equal share of the total amount for each eligible pay period worked. Pay periods in which the officer was suspended or on leave without pay were considered ineligible. An officer without any ineligible pay periods received 26 shares of the divided millage, one for each of the 26 pay periods. All officers received the same share regardless of rank. Millage pay for an officer with 26 eligible pay periods varied over the 2008 to 2012 period from a low of \$1,115 in 2009 to a high of \$2,001 in 2012 (see Figure 26).

**Figure 26.** Millage Pay for an Officer with 26 Eligible Pay Periods by Year

	2008	2009	2010	2011	2012
Yearly Millage Pay per Officer	\$1,829	\$1,115	\$1,264	\$1,344	\$2,001

### OUTSIDE AGENCY EXPENSES

Not all expenses associated with policing in New Orleans were under the City’s control. The Sewerage and Water Board of New Orleans and other organizations also provided payment or in-kind donations to the NOPD.

**Water:** The New Orleans Sewerage and Water Board (S&WB) did not charge public agencies, including the NOPD, for water use, but it did keep track of usage. S&WB reported the amount in its annual reports that document the amount of water contributed for public purposes. The S&WB assigned specific water meters to the NOPD and included the output from these meters in its annual reports. Evaluators summed all charges for all meters associated with the NOPD in the reports to determine NOPD water costs.

**In-kind Donations:** There were three main non-profit organizations that provided financial and in-kind support to the NOPD: COPS 2, COPS 8, and the New Orleans Police and Justice Foundation. Each of these organizations provided evaluators with the total yearly amount of donations. The Office of Inspector General also purchased computer equipment for the NOPD and provided staff to

perform data entry in 2011. Evaluators added these expenses as in-kind donations as well. Evaluators did not include the costs of the Crimestoppers program.<sup>102</sup>

### **OTHER CITY EXPENDITURES**

The Council authorized other police-related expenses that were not included in the police line item in the budget. These expenses included capital costs (for building projects), electricity and gas, fuel and vehicle maintenance, and indirect expenses. These expenses were related to police services, but departments other than the NOPD had decision-making authority over the funds.

**Capital Expenses:** The City budgeted for capital expenses separately from operating expenses according to its Capital Plan. The funds were managed and administered by the Capital Projects Administration, a city department. Evaluators used the City's general ledger to determine capital expenditures for police each year.

**Electricity and Gas:** The City budgeted and paid for all electric and gas utility fees from the Chief Administrative Office (CAO's office) budget line item, therefore the NOPD line item was not charged for utility use. Entergy New Orleans (Entergy) billed the City on a monthly basis and provided an itemized invoice that included all electric and gas meters. Entergy assigned meters to agencies within the City such as the NOPD, the Department of Parks and Parkways, or the Department of Public Works. To determine the NOPD's electric and gas expenses, evaluators summed charges for all meters Entergy assigned to the NOPD.

**Vehicle and Equipment Fuel and Maintenance:** The City also budgeted and paid for all motor vehicle fuel and maintenance from the CAO's office budget line item. The CAO's office kept track of spending for fuel by a user identification number assigned to the individual who dispensed fuel from the tank. To determine the amount the NOPD spent on fuel, evaluators summed the amount spent on fuel by each NOPD user. The CAO's office was not able to provide the amount of fuel used by the NOPD in 2008, therefore evaluators substituted the average cost from 2009 to 2012.

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<sup>102</sup> Crimestoppers is a non-profit organization that pays rewards of up to \$2,500 for tips that lead to solving felony crimes.

The CAO's office could not provide records of the amount of maintenance work performed on NOPD vehicles. The City's equipment maintenance facility sustained damage during Hurricane Katrina and staff had limited access to electricity at the time of this review.<sup>103</sup> Vehicle maintenance staff kept hard copies of hand-written records but did not keep electronic records or work orders. Therefore, the records could not be audited or searched, and maintenance staff was unable to provide us with a calculation of work done and money spent on NOPD vehicles. An evaluation of this process was outside of the scope of this review, but the lack of monitoring and oversight of these expenses—and the potential for abuse—warrants attention.

**Indirect Expenses:** Indirect expenses are administrative expenses associated with running a program and include services from other departments such as information technology, law, human resources, or purchasing. The NOPD used an indirect expense multiplier when applying for grants to determine how much administrative overhead would be associated with a project. Evaluators asked the City to provide an estimate for indirect costs and the City provided a 2010 consultant's report that estimated a 23.03 percent indirect cost for the NOPD. Evaluators applied that indirect cost ratio to the NOPD's line item operating expenses for each year. Evaluators had to then subtract costs for electricity and gas, and vehicle and equipment fuel and maintenance, which were included in the indirect cost multiplier.

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<sup>103</sup> Electricity at the facility was provided by generators.

## APPENDIX B. NOPD GRANT AWARDS

**Figure 27.** 2008 NOPD Grant Awards

Funding Agency	Project Title/Purpose	Start Date	End Date	Award Amount
<b>Federal</b>				
OJP <sup>104</sup>	SMART <sup>105</sup> - Adam Walsh (overtime/equipment for Sex Crimes Unit)	4/1/2008	9/31/2009	\$150,000
COPS Office <sup>106</sup>	Technology - Purchase MVUs, Crime Analysis, Electronic Scanners, Software & Maintenance	12/26/2008	12/25/2013	\$654,710
<b>LA Commission on Law Enforcement (LCLE)</b>				
LCLE	VAWA <sup>107</sup> - Sexual Assault Investigation	6/1/2008	5/31/2009	\$102,790
LCLE	Forensic Sciences Improvement Act (FSIA) - Crime Lab			\$18,311
LCLE	Electronic Equipment - Fiscal Office	7/1/2008	6/30/2009	\$9,555
LCLE	Drug Free School Zone	11/1/2008	10/31/2009	\$145,132
<b>Contract/CEA<sup>108</sup></b>				
LHSC <sup>109</sup>	LA Highway Safety Commission- STEP <sup>110</sup>	10/1/2008	9/30/2009	\$40,000
MHSD <sup>111</sup>	Metropolitan Human Services Authority -NOPD Crisis Transportation	7/1/2008	6/30/2009	\$83,104
<b>2008 TOTAL</b>				<b>\$1,203,602</b>

<sup>104</sup> Office of Justice Programs.

<sup>105</sup> Sentencing, Monitoring, Apprehending, Registering, Tracking.

<sup>106</sup> Office of Community Oriented Policing Services.

<sup>107</sup> Violence Against Women Act.

<sup>108</sup> Cooperative Endeavor Agreement.

<sup>109</sup> Louisiana Highway Safety Commission.

<sup>110</sup> Sustained Traffic Enforcement Program.

<sup>111</sup> Metropolitan Human Services District.

**Figure 28.** 2009 NOPD Grant Awards

Funding Agency	Project Title/Purpose	Start Date	End Date	Award Amount
<b>Federal</b>				
BJA <sup>112</sup>	JAG <sup>113</sup> Juvenile - Juvenile Crime Prevention Program	6/1/2009	2/1/2011	\$117,216
COPS Office	Hiring Recovery Program - 15 new officer positions, 3 years salary & fringe	7/12/2009	12/31/2013	\$2,523,345
OJP	Bullet Proof Vests - reimbursement	8/26/2009		\$17,920
BJA	ARRA <sup>114</sup> - JAG Supplemental/Recovery - through OCJC <sup>115</sup> (500 Tasers purchased in 2009)	3/31/2009	2/28/2014	\$700,000
<b>LCLE</b>				
LCLE	Criminal Patrols - City Wide	1/1/2009	12/31/2009	\$110,846
<b>Contract/CEA</b>				
LHSC		10/1/2009	9/30/2010	\$87,500
LHSC		10/1/2009	9/30/2010	\$84,202
HUD <sup>116</sup> /HANO <sup>117</sup>		6/20/2009	6/30/2010	\$174,720
MHSD <sup>118</sup>	Metropolitan Human Services Authority -NOPD Crisis Transportation	7/1/2009	6/30/2010	\$83,104
NOJF <sup>119</sup>	N.O. Police & Justice Found. (NOJF) - Community Safety Initiate - 5X5	6/1/2009	2/20/2010	\$50,000
<b>2009 TOTAL</b>				<b>\$3,948,853</b>

<sup>112</sup> Bureau of Justice Assistance.

<sup>113</sup> Juvenile Assistance Grant.

<sup>114</sup> American Recovery and Assistance Act.

<sup>115</sup> Office of Criminal Justice Coordination.

<sup>116</sup> Housing and Urban Development.

<sup>117</sup> Housing Authority of New Orleans.

<sup>118</sup> Mental Health and Development Services.

<sup>119</sup> New Orleans Police and Justice Foundation.

**Figure 29. 2010 NOPD Grant Awards**

Funding Agency	Project Title/Purpose	Start Date	End Date	Award Amount
<b>Federal</b>				
BJA	JAG Smart Policing - Technology (25 MVUs w/ lapel mics)	10/1/2009	9/30/2013	<b>\$125,000</b>
BJA	ARRA- JAG Supplemental/Recovery - through OCJC (equipment, software, tech consultant)	3/31/2009	2/28/2014	<b>\$651,038</b>
BJA	JAG Recovery Act Supplemental - Crime Scene Enhancement	12/10/2010	9/30/2011	<b>\$16,000</b>
OHS <sup>120</sup>	UASI <sup>121</sup> - Equipment	12/14/2010	12/15/2011	<b>\$351,572</b>
<b>LCLE</b>				
LCLE	Violent Crime Unit - Cold Case Homicide	3/1/2010	2/28/2011	<b>\$150,000</b>
LCLE	VAWA Sexual Assault - Sex Offender Compliance Checks	6/23/2010	3/31/2011	<b>\$121,229</b>
LCLE	VAWA Sexual Assault - Cold Case Investigations	11/1/2010	10/31/2011	<b>\$99,100</b>
LCLE	Forensic Science improvement Act (FSIA) - Crime Lab	7/1/2010	5/31/2011	<b>\$25,864</b>
<b>Contract/CEA</b>				
NOPJF	NOPJF - Community Safety Initiative 6th District Community Policing	3/1/2010	2/28/2011	<b>\$40,000</b>
LHSC	Mobile Blood/Alcohol Vehicle and Overtime	10/1/2010	6/31/2011	<b>\$746,515</b>
HB01 - Act 122	Orleans Parish Sheriff's Office/Heitmier - 4th District Equipment, supplies & laptops			<b>\$19,619</b>
NOPJF/US Attorney	Project Safe Neighborhood (PSN) - Equipment & District Officers	8/1/2010	12/31/2011	<b>\$82,461</b>
NOPJF	Post Conviction DNA - Project Innocence (Overtime, Record Room, CE&P)	7/1/2010	12/31/2011	<b>\$162,750</b>
MHSD	Metropolitan Human Services Authority -NOPD Crisis Transportation (Tebo salary reimbursement)	7/1/2010	6/30/2011	<b>\$43,639</b>
<b>2010 TOTAL</b>				<b>\$2,634,787</b>

<sup>120</sup> Office of Homeland Security.

<sup>121</sup> Urban Areas Security Initiative.

**Figure 30. 2011 NOPD Grant Awards**

Funding Agency	Project Title/Purpose	Start Date	End Date	Award Amount
<b>Federal</b>				
COPS Office	Hiring Program - 16 new officer positions, 3 years salary & fringe	9/1/2011	8/13/2014	<b>\$2,700,320</b>
NIJ <sup>122</sup>	Coverdell - Forensic Sciences Improvement	11/1/2011	9/30/2012	<b>\$172,220</b>
OJP	Bullet Proof Vests - reimbursement 60 vests	10/1/2011	9/30/2012	<b>\$31,060</b>
BJA	SMART Policing Technology (41 MVUs)	10/1/2011	1/9/2013	<b>\$197,393</b>
<b>LCLE</b>				
LCLE	Violent Crime Task Force	7/1/2011	6/30/2012	<b>\$291,192</b>
LCLE	VAWA - Sexual Assault Investigation	10/1/2011	5/31/2012	<b>\$108,553</b>
LCLE	Forensic Science improvement Act (FSIA) - Crime Lab (Overtime for backlogs)	3/1/2011	12/31/2011	<b>\$37,281</b>
<b>Contract/CEA</b>				
LHSC	Overtime	10/1/2011	9/30/2012	<b>\$331,004</b>
NOPIJF	N.O. Crime Commission (OT community policing, training, consultants & software))	6/10/2011	6/30/2012	<b>\$125,000</b>
LSP HB1 - 07	LIMS System – Justice Traxx Software	12/1/2007	12/31/2011	<b>\$500,000</b>
<b>2011 TOTAL</b>				<b>\$4,494,023</b>

<sup>122</sup> National Institute of Justice.

**Figure 31.** 2012 NOPD Grant Awards

Funding Agency	Project Title/Purpose	Start Date	End Date	Award Amount
<b>Federal</b>				
COPS Office	Hiring Program - 9 new officer positions -Military Veterans	6/1/2012	5/31/2015	<b>\$1,125,000</b>
<b>LCLE</b>				
LCLE	Violent Crime Task Force	7/1/2012	6/30/2013	<b>\$151,493</b>
LCLE	VAWA - Sexual Assault Investigations	4/1/2012	3/31/2013	<b>\$109,385</b>
<b>Contract/CEA</b>				
NOPIF	Post-Conviction DNA - Project Innocence (OT, Record Room, CE&P)	3/1/2012	12/31/2012	<b>\$29,000</b>
NOPIF	Project Safe Neighborhood (PSN)	10/2/2012	9/30/2014	<b>\$30,250</b>
LHSC	Equipment & Overtime	10/1/2012	9/30/2013	<b>\$331,004</b>
			<b>2012 TOTAL</b>	<b>\$1,776,132</b>

## APPENDIX C. SUPPLIES AND CONTRACT EXPENDITURES

**Figure 32.** Supplies and Contract Expenditures by Category 2008 – 2013 (Dollars)<sup>123</sup>

	2008	2009	2010	2011	2012	2013
Bldg and Power Plant Equip	880	14,988	7,656	11,900	9,415	24,822
Books and Pamphlets			338	729	5,513	1470
Building Supplies	14,260	37,788	1,770	2,752	2,899	546
Cleaning & Laundry	971		2,226			
Clothing and Food Supplies	27,641	49,214	55,432	2,795	2,467	715,968
Communications Equipment	749,638	4,381,178	551,046	260,492	311,644	118,918
Computer Comp	605	5,390			200	7,425
Computer Maintenance	551,362	123,163	575,285	147,732	31,747	
Computer & Tech. Equip Main						24,260
Consent Decree						24,260
Consulting Professional Services		432		83		
Convention and Travel Expense	23,208	9,856	21,367	44,068	37,288	37,391
Dues and Subscriptions	64,016	435	55	6,767	3,607	734
Education	8,518			17,850	128,526	2,033
Education and Recreation Equipment		2,702	1,879	19,500		
Education Supplies				1,896		
Engineering and Electrical Supplies	12,318	17,142	26,050	10,535	7,130	3,000
General Equipment	5,516	7,420		20,835		2,196
General Plant Equipment	59					
Identity Plates and Badges	25,973	835	16,560	12,197	3,900	
Indirect Costs	16,707	50,777	7,955			
Janitorial and Cleaning Supplies	17,778	9,579	14,464	8,422	3,469	3,208
Medical Equipment	1,372			4,953		836
Medical Professional Services	100	(3,717)	43,000	161,119	139,288	135,539
Medical Supplies	7,499	2,500	756	1,147	345	8,121
Miscellaneous	255,873	1,294,565	24,867	33,170	827,801	1,051,790
Motor Vehicle Gas and Lube					(921)	
Motor Vehicle Parts and Supplies	126,786	2,278		28,162		21,699
Motor Vehicle Repairs	1,400	5,739	3,445		7,559	81,269
Motor Vehicles	639,786		1,058,624	484,132	78,800	178,100
Office Furniture and Equipment	185,422	172,290	149,212	61,110	84,962	34,644
Office Supplies	220,856	244,593	264,541	165,179	216,077	153,674
Plant/Horticultural/Farm	149,887	144,657	142,344	164,330	176,240	

<sup>123</sup> The scope of this report did not include a line-by-line audit of NOPD finances. Negative numbers in the table are likely due to accounting adjustments.

	2008	2009	2010	2011	2012	2013
Postage Freight Express	(17,138)	21,004	20,009	20,661		10,260
Printing and Binding	21,853	9,195	15,067	11,170	19,907	21,378
Professional Services	1,819,466	988,735	749,810	(1,714,645)	603,871	252,223
Refrig and Air Cond Equipment	6,896	3,439		450	263	
Rents and Leases Cell Phones	731		488	396,000	372,999	354,189
Rents and Leases Land and Bldg	114,600	231,874	240,322	194,611	129,194	132,838
Rents and Leases Other	125,300	17,594	20,187	(7,555)	48	998
Rents and Leases Vehicles	638,243	192,121	346,863	573,356	465,889	648,857
Repairs and Maintenance	387,904	236,893	255,840	147,122	211,330	244,504
Safety Supplies		300				
Security Professional Services		491	405	510	791	560
Special Dept Equipment	634,400	202,654	181,740	532,873	310,301	1,028,938
Special Dept Supplies	237,263	253,387	126,922	57,115	150,460	95,889
Transfer to General Fund		387,772				6,452,376
Telephone Local	7,867	900	1,363			
Traffic Control Equipment		53,604		1,239	26,888	
Utilities		(32,339)	50,626	7,098	4,253	
(No Category Listed)	276,079	548,520	161,430	(170,496)	132,320	
<b>Grand Total</b>	<b>7,361,897</b>	<b>9,689,945</b>	<b>5,142,671</b>	<b>1,721,363</b>	<b>4,506,469</b>	<b>11,854,959</b>

## APPENDIX D. BENCHMARK CITY SELECTION

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### OIG BENCHMARK CITIES

To select benchmark cities for Figure 10, evaluators created a list of 13 cities hat similar to New Orleans in size, demographics, or levels of crime. Evaluators collected the following information from the Census Bureau’s website: population, median income, the percent of the population age 15 to 29, the land area, the homeownership rate, and the percent of vacant housing units. Evaluators found Unified Crime Reporting (UCR) rates and murder rates on the Federal Bureau of Investigation’s UCR website and used a poll conducted by Gallup to determine the resident’s perception of safety. Annual visitor counts came from various publically available reports.<sup>124</sup>

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<sup>124</sup> Annual number of tourist counts came from various publically available reports.

**Albuquerque:** Rivkela Brodsky, “Tourism Predicted to Pick Up in ‘12,” *Albuquerque Journal*, November 3, 2011, accessed August 13, 2013, [www.abqjournal.com/66980/news/tourism-predicted-to-pick-up-in-12.html](http://www.abqjournal.com/66980/news/tourism-predicted-to-pick-up-in-12.html).

**Austin:** Dean Runyan Associates, *Economic Impacts of Travel, 2010 Austin, Texas* (Portland, OR: Dean Runyan Associates, 2011), 2, accessed August 13, 2013, [http://www.deanrunyan.com/doc\\_library/TXImp.pdf](http://www.deanrunyan.com/doc_library/TXImp.pdf).

**New Orleans:** New Orleans Convention & Visitors Bureau, *2012 Annual Report* (New Orleans, LA: New Orleans Convention & Visitors Bureau, 2012), 3.

**Memphis:** Memphis Convention & Visitors Bureau, *Memphis Fact Sheet Tourism Statistics* (Memphis, TN: Memphis Convention & Visitors Bureau, 2013), 1, accessed August 13, 2013, <http://cdn.memphistravel.com/sites/www.memphistravel.com/files/ATTR-Memphis-Facts-2013.pdf>.

**Houston:** Taylor Nelson Sofres (TNS), *Houston Visitor Profile Calendar Year 2011* (Taylor Nelson Sofres (TNS), 2011), 17, accessed August 13, 2013, <http://www.visithoustontexas.com/media/research/>.

**Nashville:** Nashville Convention & Visitors Corp., “Statistics and Demographics,” (Nashville, TN: Nashville Convention & Visitors Corp., 2013), accessed August 13, 2013, <http://www.visitmusiccity.com/media/presskit/kitstatisticsdemographics>.

**Louisville:** Louisville Convention & Visitors Bureau, “Louisville’s 12.7 Million Visitors Spent 1.4 Billion Last Year,” (Louisville, KY: Louisville Convention & Visitors Bureau, 2012), accessed August 13, 2013, [www.gotolouisville.com/media/news-releases/news-details/index.aspx?nid=879](http://www.gotolouisville.com/media/news-releases/news-details/index.aspx?nid=879).

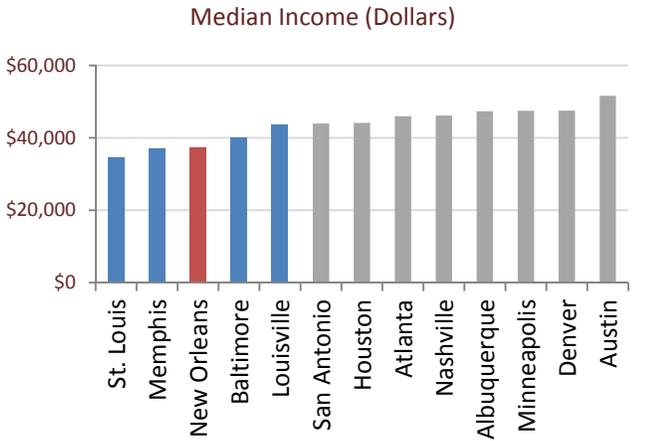
**Denver:** Visit Denver, The Convention & Visitors Bureau, *2012 Annual Report* (Denver, Co: Visit Denver The Convention & Visitors Bureau, 2012), 5.

**St. Louis:** St. Louis Convention & Visitors Commission, “About Us,” (St. Louis, MO: 2013), accessed August 13, 2013, [www.explorestlouis.com/st-louis-cvc/about-us/](http://www.explorestlouis.com/st-louis-cvc/about-us/).

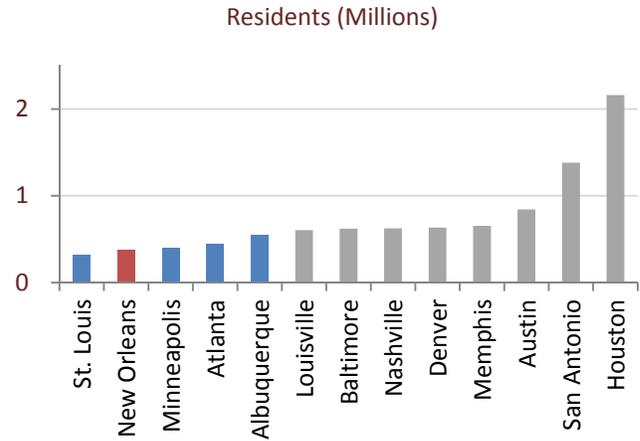
**Baltimore:** Visit Baltimore, *Baltimore: Making History Again* (Baltimore, MD: Visit Baltimore, 2013), 12, accessed August 13, 2013, [http://baltimoremeetings.org/pdfs/VB\\_2012\\_annual\\_report.pdf](http://baltimoremeetings.org/pdfs/VB_2012_annual_report.pdf).

**Minneapolis:** Kevin Hanstad, *Minneapolis – St. Paul Visitor Count and Profile* (Minneapolis, MN: Meet Minneapolis Convention & Visitors Association, 2013), 4, accessed August 13, 2013, <http://www.minneapolis.org/sites/default/files/u121/PDFs/Visitor%20Count%20%26%20Profile%20May%202013.pptx>.

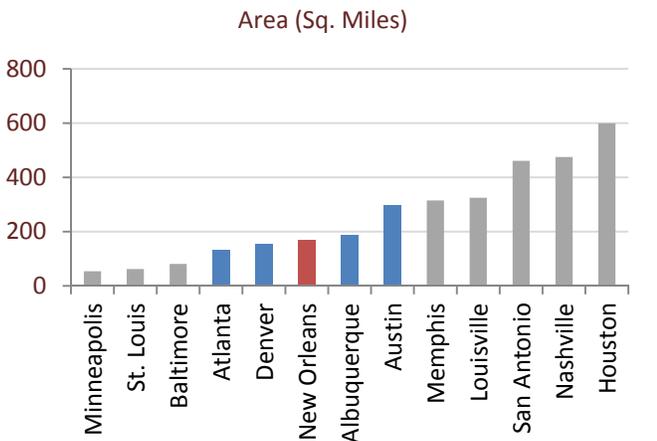
**Figure 33. Benchmark Cities Demographic Characteristics**



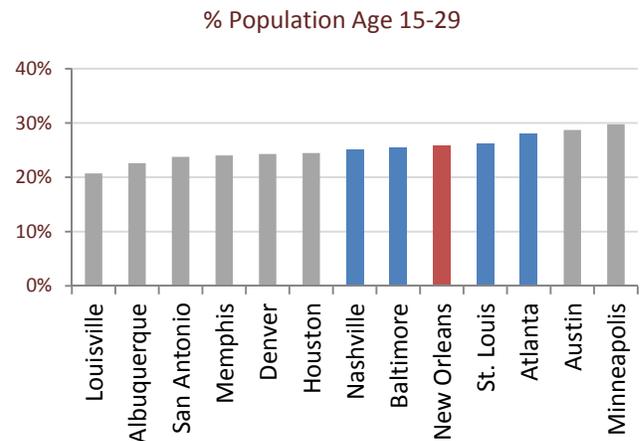
Source: US Census Bureau State & County Quick Facts



Source: US Census Bureau State & County Quick Facts



Source: US Census Bureau State & County Quick Facts

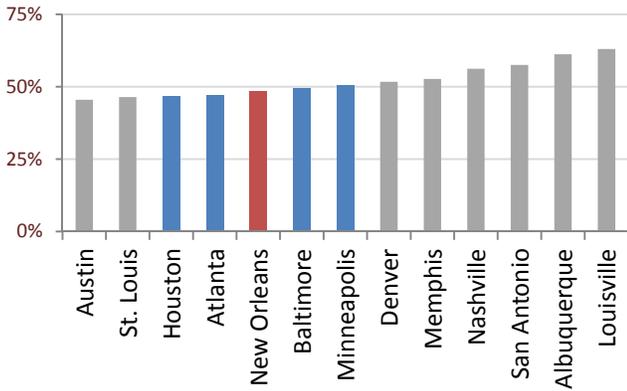


Source: US Census Bureau, 2010

**San Antonio:** San Antonio Convention & Visitors Bureau, *2013 Annual Report* (San Antonio, TX: San Antonio Convention & Visitors Bureau, 2013), 11, accessed August 13, 2013, <http://prod.visitsanantonio.com/partner-resources/annual-report-fy-2008-09/download.aspx?id=4769>.

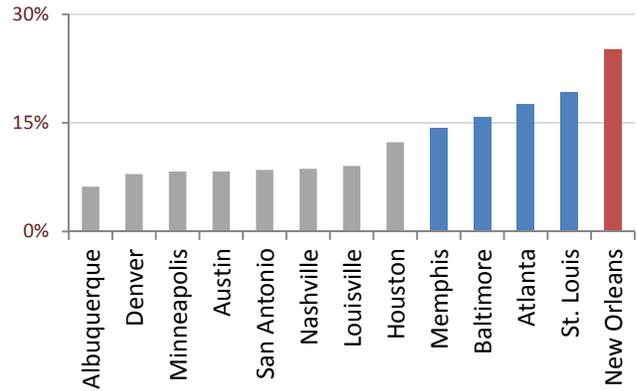
**Atlanta:** Atlanta Convention and Visitors Bureau, "Research" (Atlanta, GA: Atlanta Convention and Visitors Bureau, 2013) accessed August 13, 2013, [www.news.atlanta.net/research](http://www.news.atlanta.net/research).

% Housing Units Owner Occupied



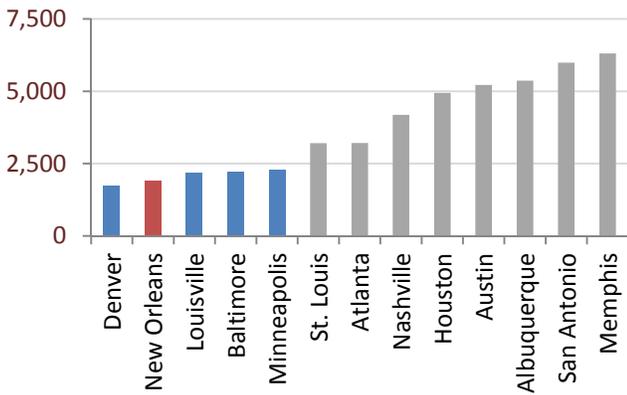
Source: US Census Bureau State & County Quick Facts

% Housing Units Vacant



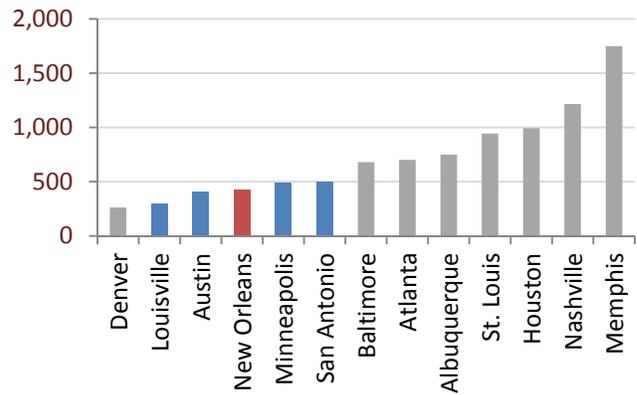
Source: US Census Bureau, 2010

UCR Property Crimes per 10K Residents



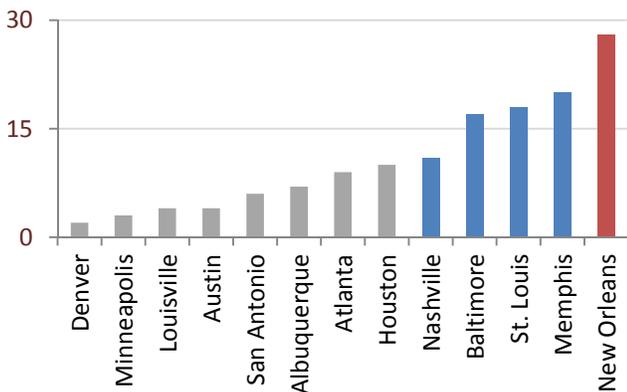
Source: US FBI Unified Crime Report 2011-2012<sup>125</sup>

UCR Violent Crimes per 10K Residents



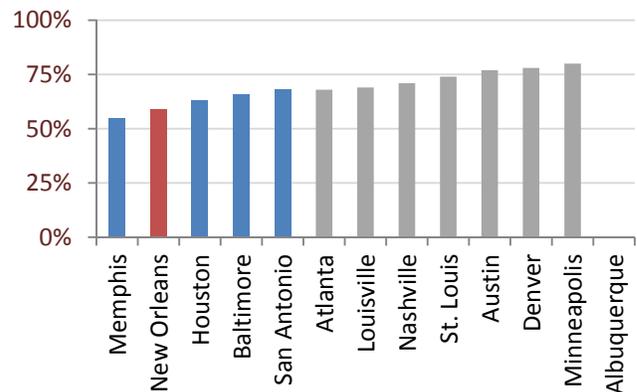
Source: US FBI Unified Crime Report 2011-2012

Murders per 10K Residents



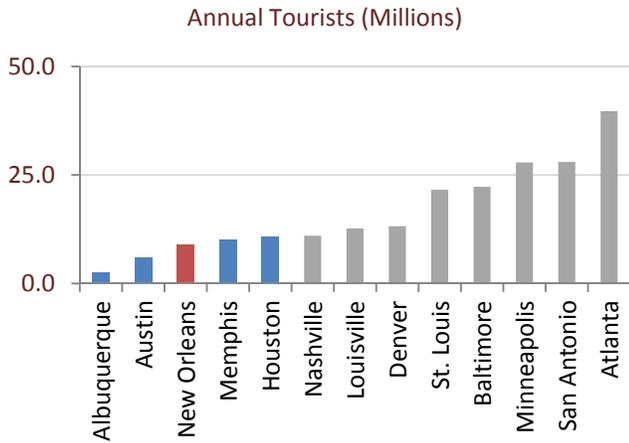
Source: US FBI Unified Crime Report 2011-2012

% of Residents that Feel Safe



Source: Gallup-Healthways Well-Being Index 2013

<sup>125</sup> Evaluators concluded that UCR data for New Orleans was unreliable, See Finding 2.



Evaluators put the cities in order for each characteristic and listed the four closest cities in the order to New Orleans. We then counted how many times a city appeared in a list and selected the four that appeared most frequently. Though Nashville did not appear in the list many times, evaluators included it because it is often compared to New Orleans in discussions about policing, and it was possible to acquire the relevant information.<sup>126</sup>

### **STRIVING FOR EXCELLENCE BENCHMARK CITIES**

The second source of benchmark data is the report evaluators used for the performance measurement model, *Striving for Excellence*. When putting the model together, the researchers field-tested the model with nine law enforcement agencies in 2008 and reported the results in the report. The nine agencies included were: Dallas, TX; Knoxville, TN; Kettering, OH; Broward County, FL; Raleigh, NC; Avon, CT; Boca Raton, FL; Las Vegas NV; and Arapaho County, CO.<sup>127</sup>

<sup>126</sup> The Superintendent of Police in New Orleans at the time this report was written was formerly the Superintendent of Police in Nashville.

<sup>127</sup> Davis et al., *Striving for Excellence*.

## APPENDIX E. NOPD BUDGET AMENDMENTS

NOPD 2008 Budget as Adopted	11/1/2007	\$137,487,371
		Added to Budget
Drug Free School Zone Enforcement	2/21/2008	\$105,799
Drug Free School Zone Enforcement	2/21/2008	\$12,201
Homicide Cold Case	2/21/2008	\$138,000
Congressional Earmark Award	3/20/2008	\$690,650
Adam Walsh Act (SMART) Grant	9/11/2008	\$134,490
Adam Walsh Act (SMART) Grant	9/11/2008	\$15,510
Crime Lab	10/16/2008	\$99,783
Crime Lab	10/16/2008	\$400,217
Clean-up Amendment	6/18/2009	\$(1,608,087)
State Supplemental Pay		No Amendment
<b>End of Year Budgeted Amount</b>		<b>\$137,475,934</b>
Difference Year-end and Original Budget		<b>\$(11,437)</b>
<hr/>		
NOPD 2009 Budget as Adopted	10/28/2008	\$129,586,401
		Added to Budget
Criminal Justice Infrastructure Recovery	2/20/2009	\$300,000
STEP Grant	2/20/2009	\$40,000
Criminal Patrols	2/20/2009	\$110,846
Crime Lab	5/21/2009	\$99,783
Crime Lab	5/21/2009	\$400,217
Law Enforcement Technology	6/18/2009	\$654,710
Forensic Sciences Improvement Program	7/23/2009	\$18,311
Office of the Superintendent	8/20/2009	\$(100,000)
COPS Hiring Recovery Program	10/20/2009	\$134,565
Clean-up Amendment	8/12/2010	WITHDRAWN
State Supplemental Pay		No Amendment
<b>End of Year Budgeted Amount</b>		<b>\$131,244,833</b>
Difference Year-end and Original Budget		<b>\$1,658,432</b>

NOPD 2010 Budget as Adopted	10/30/2009	\$117,852,205
		Added to Budget
Violent Crime Unit	3/25/2010	\$19,495
Violent Crime Unit	3/25/2010	\$9,495
Terrorism Prevention Program	6/17/2010	\$324,239
Sexual Assault Cold Case Squad	7/1/2010	\$87,946
COPS In School	8/26/2010	\$200,000
Red Light Enforcement Grant	10/7/2010	\$383,000
Red Light Enforcement Grant	10/7/2010	\$363,515
Clean-up Amendment	12/1/2011	WITHDRAWN
State Supplemental Pay		No Amendment
<b>End of Year Budgeted Amount</b>		<b>\$119,239,895</b>
Difference Year-end and Original Budget		\$1,387,690

NOPD 2011 Budget as Adopted	10/15/2010	\$113,814,070
		Added to Budget
Violent Crime Task Force	6/2/2011	\$263,192
Violent Crime Task Force	6/2/2011	\$28,000
Forensic Sciences Improvement Act	7/21/2011	\$37,281
Crash Data Retrieval System	7/21/2011	\$4,909
Clean-up Amendment	12/15/2011	\$13,648,982
State Supplemental Pay		No Amendment
<b>End of Year Budgeted Amount</b>		<b>\$127,796,434</b>
Difference Year-end and Original Budget		\$13,982,364

NOPD 2012 Budget as Adopted	12/1/2011	\$128,528,462
		Added to Budget
C.O.P.S. Technology	3/15/2012	\$193,874
Forensic Sciences Improvement (overtime)	4/5/2012	\$31,152
Sexual Assault Investigation Cold Case (overtime)	6/7/2012	\$145,847
Police Asset Seizure Fund	7/12/2012	\$500,000
FEMA Reimbursable Hurricane Isaac	11/1/2012	\$2,978,548
Clean-up Amendment	12/20/2012	\$3,370,425
State Supplemental Pay	12/28/12	\$8,284,290
<b>End of Year Budgeted Amount</b>	12/31/12	<b>\$144,032,598</b>
Difference Year-end and Original Budget		\$15,504,136

## APPENDIX F. BUREAU DESCRIPTIONS

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The following descriptions of these bureaus are excerpted from the City's 2013 budget document:<sup>128</sup>

**Public Integrity Bureau:** Public Integrity Bureau consists of the following units: Administrative Investigation, Professional Standards, Professional Performance Enhancement Program, Criminal Investigations, Force Investigations, Officer Involved Shooting, and Special Investigations. The Public Integrity Bureau is responsible for the impartial and consistent management of the disciplinary process, including the assignment, supervision and review of all disciplinary investigations and hearings; maintenance of disciplinary records; and coordination with outside law enforcement agencies and the Independent Police Monitor.

**Office of the Superintendent:** The Office of the Superintendent consists of the Public Information Office, Inspections Section, Compliance Section, Crime Prevention Section, Technology Section, and the Office of Policy and Planning. These Sections support oversight to promote transparency, accountability, and trust in public safety officers.

**Investigations and Support Bureau:** The Investigations and Support Bureau consists of the Criminal Investigation Division, Specialized Investigations Division, and the Crime Lab and Evidence Division. The primary responsibility of the Investigations and Support Bureau is to investigate major offenses in the City of New Orleans, make arrests and assist in the successful prosecution of offenders.

**Management Services Bureau:** The Management Services Bureau consists of the Education/Training & Recruitment Division, Records & Identification/Support Services Division, Administrative Duties Services, Budget Services, and Human Resource Services. The Management Services Bureau manages funding and provides support services related to employee issues, hires, promotions,

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<sup>128</sup> City of New Orleans, *2013 Annual Operating Budget* (New Orleans, LA: City of New Orleans, 2013), 228, accessed October 31, 2014, <http://www.nola.gov/getattachment/Mayor/Budget/2013-Adopted-Budget-Book.pdf/>.

recruiting, training, maintaining facilities and equipment as well as any other support requirements.

**Field Operations Bureau:** The first priority of the Field Operations Bureau is to provide uniformed patrol services throughout the City of New Orleans. The majority of officers under this command are the first to respond to calls for service via eight police districts, Special Operations Division, and the Traffic Unit.

## APPENDIX G. PERFORMANCE FROM ANNUAL BUDGET BOOKS

**Figure 34.** NOPD Performance Measures from Annual Budget Books

	2008	2009	2010	2011	2012
Person Crimes per 100,000 Residents Q1	278.4				
Person Crimes per 100,000 Residents Q2	217				
Person Crimes per 100,000 Residents Q3	203.4				
Person Crimes per 100,000 Residents Q4	180.9				
Non-Violent Crimes per 100,000 Residents Q1	1,088.80				
Non-Violent Crimes per 100,000 Residents Q2	1,266.40				
Non-Violent Crimes per 100,000 Residents Q3	1,209.50				
Non-Violent Crimes per 100,000 Residents Q4	994.00				
Crime Against Persons District 1	45.67				
Crime Against Property District 1	164.25				
Crime Against Persons District 2	35.75				
Crime Against Property District 2	209.25				
Crime Against Persons District 3	15.67				
Crime Against Property District 3	154.42				
Crime Against Persons District 4	18.83				
Crime Against Property District 4	78				
Crime Against Persons District 5	36.25				
Crime Against Property District 5	154.17				
Crime Against Persons District 6	15.67				
Crime Against Property District 6	154.42				
Crime Against Persons District 7	26.42				
Crime Against Property District 7	210.25				
Crime Against Persons District 8	29.17				
Crime Against Property District 8	156.58				
Crimes Against Person Avg. per Month	223.43 <sup>129</sup>	217.44			
Crimes Against Property Avg. per Month	1281.34	1077.61			
Calls for service (avg. monthly)	51,946.83				
Scanned Reports (avg. monthly)	12,982.75				
Dollars Collected	\$55,276				
Sex Crimes Cases Cleared (month)	3.5				
Rape cases (month)	4.58				
Murder cases (month)	17.5				
Murder cases cleared (month)	6.58				
Drug Cases (month)	56.17				

<sup>129</sup> The City did not report crimes against persons and property as an aggregate number in 2008. These numbers are a sum of individual district numbers.

	2008	2009	2010	2011	2012
Suspects (month)	70.58				
Firearms (Confiscated)(month)	4.67				
Arrest resulting from Intelligence Bureau (average per month)	0.42				
SWAT Rolls	0.75				
SWAT Arrests	348.92				
Canine Apprehension Calls	22.5				
Mounted Complaint Responses	54.08				
Scientific Criminal Investigations 1st Platoon calls (month)	273.25				
Scientific Criminal Investigations 2nd Platoon calls (month)	212.08				
Scientific Criminal Investigations 3rd Platoon calls (month)	170.17				
Narcotic Testing (month)	510.5				
Vacant Recruits at Prep (1600)	155				
Number of Recruit Classes	3				
Number Graduated	121				
Second Line Parades	36				
Non-Carnival Permit Events	270				
Major Dept Events	13				
Non-Recurring Spec Events	18				
Traffic Arrests (monthly)	413.67				
Number of Driving While Intoxicated Arrests			812		
Citations Issued (monthly)	2639.83				
Fatalities (monthly)	3.33				
Policies Created	3				
Policies Reviewed	49				
New Forms Created	6				
Mass Casualty Incident	2				
Transit Violations (monthly)	3.17				
Parking Citations (monthly)	2.91				
Moving Citations (monthly)	9.41				
Boarding & Inspections (monthly)	1069.17				
News Releases	365				
Press Conferences	96				
Public Records to Media	1,790				
Public Integrity Bureau Complaints		122.09			
Public Integrity Bureau Disciplinary Actions		7.6			
Public Integrity Bureau Integrity Checks		676	11		
Number of Neighborhood Watch Meetings			770		
Percent of citizens who feel the police are cooperating with the public to address their concerns			74%		

## APPENDIX H. CONSENT DECREE OUTCOME ASSESSMENTS

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The consent decree instructs a monitor to conduct outcome assessments to determine if and document that NOPD policing is in line with constitutional requirements. The following outcome assessments are quoted from paragraph 448 of the consent decree.

“a) Use of Force measurements, including:

- (1) Rate of force used per arrest by NOPD overall and by force type, geographic area (i.e., zone), type of arrest, age, race, gender, and ethnicity;
- (2) Canine bite ratio;
- (3) Rate of force complaints that are sustained and rate that are not sustained, overall and by force type; geographic area (i.e., zone), source of complaint (internal or external), type of arrest, age, race, gender and ethnicity;
- (4) Uses of Force that were found to violate policy overall and by force type, geographic area (i.e., zone), type of arrest, age, race, gender and ethnicity;
- (5) Number and rate of Use of Force administrative investigations/reviews in which each finding is supported by a preponderance of the evidence; and
- (6) Number of officers who frequently or repeatedly use force, or have more than one instance of force found to violate policy.

b) Stop, Search, and Arrest measurements, including:

- (1) Number and rate of arrests for which there is documented reasonable suspicion for the stop and probable cause for the arrest, overall and broken down by geographic area (i.e., zone), type of arrest, age, race, gender, and ethnicity;
- (2) the DA's acceptance and refusal rates of arrests made by NOPD and reasons for refusals, when made available by the DA, including those factors and information indicating that a failure to prosecute was due to the quality of officer arrests or concerns regarding officer conduct, overall and broken down by geographic area (i.e. zone), type of arrest, age, race, gender, and ethnicity; and
- (3) Number and rate of searches that result in a finding of contraband, overall and broken down by geographic area (i.e., zone) type of arrest, age, race, gender, and ethnicity.

c) Bias-Free Policing and Community Engagement measurements, including:

- (1) Number and variety of community partnerships, including particular partnerships with youth;
- (2) Homicide clearance rate;
- (3) Comparative response time between LEP and non LEP individuals seeking assistance from NOPD and change in response time to LEP individuals.;

- (4) Accurate classification of reports of sexual assault and domestic violence; and
  - (5) Clearance rate of sexual assault and domestic violence cases, overall and broken down by whether the case was cleared by arrest or by exception, including accuracy of clearance type.
- d) Recruitment and Training measurements, including:
- (1) Number of highly-qualified recruit candidates;
  - (2) Officer and agency reports of adequacy of training in type and frequency; and
  - (3) Role of insufficient training reflected in problematic incidents or by performance trends.
- e) Officer Assistance and Support measurements, including:
- (1) Availability and use of officer assistance and support services; and
  - (2) Officer reports of adequacy of officer assistance and support.
- f) Performance Evaluation and Promotion measurements, including:
- (1) Promotions of qualified candidates with a history of ethical decision-making; and
  - (2) Uses of force found to be unreasonable, misconduct complaints sustained and not sustained, and other performance-related indicators for supervisors/commanders promoted pursuant to the requirements of this Agreement, and for the units these supervisors/commanders command.
- g) Supervision measurements, including:
- (1) Initial identification of officer violations and performance problems by supervisors, and effective response by supervisors to identified problems.
- h) Secondary Employment measurements, including:
- (1) Policy and legal violations related to secondary employment.
- i) Accountability measurements, including:
- (1) Number of misconduct complaints, and whether any increase or decrease appears related to access to the complaint process;
  - (2) Rate of sustained, not sustained, exonerated, and unfounded misconduct complaints;
  - (3) Number and rate of misconduct complaint allegations supported by a preponderance of the evidence;
  - (4) Number of officers who are subjects of repeated misconduct complaints, or have repeated instances of sustained misconduct complaints;
  - (5) Arrests/summons of officers for on or off-duty conduct;
  - (6) Criminal prosecutions of officers for on or off-duty conduct; and
  - (7) Number and nature of civil suits against NOPD officers and amount of judgments or settlements against the City or NOPD for civil suits filed against NOPD officers for work-related conduct.”<sup>130</sup>

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<sup>130</sup> United States v. City of New Orleans, 448, E.D. La., *Complaint*, Doc. No. 1, July 24, 2012, accessed October 31, 2012, <http://www.laed.uscourts.gov/Consent/consent.htm>.

## APPENDIX I. AVAILABILITY OF PERFORMANCE DATA

**Figure 35.** Availability of Performance Measures from the *Striving for Excellence* Report

Dimension	Why	Measure	Available	Problems w/Integrity?	Source
(1) Delivering Quality Services	"The police are accountable to the general public and have an obligation to be responsive to the community and especially to emergency requests for service. In the performance of their duties, the police should be observant of individual rights." <sup>131</sup>	Response Time	Yes	<b>Yes</b>	NOPD CAD Database
		% Satisfied with NOPD	Yes	OIG Has not Audited	New Orleans Crime Coalition
		Citizen Complaints for Discourtesy	Yes	<b>Yes</b>	Public Integrity Bureau
		# of Civil Suits Against Officers	Yes	OIG Has not Audited	Collected by Law Department
(2) Fear Safety, and Order	"The police should work to create an environment in which citizens feel safe to go about their business and communities that sustain a decent quality of life." <sup>132</sup>	% of Residents that Feel Safe	Yes	OIG Has not Audited	New Orleans Crime Coalition
		Sustained Citizen Complaints	Yes	OIG Has not Audited	Public Integrity Bureau
(3) Ethics and Values	"The police should maintain high ethical standards and be respectful in dealing with citizens." <sup>133</sup>	Climate and Culture Survey	<b>No</b>		

<sup>131</sup> Davis et al, *Striving for Excellence*, 10.

<sup>132</sup> Davis et al, *Striving for Excellence*, 10.

<sup>133</sup> Davis et al, *Striving for Excellence*, 10.

Dimension	Why	Measure	Available	Problems w/Integrity?	Source
(4) Customer Satisfaction	"The police should interact with persons who request services, persons who are detained, and retail businesses in a way that promotes satisfaction and confidence in the police." <sup>134</sup>	Satisfaction of Public from Contact Survey	Yes	OIG Has not Audited	NOPD
		Business Satisfaction Survey	No		
(5) Organizational Environment	"Law enforcement agencies should strive to create a working environment conducive to officer morale. Policies and training should result in officers being prepared to handle routine situations." <sup>135</sup>	Absenteeism	Yes	No	City of New Orleans Payroll
		Officer Job Satisfaction and Morale	No		
		Perception of Agency Leadership	No		
		Officer Knowledge of Laws and Policy	No		
(6) Reducing Violent Crime and Victimization	"While it is recognized that the causes of crime are complex, the police should act in ways that promote the reduction of crime and victimization." <sup>136</sup>	Violent Crime Rate	Yes	Yes	FBI UCR
		Property Crime Rate	Yes	Yes	FBI UCR
		Surveys of Victimization	Yes	OIG Has not Audited	New Orleans Crime Coalition

<sup>134</sup> Davis et al, *Striving for Excellence*, 11.

<sup>135</sup> Davis et al, *Striving for Excellence*, 11.

<sup>136</sup> Davis et al, *Striving for Excellence*, 11.

Dimension	Why	Measure	Available	Problems w/Integrity?	Source
(7) Resource Use	"The police should operate in an economical manner, mindful of the public purse. They should strive for efficiency in responding to calls, making arrests and strive to supplement municipal budgets with external grant funds." <sup>137</sup>				
		Calls for Service per Officer	Yes	Yes	NOPD CAD Database
		Police-Initiated Actions	Yes	Yes	NOPD CAD Database
		Arrests per Officer	Yes	OIG Has not Audited	NOPD Reported/Orleans Parish Sherriff
		Dollar Cost per Resident	Yes	No	U.S. Census and City General Ledger
		The Percent of Grant Funding	Yes	OIG Has not Audited	NOPD Grant Office
(8) Responding to Offenders	"The police should be effective in their response to crime as evidenced by their ability to solve cases and promote neighborhoods that are free of signs of disorder." <sup>138</sup>				
		Clearance Rate for Violent Crime	Yes	Yes	NOPD
		Clearance Rate for Property Crime	Yes	Yes	NOPD
(9) Use of Authority	"The police are entrusted with a unique position of authority. They should use their authority in a fair and impartial manner, using minimum amount of force and treating persons detained respectfully." <sup>139</sup>				
		Reported Incidents of Force	Yes	Yes	Public Integrity Bureau
		Satisfaction of Arrestees from Contact Reports	No		
		Number of Disciplinary Actions	Yes	OIG Has not Audited	Public Integrity Bureau
		Community Satisfaction with Attitude and Behavior of Police	Yes	OIG Has not Audited	New Orleans Crime Coalition

<sup>137</sup> Davis et al, *Striving for Excellence*, 11.

<sup>138</sup> Davis et al, *Striving for Excellence*, 11.

<sup>139</sup> Davis et al, *Striving for Excellence*, 11.

## APPENDIX J. OFFICIAL COMMENTS FROM CITY OF NEW ORLEANS

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City Ordinance Section 2-1120(8)(b) provides that a person or entity who is the subject of a report shall have 30 working days to submit a written explanation or rebuttal of the findings before the report is finalized, and that such timely submitted written explanation or rebuttal shall be attached to the finalized report.

An Internal Review Copy of this report was distributed on March 18, 2015 to the entities who were the subject of the evaluation so that they would have an opportunity to comment on the report prior to the public release of this Final Report. Comments were received from the Chief Administrative Office (CAO) and from the New Orleans Police Department (NOPD); these comments are attached as Appendices K and L. The management response form is attached as Appendix M.

The OIG would like to clarify the following five points:

1. Evaluators stated in this report that the Council and citizens were not provided with sufficient information to make informed decisions about budgeting; the CAO disagreed and provided a list of available sources. He wrote that there was a “large—even overwhelming—volume of NOPD data” available. As a result of the overwhelming amount of data, “the measures contained in the budget document and ResultsNOLA are deliberately curated to contain only those high-level measures that are most meaningful to the public.”

Evaluators reviewed the data offered on ResultsNOLA and concluded that it did not contain the information the Council and the public need to make meaningful decisions. Evaluators found that ResultsNOLA did not include some high-level measures considered meaningful by experts in police performance measurement, such as the Commission on Accreditation for Law Enforcement Agencies (CALEA): these measures include response times, the percent of residents that feel safe, satisfaction from the business community, officer job satisfaction, dollar cost per resident, and community satisfaction with the attitude and behavior of police.

2. The CAO wrote that ResultsNOLA reports have included budgetary trend information since 2013 and that the OIG was in error when we wrote that “ResultsNOLA also did not include any information that connected the cost of policing to the efficiency of services.” However, although ResultsNOLA contained budgetary trends it did not document a *connection* between the amount spent and the outcomes identified. It simply presented the information in proximity.
3. The CAO also wrote that the report criticizes the City for issues that have already been addressed. The OIG is careful to review and check every fact listed in our reports, and therefore our reports take time to complete; for this reason evaluators clearly indicate the scope and timeline at the beginning of every report. This report included NOPD performance from 2008 – 2013, and the 2014 ResultsNOLA report lay outside the scope of this report. The OIG recognizes the City’s recent effort to improve this metric; however, the fact that 30 percent of police reports were *not* reviewed illustrates the importance of identifying meaningful measures and tracking them over time to determine where there is need for improvement. *All* police reports should be reviewed by supervisors within a designated period of time.
4. In its response to Finding 2 the NOPD wrote that the OIG “chose not to use” a more reliable source of data for citizen complaints for discourtesy. The OIG did not *choose* which data to use for the purpose of the performance measurement portion of this report: evaluators met with the Superintendent of Police who provided information regarding the availability of data and a contact to whom requests for information should be directed. Evaluators made the request as instructed, and NOPD staff chose to provide this information as an accurate reflection of performance. In addition, a paper record system is not a substitute for an accurate electronic record of complaints that can be readily searched and analyzed by managers and external evaluators.
5. Similarly, when discussing citizen-generated calls for service, NOPD stated that the discrepancy evaluators uncovered “does not actually exist.” Evaluators requested a count of *citizen-generated calls for*

*service* and the NOPD provided a report with 418,847 calls. NOPD posited that it had erroneously included *officer-initiated calls* in addition to the citizen-generated calls evaluators requested. NOPD's error reinforces the OIG's findings regarding the need for better internal controls over and management of NOPD data.

## APPENDIX K. RESPONSE FROM THE CHIEF ADMINISTRATIVE OFFICE

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CHIEF ADMINISTRATIVE OFFICE  
CITY OF NEW ORLEANS

MITCHELL J. LANDRIEU  
MAYOR

ANDREW D. KOPPLIN  
CHIEF ADMINISTRATIVE OFFICER

April 17, 2015

Ed Quatrevaux, Inspector General  
Office of the Inspector General  
City of New Orleans  
525 St. Charles Avenue  
New Orleans, LA 70130

Re: **New Orleans Police Department Funding**

Dear Inspector General Quatrevaux:

Thank you for giving me the opportunity to review and comment on your report examining funding for the New Orleans Police Department.

When Mayor Landrieu was elected in 2010, he made a commitment to making City operations more transparent and integrating data-driven performance management techniques into City government. In this spirit, we created the Office of Performance and Accountability (OPA) in 2011. OPA has created quantifiable performance measures for nearly every facet of government operations and publishes regular ResultsNOLA reports to provide the public with information about how well City departments are performing. Additionally, OPA leads five 'Stat' meetings that are open to the public in order to provide policymakers and citizens with up-to-date information about our performance. As a result of their efforts to institutionalize performance management within City government, OPA received a Certificate of Excellence in 2014 from the International City/County Management Association's Center for Performance Measurement, the highest honor that the institution awards.

We've also launched open data initiatives to provide citizens with more direct access to public data than ever before. Citizens can now go online to [data.nola.gov](http://data.nola.gov) and download data on all NOPD calls for service, stretching back to 2011. This provides the public with an unprecedented ability to obtain a hands-on understanding of NOPD's workload. The public can also access easy-to-use interactive crime maps on our website to easily obtain information about recent crime reports in their neighborhood. Similar datasets are available for blight, permitting, and other areas of city government.

In light of these efforts, I'd like to specifically address Finding 1 and Recommendation 1 of your report, which I believe understates the significant progress that we've made in introducing data-driven performance management to NOPD and other city agencies over the past five years.

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CHIEF ADMINISTRATIVE OFFICER

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*Finding 1: The City's budget books and ResultsNOLA reports did not provide the Council or the public with details about performance that could lead to informed decision-making about budgeting.*

*Recommendation 1: The City should adopt a more complete police performance measurement model and evidence-based policy, which will provide decision makers with information they need to allocate appropriate resources to the NOPD.*

I disagree that the Council and the public are not provided with sufficient information to make informed decisions about budgeting. While both the budget book and ResultsNOLA are important documents with a significant amount of data about how the City is performing, neither is meant to be the sole source of performance data for either the public or the City Council. Instead, they are valuable tools that complement the other ways that our administration ensures that both the public and the Council receive all the information that they require during the budgeting process. With regard to NOPD specifically, these tools include:

- Weekly, public COMSTAT meetings at NOPD headquarters where every major division in NOPD reports on performance. These meetings are used to understand crime trends, identify gaps in required resources, make operational and budgetary adjustments, and develop evidence for longer-term policy proposals discussed during the formal annual budgeting process and at other points in the year. Each week, hundreds of metrics of reviewed in public.
- Weekly, public COMSTAT meetings for each of eight districts where data is reviewed at a more granular level on crime trends and resource allocation patterns. Similar to the larger meeting every Friday at NOPD headquarters, these meetings are central to identifying resource gaps, making adjustments, and developing policy and budget proposals. All members of the public are welcome to attend. Meetings are announced on the City's website, [www.nola.gov](http://www.nola.gov).
- Additionally, several specialized units within the NOPD have their own dedicated analytic staff. For example, in the multi-agency gang unit (MAG) unit, crime analysts utilize state-of-the-art social network analytic software to understand the patterns in gang activity and the risk of known gang members for criminal offenses. This analysis has been critical for a more strategic approach to reducing gang-violence, and has helped New Orleans achieve the lowest number of murders in a generation.
- The City's open data platform, [data.nola.gov](http://data.nola.gov), was recently recognized by the Sunlight Foundation, for its bold innovation in criminal justice data transparency. The City's leadership on this issue earned Superintendent Michael Harrison and CIO Lamar Gardere an invitation by the White House on the role open data can help rebuild trust in urban

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police departments across the country. This data, which is open and routinely updated, is available and used by members of the public, budgetary staff, and City Council staff for analysis on crime and resource trends.

- NOPD performance and resources are reviewed at regular public City Council criminal justice committees. These meetings allow City Council, the Administration, and the public the relationship between NOPD resources and performance levels.
- Mayor Landrieu hosts community meetings in every Council district each year as we work to develop a budget proposal. These meetings not only allow the public to express their budget priorities, but also provide an opportunity for citizens to hold city departments accountable in an open forum.
- City agencies, including NOPD, also regularly go before the City Council to discuss departmental performance and report on the use of appropriated funding. During the annual budgeting process in particular, NOPD provides a mid-year budget presentation to the Council's Criminal Justice Committee and a subsequent budget proposal presentation to the full Council. These meetings allow Council members to question NOPD officials at length about agency performance and are all recorded and made available online.

In light of the large—even, overwhelming--volume of NOPD related data reviewed at public STAT meetings, internal management meetings, and public oversight meetings with City Council, the measures contained in the budget document and ResultsNOLA are deliberately curated to contain only those high-level measures that are most meaningful to the public. This effort to streamline measures in public documents is consistent with national best practices. For example, in its 2010 report, "A Performance Management Framework for State and Local Government: From Measurement to Reporting to Management and Improving," the National Performance Advisory Commission recommends that performance reports and budget documents should prioritize only those measures most meaningful to the public because an excess of data can overwhelm the reader (<http://www.gfoa.org/sites/default/files/APerformanceManagementFramework.pdf>). The Commission writes, "To be effective at communicating performance information, governments must understand the diverse audiences the information will serve. Citizen-focused measures that generally provide high-level information on broad community outcomes will allow the public to evaluate the overall effectiveness of public services." They also suggest, "When developing measures, it is best to keep things simple. There is no advantage to tracking hundreds of performance measures that are not used." The National Performance Advisory Commission consists of organizations such as the National Association of State Budget Officers, the Government Finance Officers Association, the National Association of State Auditors, Comptrollers, and Treasurers, and other important national standard-bearers for best practices in budget management and performance measurement. We take their guidance to heart when we deliberately select only the most important measures out of the thousands of potential measures

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that are already reviewed in public at City Council chambers, in NOPD headquarters, or all of the eight districts. It is the concision of our ResultsNOLA reports, in addition to their comprehensiveness, that has earned our reports national recognition.

On a finer note, there are two points in your findings regarding our performance system that are erroneous. On page 44, you note that "ResultsNOLA also did not include any information that connecting the cost of policing to the efficiency of services." That is not correct; since 2013, all ResultsNOLA reports contain budgetary trend information.

Secondly, the report criticizes the City for issues that it has already addressed. For example, on page 43, you write, "Some of the measures also did not provide enough context to be useful. For example, ResultsNOLA listed the number of police reports reviewed but did not indicate how many reports were written. Were some reports *not* reviewed?" The year-end 2014 ResultsNOLA report already addresses this issue, and on page 193 of that report (available on [www.nola.gov](http://www.nola.gov)) we report the trend on percent of police reports reviewed for each quarter. We also report in the note below that 2,567 of 3,639 reports were reviewed.

ResultsNOLA provides detailed information on specific performance measures and allows us to inform the public regularly about how effectively NOPD is functioning. The latest ResultsNOLA report, which emphasizes quality, rather than quantity in its measures, included a dozen different performance metrics specifically aimed at measuring NOPD performance. In 2014, these measures included the following:

- Average monthly number of crimes against persons
- Average monthly number of crimes against property
- Clearance rate for crimes against persons
- Clearance rate for crimes against property
- Number of Driving While Intoxicated (DWI) arrests
- Number of complaints about officers made to the NOPD Public Integrity Bureau that were sustained
- Number of integrity checks
- Percent of police reports reviewed
- Number of Neighborhood Watch (Community Coordinating) meetings
- Percent of officers completing 40 hours of in-service training
- Number of recruit classes
- Percent of grants, initiatives, and programs in compliance with associated conditions

I believe that these metrics all provide valuable insight into NOPD operations, and I appreciate the recommendations that this report makes regarding additional performance measures to consider. Our OPA team is currently reviewing these measures for possible inclusion in future ResultsNOLA reports. Each year we make adjustments to measures to facilitate continuous

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improvement and shifting priorities of the Administration, City Council, and the public, and we appreciate your input on measures to be included in future years.

Performance management is a continual process of self-improvement. We work to refine our primary performance measures every year and regularly make the decision to replace or eliminate outdated or ineffective measures and to add measures that are determined to be more representative. However, I am confident that the information that we supply to the public – not only through published reports such as ResultsNOLA, but also through our regular stat meetings, Council hearings, community meetings, and other venues – provides citizens with an accurate understanding of city performance and the opportunity to provide informed input into our budgeting process.

Sincerely,



Andrew D. Kopplin  
First Deputy Mayor and Chief Administrative Officer  
City of New Orleans

1300 PERDIDO STREET SUITE 9E06 NEW ORLEANS, LOUISIANA 70112  
PHONE 504-658-8900



## APPENDIX L. RESPONSE FROM THE NEW ORLEANS POLICE DEPARTMENT

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**Mitchell J. Landrieu**  
MAYOR

CITY OF NEW ORLEANS

### DEPARTMENT OF POLICE

715 South Broad Street  
New Orleans, Louisiana 70119

*"to protect and to serve"*



**Michael S. Harrison**  
SUPERINTENDENT

April 17, 2015

Ed Quatrevaux, Inspector General  
Office of the Inspector General  
City of New Orleans  
525 St. Charles Avenue  
New Orleans, LA 70130

Re: **New Orleans Police Department Funding**

Dear Inspector General Quatrevaux:

Thank you for giving me the opportunity to review and comment on your report examining funding for the New Orleans Police Department.

I am extremely supportive of the report's stated goals – particularly to ensure that NOPD's resources are tied to our performance. However, I was disappointed by the report's implication that NOPD does not employ evidence-based practices. In fact, I am a strong supporter of implementing evidence-based police practices and adopting data-driven management strategies. In recent years, NOPD has worked with its partners in federal and state law enforcement to implement policing models that have been proven to work in other jurisdictions. In the past several years, NOPD has:

- Worked with the NOLA for Life initiative to implement the 'operation ceasefire' or focused deterrence model to reduce homicide;
- Adapted the widely accepted DDACTS (Data Driven Approaches to Crime and Traffic Safety) model to focus on violent crime and concentrate police resources on violent crime hotspots; and
- Partnered with a dozen federal, state, and local agencies on the Multi-Agency Gang unit to address gang-initiated crime and violence.

I constantly seek out new policing models that have been proven effective to implement in New Orleans, and I welcome any input that you have into promising new strategies or techniques. However, I do believe that we have been successful in adopting national policing best practices at NOPD.

I would also like to specifically address Finding 2 and Recommendation 2 from your report, which I believe draw unsupported conclusions by relying entirely upon flawed past studies.

*Finding 2: NOPD data were unreliable and could not be used to evaluate performance.*  
*Recommendation 2: The NOPD should institute better controls on data collection.*

I strongly disagree with the assertion that NOPD data is unreliable and therefore unsuitable for evaluating performance. This report makes no attempt to re-evaluate and validate the findings of past OIG reports on NOPD data, but rather uses issues raised by past reports to claim that NOPD data is inaccurate on a broad scale. NOPD disputed many of these past OIG findings on their merits and similarly disputes many of the conclusions drawn from the recitation of these old findings in this new report. Specifically, the report criticizes a number of different NOPD data sources, including:

- *Response Times.* As discussed in our response to a previous OIG report on staffing, we believe that the lack of arrival times cited by the OIG does not impact our ability to generate reliable response times. Approximately a third of the calls with no arrival times that were cited by the OIG can be attributed to (a) calls handled by desk officers or non-NOPD units, for which no arrival time normally be generated, or (b) instances when the “time closed” data indicates that an officer was likely already on-scene with the call was dispatched and therefore did not independently arrive. These incidents are irrelevant for the purpose of calculating response times. The remaining incidents have no apparent trend or commonality that would indicate that response times to these incidents would in any significant way impact the results from the remaining 92% of calls.
- *Citizen Complaints for Discourtesy.* NOPD has accurate records for the number of citizen complaints recorded in each year. However, the system of record for complaints filed prior to 2011 is a paper log. NOPD has since changed its record keeping to a new digital case management system, but has been unable to successfully convert pre-2011 complaints to the new system. This does not mean that such data is unavailable however; it is simply accessible through a paper record system. Although the OIG chose not to use this system for the purposes of this report, it does exist and the data is valid.
- *Rates of Violent and Property Crime.* NOPD has offered lengthy and detailed rebuttals of many findings by the OIG and other agencies regarding the accuracy of UCR crime data. These reports have not found any evidence of widespread misreporting or underreporting of UCR crimes. Instead, they have examined small subsets of the data and attempted to draw sweeping conclusions based upon interpretations of this selected data. When NOPD has agreed with an OIG recommendation on crime classifications, we have rapidly moved to implement changes. For instance, following the OIG’s report on 8<sup>th</sup> District crime statistics, NOPD quickly issued a revised policy to clarify the proper reporting of lost property.

- *Calls for Service.* The ‘discrepancy’ described by the OIG regarding calls for service data does not actually exist. The list of 418,847 calls for service produced for 2012 included officer-initiated calls, while the 320,339 calls for service list did not include any officer-initiated calls. All incoming calls for service are reliably recorded and stored in NOPD’s Computer Aided Dispatch (CAD) system.
- *Police-Initiated Actions.* In 2011, NOPD determined that recording data on officer-initiated actions such as pedestrian and traffic stops would provide the department with additional information to track police workloads and performance. As a result, in 2012, we worked with the Orleans Parish Communications District to add new fields to the CAD system in order to capture officer-initiated incidents in a manner that allows them to be separated from citizen-initiated calls. This change provides us with much better and more nuanced data than was previously available. It is true that this data is not available pre-2012; however, now that we collect this data we can use it to evaluate performance from 2012-2015, as well as in future years.
- *Clearance Rates.* The OIG does not note any specific concerns regarding NOPD’s clearance rates, other than to suggest that they may be inaccurate simply because they are calculated using NOPD’s UCR crime rate. As explained above, we believe that this rate can be used reliably.

Accurate and complete data is vital to the management of a police department. No data that is produced by human beings will ever be completely infallible. However, I believe that we have put in place a number of quality control measures in the last several years that enhance the quality and integrity of NOPD’s data, and I do believe that it can be faithfully used to evaluate this department’s workload requirements, as well as our performance.

Sincerely,



Michael S. Harrison  
Superintendent of Police

# APPENDIX M. MANAGEMENT RESPONSE FORM

OFFICE OF INSPECTOR GENERAL  
**CITY OF NEW ORLEANS**



MANAGEMENT RESPONSE FORM

**PLEASE COMPLETE THIS FORM AND RETURN AS SPECIFIED BELOW. SUPPLY YOUR RESPONSES IN THE SHADED BOXES.**

PLEASE INDICATE YOUR AGREEMENT OR DISAGREEMENT WITH EACH OF THE FOLLOWING RECOMMENDATIONS BY SELECTING A RESPONSE FROM THE DROPDOWN BOX. IF YOU REJECT OR PARTIALLY ACCEPT THE RECOMMENDATION, PLEASE EXPLAIN WHY IN THE SPACE PROVIDED. PLEASE DESCRIBE EACH ACTION YOUR AGENCY WILL TAKE TO IMPLEMENT THE RECOMMENDATION, OR FIX THE PROBLEM, ALONG WITH THE NAME AND CONTACT INFORMATION OF THE PERSON(S) RESPONSIBLE FOR THE ACTION AND THE COMPLETION DATE (IF ONE IS ALREADY NOT PROVIDED).

RETURN THIS COMPLETED FORM TO ELIZABETH PAPE AT EPAPE@NOLAOIG.ORG BY 4/17/15.

ENTER NAME HERE:

<b>RECOMMENDATION #1</b> REQUIRING IMMEDIATE ACTION:	RESPONSIBLE PERSON: (NAME AND CONTACT)	RESPONSE CHOICE (SELECT ONE):
1. The City should adopt a more complete police performance measurement model and evidence-based policy, which will provide decision makers with information they need to allocate appropriate resources to the NOPD.	OLIVER WISE, OJWISE@NOLA.GOV	<b>PARTIALLY ACCEPT</b>
IF YOU <u>REJECT</u> OR <u>PARTIALLY ACCEPT</u> RECOMMENDATION #1, PLEASE EXPLAIN WHY: WE AGREE THAT WE NEED TO CONTINUE TO ASSESS PERFORMANCE MEASUREMENT MODELS AND WILL BE REVIEWING THE INFORMATION PROVIDED BY THE OIG TO INTEGRATE IT WHEN APPROPRIATE WITH OUR STANDARD PERFORMANCE MANAGEMENT ACTIVITIES. HOWEVER, WE DISAGREE THAT THE CURRENT MODEL DOES NOT ALLOW FOR INFORMED DATA-DRIVEN BUDGETING.		
DESCRIBE THE ACTIONS YOU WILL TAKE TO IMPLEMENT RECOMMENDATION #1 OR FIX THE PROBLEM:	RESPONSIBLE PERSON:	COMPLETION DATE:
1.1 EVALUATE PERFORMANCE MEASURES FOR INCORPORATION INTO RESULTS NOLA 2015 REPORTS	OLIVER WISE	6/1/2015
1.2		
1.3		
1.4		
1.5		

New Orleans Police Department Funding  
3/18/15

OFFICE OF INSPECTOR GENERAL  
**CITY OF NEW ORLEANS**



<b>RECOMMENDATION #2</b> REQUIRING IMMEDIATE ACTION:	RESPONSIBLE PERSON: (NAME AND CONTACT)	RESPONSE CHOICE (SELECT ONE):
2. The NOPD should institute better controls on data collection.		REJECT
<p>IF YOU <u>REJECT</u> OR <u>PARTIALLY ACCEPT</u> RECOMMENDATION #2, PLEASE EXPLAIN WHY: NOPD BELIEVES STRONGLY IN THE IMPORTANCE OF DATA INTEGRITY, BUT NONE OF THE RECOMMENDATIONS MADE IN THIS REPORT REPRESENT NEW RECOMMENDATIONS. ALL HAVE BEEN MADE IN PREVIOUS REPORTS BY OIG, SOME OF WHICH NOPD HAS ACCEPTED AND IMPLEMENTED. THERE ARE NO CLEAR ADDITIONAL RECOMMENDATIONS TO IMPLEMENT, NOR DOES THE REPORT ATTEMPT TO ASSESS THE WAYS THAT NOPD HAS ALREADY IMPROVED DATA COLLECTION OVER THE PAST SEVERAL YEARS. IN THE ABSENCE OF NEW SUGGESTIONS, NOPD CANNOT ACCEPT THIS RECOMMENDATION.</p>		
DESCRIBE THE ACTIONS YOU WILL TAKE TO IMPLEMENT RECOMMENDATION #2 OR FIX THE PROBLEM:	RESPONSIBLE PERSON:	COMPLETION DATE:
2.1		
2.2		
2.3		
2.4		
2.5		