



Louisiana State Police ASSESSMENT REPORT



OCTOBER 2023

Letter from Lamar A. Davis, Colonel



When I was appointed as Deputy Secretary of the Department of Public Safety and Superintendent of the Louisiana State Police in October 2020, I began my tenure with a message to our employees that police officers should set the example for their communities. To maintain the trust and confidence of the public we serve, we must always strive to be models of professionalism, honesty, courage, and integrity.

I made a commitment on Day 1 to demand accountability, increase efficiency, and leverage technology to accomplish our mission of public safety and service at the highest level through transformational reform. As part of this commitment, I sought an independent, third party to conduct a top-to-bottom assessment of our organization. This report details the results of that assessment and identifies numerous opportunities for growth, advancement, and enhancement.

From the moment we contracted with The Bowman Group (TBG) to conduct this assessment, it has been my intention to release the findings publicly. Transparency is the foundation for growing public trust and improving relationships with our communities. This report reveals many opportunities for improvement, as well as areas of concern. I want you to know that every recommendation in this report is being carefully reviewed, and many have already been adopted, or are in the process of being adopted.

During his second term, President Barack Obama signed an executive order that created the Task Force on 21st Century Policing. This task force created six main topic areas, known as pillars of policing, which focus on best practices: Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime Reduction, Officer Training and Education, and Officer Safety and Wellness. In conjunction with the recommendations contained in TBG's report, these six pillars form the foundation for the transformation that the Louisiana State Police is undergoing.

We have adopted procedural justice as a guiding principle and are working tirelessly to establish a culture of transparency and accountability to build trust and legitimacy within our agency and with our communities. We have placed an emphasis on collaborating with community members to develop policies and strategies that reflect community values, especially in communities disproportionately affected by crime. Our policies prioritize trust and legitimacy by emphasizing the sanctity of life and careful consideration of use of force tactics, which are further reinforced through training and reporting. We are continually reviewing our practices and have implemented enhanced policies and training concerning the topics of duty to intervene, use of force, implicit bias, emotional intelligence, and de-escalation.

Our Body Worn Camera policy has been updated to enhance accountability, including the requirement that our camera systems are to be powered up and ready to record. It also requires emergency vehicle operations to be recorded, and mandates the transportation of arrestees to be recorded at all times, unless in a prohibited recording facility, such as a hospital. The policy also mandates the recording of travel to a pursuit or known use of force encounter. It outlines procedures for additional mandatory supervisory video reviews and procedures to document and report misconduct discovered during these reviews.

The Use of Force policy was also updated to ban chokeholds and the use of impact weapons to the head or neck area, unless deadly force is justified. A duty to intervene requirement was added that requires an officer to intervene in a situation when another officer's behavior is clearly beyond what is reasonable. The policy also mandates that our officers carry a less lethal weapon such as a Taser if the officer is certified and trained, which ensures that a less lethal option other than a firearm is available during an encounter. Finally, the policy addresses positional asphyxia and requires that officers are always mindful of someone's ability to breathe.

Numerous organizational changes have been implemented to enhance oversight. The Force Investigation Unit was created and is comprised of specially trained detectives who investigate use of force incidents including officer-involved shootings, deadly force, retaliatory force, and in-custody deaths. The Professional Standards & Compliance Section was created to oversee, coordinate, and implement numerous opportunities for growth and advancement, with a focus on 21st Century Policing principles such as fair and impartial policing, community engagement, and procedural justice.

– continued

We have recently implemented a new policy aimed at ensuring the timely public release of video evidence from critical incidents. Under this policy, known as the Critical Incident Briefing Video Policy, video-recorded imagery of critical incidents, such as officer-involved shootings, will be released to the public within twenty-one days of the incident. Several of these videos are currently available to view on the official Louisiana State Police YouTube page.



The quality and efficacy of our training programs are critical to ensuring that our officers are equipped to serve and protect our communities. Cadet Class 102 recently graduated and was our first to train under a modern learning model that trains officers to serve with a guardian mindset, as opposed to a warrior mindset. We have increased our focus on training to develop interpersonal skills, stress management, and communication to enhance how we serve and interact with the public. Additionally, personnel are attending training on topics such as Active Bystandership for Law Enforcement, Law Enforcement Active De-Escalation Strategies, Fair and Impartial Policing, Emotional Intelligence, and Implicit Bias. We are reimagining our training to put more focus on the importance of positive public relationships, procedural justice, and officer wellness.

The vast improvements to our technology has led to innovative ways to improve our efficiency and enhance transparency with the community. We have launched a new website at www.lsp.org that is designed to provide a more user-friendly and intuitive online experience with the ability to translate the website in over 100 languages. Department policies are available on the website for public viewing. A portal was created on the website for the public to submit commendations or file a complaint, which ensures that feedback is received and addressed in a timely and efficient manner. The website also houses a portal for citizens to report suspicious activity. This portal allows us to gather valuable information and investigate potential threats quickly and effectively.

We have launched a statewide electronic-citation program, which will expedite the issuance of citations, reduce errors, and provide accurate and real-time information, and will be used in conjunction with our recently implemented Computer Aided Dispatch and Mark43 record management system. This allows us to collect, manage, analyze, and share information related to public safety. This system gives us the ability to track our interactions with the public and use the data collected to improve our overall effectiveness. We are in the process of creating interactive online portals that will allow for transparent viewing of various aspects of our activities, including the locations of use of force incidents and calls for service.

Our leadership has placed an emphasis on community policing and collaborating with community members to recognize issues and work together to find effective solutions. Our personnel are encouraged to visit schools, daycares, businesses, neighborhoods, and parks during their shifts and interact with the public. We collaborate with University Medical Center to support the Sudden Impact Program for high schools across the state, which raises awareness of the dangers of driving while impaired and stresses the importance of wearing a seatbelt. Our Special Victims Unit frequently delivers presentations to schools, churches, other law enforcement agencies, and various interest groups on the topics of human trafficking and online child endangerment threats.

We have also invested in measures to support our personnel by implementing and enhancing officer wellness and safety programs. The Trooper and Employee Assistance Program is a vital resource that provides necessary assistance to employees in emotional, mental, and spiritual need. Additionally, each Troop has a network of peer support volunteers who have completed Critical Incident Stress Management and Applied Suicide Intervention Skills training. The Department's chaplaincy program is also available to department members in need of support.

These are just a few examples of the many initiatives that we have underway. As you read this report, it is my hope that you know we are working diligently to address the various opportunities for change and growth that have been identified by TBG. We are committed to this transformation and we are dedicated to serving our communities with transparency, honor, and integrity.

Sincerely,

Lamar A. Davis, Colonel
Superintendent, Louisiana State Police
Deputy Secretary, Department of Public Safety

Table of Contents

The Bowman Group Assessment Team	6
Report Overview.....	7
01. Community Policing & Engagement	9
Overview & Approach.....	10
Proposed Recommendations & Findings.....	10
Key LSP Transformation Opportunities	14
02. Disciplinary Complaints & Internal Affairs	15
Overview & Approach.....	16
Proposed Recommendations & Findings.....	17
Key LSP Transformation Opportunities	22
03. Assessment of Use of Force Policies, Procedures, & Protocols	23
Overview & Approach.....	24
Proposed Recommendations & Findings.....	25
Key LSP Transformation Opportunities	51
04. Crisis Intervention (De-Escalation).....	52
Overview & Approach.....	53
Proposed Recommendations & Findings.....	53
Key LSP Transformation Opportunities	64
05. Fair & Impartial Policing Practices (Stops, Searches, Arrests).....	65
Overview & Approach.....	66
Proposed Recommendations & Findings.....	67
Key LSP Transformation Opportunities	74
06. Organizational Culture, Leadership, & Professional Development.....	75
Overview & Approach.....	76
Proposed Recommendations & Findings.....	78
Key LSP Transformation Opportunities	87
07. Recruitment, Hiring, Promotions & Retention	88
Overview & Approach.....	89
Proposed Recommendations & Findings.....	90
Key LSP Transformation Opportunities	93
08. Officer Wellness, & Employee Assistance.....	95
Overview & Approach.....	96
Proposed Recommendations & Findings.....	96
Key LSP Transformation Opportunities	105
09. Early Intervention System.....	106
Overview & Approach.....	107
Proposed Recommendations & Findings.....	108
Key LSP Transformation Opportunities	115

10. Training Academy & Operations	116
A. Instructor Selection & Qualifications.....	117
B. Academy Planning.....	121
C. Academy Instruction.....	129
D. Supervisor Training & Compliance.....	132
E. Field Training Officer (FTO) Program.....	135
F. Training Academy & Operations	137
Key LSP Transformation Opportunities.....	144
11. Technology.....	146
Overview & Approach.....	147
Proposed Recommendations & Findings.....	147
Key LSP Transformation Opportunities.....	158
12. LSP Data Analysis	159
Overview & Approach.....	160
Proposed Recommendations & Findings.....	160
Recommended Next Steps.....	196
Resources	210
References.....	211
Appendix	220

The Bowman Group – Louisiana State Police Assessment Team

Dr. Theron Bowman
Dr. Ashley Brown Burns
Dr. Angie Wolfe
Carla Kupe, Esq.
Chief Mitchell Davis III
Dr. Christi Gullion
Dr. Tarrick McGuire
Dr. Ed Denmark
Julie Solomon, MSW, LSCSW, MBA
Maggie Goodrich, JD
Malcolm Adams
Melba Pearson, Esq.
Michael Dirden, Esq.
Rashida Ogletree-George, Esq.
Terry Gainer, Esq.
Williamson Wallace, Esq.
Colleen Fearing, MS
Simone Sawyer
Barbi Lona, MS
Chris Scharenbroch

About The Bowman Group (TBG)

The Bowman Group is an Arlington, Texas based minority-owned business enterprise that provides management consulting services. The TBG professional experience is broad and multi-disciplinary, including reimagining public safety, police shootings, protests and demonstrations, special security events, consent decree compliance, law enforcement training, public surveying, and monitoring.

Led by Dr. Theron Bowman, TBG is comprised of leading policing practices experts, known for assessing and providing technical assistance for communities, law enforcement, and public safety agencies. TBG has more than 30 years of experience leading, managing, and participating in police practices oversight and professional services in multiple states, including Arizona, California, Colorado, Illinois, Louisiana, Maryland, Michigan, New Jersey, New Mexico, Ohio, Texas, Washington, and Wisconsin.

TBG is a national thought leader providing accountability services for our clients. We approach our work with professionalism, flexibility, attention to detail, a collaborative yet clearly defined organizational approach, and respect for confidentiality.

Learn more at www.tbowmangroup.com.

Report Overview

The Louisiana State Police (LSP) took an important, proactive step to bring in the national experts from The Bowman Group (TBG) for an in-depth look at the Department, and deliver recommendations to promote constitutional policing, public safety, and law enforcement. This report provides final observations and recommendations regarding TBG's independent evaluation of the LSP. Throughout the independent assessment, the men and women of LSP expressed commitment to the Department and to the Louisiana communities they serve. TBG is enthusiastic about the Department's capacity for change and the path forward, and commend the leadership's openness and receptiveness to reform.

The principal objective of this assessment was to improve LSP policies, procedures, practices, training, and operations related to accountability and oversight, transparency, and internal and external investigations.

Specifically, the review aimed to address the following goals:

- Determine the current status of the Department in terms of police operations, policies and procedures, and assess whether the Department's operations are consistent with national best practices.
- Improve accountability and oversight systems, processes, and procedures including use of force, internal affairs, community policing and engagement, stops, searches, and arrests, and early intervention systems.
- Review and assess LSP's written internal affairs policies, procedures, and practices surrounding the intake and investigation of incidents, internal and external complaints, training, data collection, accountability, and transparency.
- Improve departmental training across the Department.

Assessment Approach

The assessment team's methodology was based on core elements essential to supporting an independent and objective evaluation and analysis of organizational management, administration, operations, and outcomes.

In general, the assessment of each topical area involved the following:

- Rigorous document review including policies, Standard Operating Procedures (SOPs), training materials, procedures and practices, systems, and department files.
- Interviews and solicitation of multiple viewpoints from members of the community, members of the Department, and stakeholders.
- Direct observation and interaction with Troopers and personnel engaged in their duties.
- Analysis and review of available data and documents, either in full or through representative sampling.

TBG assessment team included nationally recognized law enforcement subject matter experts in community engagement, community-oriented policing, procedural justice, accountability and oversight, transparency, use of force, complaint investigations, internal affairs, early intervention, training and supervision, technology, ethics, and civil rights. The assessment team identified key observations across twelve topical areas for improvement in LSP's interactions with the Louisiana community and day-to-day operations.

Assessment Topical Areas

In this section, TBG provides a brief summary of recommendations in critical areas that denote the urgent need for reform in addressing community-oriented policing, and to strengthen LSP's use of force policies and procedures, increase data collection efforts, and prioritize strategic planning and organizational alignment geographically

across LSP Regions and Troops. The forthcoming recommendations for improvements are based on national standards, best practices, current and emerging research, and community expectations. Each area is discussed more fully later in the report and appendix documents.

These recommendations mark LSP's path towards becoming a more progressive police department. This report on TBG's independent evaluation of LSP is organized into twelve topics. Each section of the report provides insight such as details of the analyses, approach, observations, and additional suggestions for reform.

The first section provides findings and themes related to LSP community policing and engagement. The next three sections discuss internal affairs, use of force, and crisis response. The next four sections include fair and impartial policing (stops, searches and arrests), leadership and culture, recruitment and officer wellness. The final sections review the LSP early intervention system, training and academy, technology and data analysis.

Each section provides general and specific observations and recommendations. In high priority areas, TBG identifies findings that require urgent attention. In other areas, TBG outlines concerns and areas for improvement, as well as highlights some of LSP's strengths.

Key Goals

TBG determined recommendations that strongly support the following 12 goals:

1. Embrace "community policing" as a Department-wide philosophy.
2. Model procedural justice in the internal investigations process.
3. Ensure force used is only that which is objectively reasonable, necessary, and proportional to the threat.
4. Refine Crisis Deployment and relevant data collection.
5. Apply the least intrusive and most effective constitutional approaches to conducting and aggressively monitoring stops, searches, and arrests.
6. Ensure close and effective supervision of Department management, operations, and field practices.
7. Implement a comprehensive recruitment and hiring strategy, reporting, and assessment process.
8. Provide proactive and responsive support to promote and sustain a healthy workforce.
9. Embrace an early intervention program to support employee retention.
10. Train personnel to support a "guardian" style service delivery approach.
11. Modernize technology, data collection, and assessment tools.
12. Leverage oversight, technological, and analytical capabilities to advance 21st Century policing.

This moment in history has brought urgent attention to the need for police reform. As communities across this country share in their collective experience, everyone should be reimagining public safety. Doing this work effectively poses difficult questions for law enforcement officials and communities that grapple with the systemic problems that give rise to unconstitutional policing. Despite intractable challenges, these recommendations are intended to identify issues and offer remedies for improvement.

01.

Community Policing & Engagement



Community Policing & Engagement

Overview

The Bowman Group (TBG) conducted a review of the Louisiana State Police (LSP) community policing and engagement. The purpose of this review was to ascertain the depth and breadth of community engagement, outreach practices, and activities in which LSP currently engages, as well as any internal framework in place to effect and embody such engagement and activities (i.e., directives, training, etc).

It must be noted that there is complexity in determining the “community” served or impacted by LSP. With three different Regions, and nine different Troops, the characteristics of interactions with the public vary statewide. LSP supplies support services to other law enforcement agencies, are embedded within communities across Louisiana, and answer to local authorities on matters of concern. During the assessment, members of LSP did not have a shared understanding of what constitutes “community engagement” across the organization.

Approach

TBG considered LSP’s capacity and success in fostering community relations. This approach included evaluating information from applicable LSP policies and organizational documents, and researching identified community partnerships and collaborations. TBG also observed training in the Academy and reviewed related lesson plans. TBG reviewed and collected qualitative information on perspectives and experiences of Troopers, Public Affairs and Operational Development Section personnel, impacted members of the community, law enforcement from other agencies, attorneys, local/statewide organizations, the business community, media reports and some publicized, critical events. These interactions occurred in the form of roundtable discussions, focus groups, small group meetings, and one-on-one interviews (in-person and virtual). In addition, TBG received several unsolicited direct contacts from members of the public.

LSP as an operational organization does not seem to collect, maintain, or track much data in relation to its interactions with the community. For example, there were no surveys conducted previously on community engagement, nor was there a method for community members to provide feedback on their interactions with LSP.

Proposed Recommendations & Findings

Goal 1: Embrace “community policing” as a Department-wide philosophy.

Collective efficacy between the community and police should encompass every developmental area. This allows the police Department to hear from the community on how they desire to be policed and work in collaboration toward community safety. The body of the LSP Strategic Plan fails to emphasize collaboration between citizens and LSP. This perspective was validated through interviews with the Operational Development Unit (ODU) who is accountable for developing the Strategic Plan. During the interview process, the ODU communicated there was no collaboration on Strategic Plan development with LSP rank and file, professional staff, or community members. The plan has significant concentration on legislative mandates, numerical benchmarks, and data measurables for traffic safety and criminal investigations mostly directed by executive command. LSP should consider focusing resources to develop a formal community policing strategy.

RECOMMENDATION 1:

Adopt community policing as a core principle and implement a community engagement policy, informed by internal and external stakeholders.

The [United States Department of Justice's Office of Community Oriented Policing Services \(COPS Office\)](#) defines community policing as having three critical components: community partnerships, organizational transformation, and problem solving – with community partnerships being the most important of the three. 21st Century policing embraces the need for community involvement in order to restore community trust.

LSP needs to create consensus around how it defines “community engagement” and how to institutionalize more accurate, ongoing data collection, tracking, and reporting of this information.¹ LSP should adopt community engagement as a core principle and incorporate it into its mission, strategic vision, and policies.

There is no formal LSP policy on community engagement to direct clear understanding of what community engagement actually is, how the Department defines it, or what actions a Trooper can take in order to build better community relationships. A Departmental policy can assist in creating such standards and also inform accountability for community engagement.

RECOMMENDATION 2:

Create a written policy directing LSP community engagement.

LSP should create a policy that communicates expectations to which Troopers can be held accountable, and that educates the public on what to expect of interactions with LSP.

The development of this policy should include feedback from internal as well as community stakeholders, and be placed on the LSP website for public comment.²

RECOMMENDATION 3:

Make robust community engagement part of each Trooper's job through incorporating it as a metric in hiring, performance reviews, and promotion decisions.

Troopers, supervisors, and other interviewees expressed a view of community engagement as something to do, rather than how to behave – a task as opposed to a behavioral attribute. Many Troopers did not note community engagement to be part of their daily duties, and others expressed that arrests, stops, and calls for service were “community engagement.”

With a clear definition and metrics, Troopers will have guidance on how to engage with members of the public during day-to-day duties, and have a more common language regarding LSP's goals or achievements in this work.

RECOMMENDATION 4:

Expand training to include fair and impartial policing, procedural justice, and de-escalation.

Presently, the Academy curriculum does not include fair and impartial policing, procedural justice, and de-escalation topics. Currently, de-escalation is only a 12-hour block during the Academy, with no real in-service follow up to encourage practice of these tactics. As such, LSP should expand Academy and in-service training sessions to address these concerns.

¹ Example from [Lincoln Police Department \(Nebraska\)](#) definition on community policing.

² IACP has great resources around community engagement, including a 30,000 foot view of how to implement this work that can be found [here](#). A model community engagement policy can be found [here](#); an example of soliciting public comment can be found [here](#).

LSP has added a LEADS (Law Enforcement Active De-escalation Strategies plus tactical options) course to Cadet curriculum and in-service. In addition, Fair & Impartial Policing (including procedural justice) has been added to Cadet curriculum and will be added to in-service, and POST is also creating a course on procedural justice that LSP staff will attend as instructors.

RECOMMENDATION 5:

Conduct regular community meetings and programming around community restoring/building.

The review revealed that LSP does not conduct any regular forums with the public. Community members may have a desire to interact with LSP outside of an encounter, but there are limited opportunities to do so currently.

LSP needs to engage proactively in the community across various geographic and demographic areas. Types of events could include: a monthly “Meet the Cadets” day, back to school events/giveaways, hosting town halls for community feedback, and providing educational seminars in partnership with local community groups. Events that are more informational in nature can be hosted virtually.

Having regular community meetings and programming is a way to rebuild community trust, and to hear about issues before they spiral into a terrible situation. Doing so also promotes dialogue and transparency, which is critical to trust building. However, a critical aspect is who is being sent to these meetings.

LSP should foster a culture where employees can willingly engage the community through relationship building in an official capacity or during non-enforcement roles. During community engagement opportunities, police can collaborate on strategies to reduce crime and improve the quality of life in communities. LSP should increase community involvement toward youth engagement and collaboration opportunities to educate drivers on public safety initiatives.

RECOMMENDATION 6:

Create a social media strategy and collaborate with local police departments at beat meetings, community events and other stakeholders.

TBG reviewed LSP’s social media presence on various platforms. LSP has accounts on Facebook, Instagram, Twitter, and YouTube.³ Facebook and Twitter have the highest number of followers. Social media provides an opportunity to share community announcements, solicit feedback, or host virtual community discussions and dialogue.

RECOMMENDATION 7:

Track data related to community policing and engagement in a centralized manner.

LSP Public Affairs maintains records of certain outreach and engagement efforts, but the organization should capture more information consistently and regularly, on all Troopers and activities related to community policing and engagement to ensure more effective data collection, accountability, and transparency in this area.

LSP may also consider the feasibility of creating a stand-alone Community Relations Division/Unit, with a community relations person based at each Troop, and at least one data person to support community policing data collection and tracking.

³ The nonprofit [Urban Institute](#) provides suggestions on how to maximize the use of social media to interact with the community.

RECOMMENDATION 8:

Expand on the types of community engagement activities and events that LSP engages in and attends.

Some Troopers expressed a “we go where we are invited” approach to their community interactions. LSP can be more proactive in creating opportunities to engage with the public and stakeholders, especially in marginalized communities. For example, the Sudden Impact program, while good overall, was not run by LSP. LSP can take the lead on programming and collaboration with community groups and individuals.⁴

Include community members and organizations in Academy and in-service training, especially for training related to procedural justice, diversity, equity and inclusion, and other interpersonal or community dynamics. Consider opportunities to have panels who share lived experiences with Cadets or Troopers.

RECOMMENDATION 9:

Encourage LSP to engage communities of faith throughout the state as part of their community outreach strategies.

Chaplaincy programs provide LSP with meaningful access to a wide variety of faith communities and community leaders across the state. Strengthening these relationships can support and assist building bridges and relationships among members of the public, clergy, faith communities and LSP, and proactively address critical community issues.

RECOMMENDATION 10:

Consider introducing statewide community surveys to better understand public perspectives on the LSP.

LSP has not surveyed the Louisiana communities it serves in any systematic way. TBG recommends LSP consider collecting public feedback on an ongoing basis to inform community policing approaches over time. This regular feedback can inform LSP on community and stakeholder perceptions of Trooper practices, partnerships, engagement, and public satisfaction.

RECOMMENDATION 11:

Streamline the public complaint process so that any entity is able to make a complaint easily via the LSP website.

TBG was told by law enforcement from neighboring departments as well as civilians that they have been directed to file complaints in person at the Baton Rouge headquarters. This could be a result of Troopers misunderstanding the complaint process, or a deliberate attempt to circumvent the process. Regardless of the reason, a barrier is created for people to file a complaint – which does not make the problem/concern disappear. The easiest method of accomplishing this is to place a link on the website by which people can submit complaints much like what was done in [New Orleans](#). The website should also include a way to easily share feedback (positive or negative) about Trooper interactions with a link and form to fill out that can be submitted with one click. [The New Jersey State Police](#) also has a streamlined model.

LSP implemented a link for complaints in March 2023 on old the former website, and carried the accessible link to the new [LSP.com website](#) that went live on June 1, 2023.

⁴ A helpful model, which can be replicated on LSP's website, is found [here](#).

RECOMMENDATION 12:

Post all non-sensitive draft policies on the LSP website with a public comment period.

Posting draft departmental policies for public access with a set comment period (e.g., 21 days) is a best practice. LSP should ensure posting of all policies for public comment, except law enforcement sensitive draft policies, and provide a feedback loop to the public.⁵ This helps improve transparency and build public trust.

Additionally, as policies are being drafted and updated, care should be taken to use gender inclusive language. Review of LSP policies showed that most refer to “he”, with a few references to “he or she.” Using a term like “they” will result in all genders/gender identities being included in the policy.⁶

RECOMMENDATION 13:

Produce regular public reports and information about LSP operations to promote greater transparency.

Utilizing public-facing dashboards and annual reports can provide greater transparency to the public, stakeholders, and members of LSP. For example, a public annual report can provide information such as the LSP mission and goals, the organization and personnel, statistical data and analysis, and major accomplishments. The [Baltimore Police Department](#) provides a robust example of a community centered annual report. For example, a LSP public dashboard potentially could provide information on outcomes and number of complaints, Trooper activity, calls for service, number of community assists, use of force, Trooper demographics or other key metrics of importance to the Louisiana community.⁷

Key LSP Transformation Opportunities

It is apparent that some individual members of LSP and, to an extent, the Louisiana State Troopers Association demonstrate some affinity towards engaging with members of the public. The extent to which LSP community engagement is a result of individual initiative indicates the lack of a Department-wide philosophy and expectation. Community engagement must be one of the ways LSP processes interactions to achieve the highest value resolutions or outcomes in its service to Louisiana communities. The extent to which a department embraces community engagement as a core principle is evidenced by robust involvement with the public it serves, transparency and information sharing.

Perceptions of less respectful or undignified interactions with LSP significantly erode legitimacy and public trust. That trust cannot be regained when the default Trooper public engagement is steeped in the “warrior” approach. Community members insist on having a relationship with LSP based on mutual respect, open communication, and fairness.

LSP is viewed by many in the Louisiana law enforcement community as being a premier Department in the state. It has a higher pay scale, a well-respected crime lab, and the ability to recruit statewide due to having a strong name. As such, LSP has the distinct opportunity to broaden diversity in hiring, and has the budgetary allotment to create new positions to respond to community needs. LSP should continue its engagement via the Sudden Impact program, holiday food giveaways, and back to school backpack drives; however, they should expand on this work through targeted outreach in each Troop area.

⁵ A model solicitation for public comment can be found [here](#).

⁶ The Department of Justice Community Oriented Policing Services explains the importance as well as how to implement it in their report [“Gender, Sexuality and 21st Century Policing: Protecting the Rights of the LGBTQ+ Community”](#)

⁷ The [Chicago Police Department](#) has a number of dashboards, as well as the [New York Police Department](#).

02.

Disciplinary Complaints & Internal Affairs



Disciplinary Complaints & Internal Affairs (IA)

Overview

The Bowman Group (TBG) conducted a review of the Louisiana State Police (LSP) disciplinary complaint system, including evaluating whether LSP’s policies, practices, and procedures effectively define the roles, authority, and operational responsibilities for all parties in the complaint and disciplinary process.

TBG identified policies and practices that guide the investigation of complaints of misconduct and LSP Internal Affairs (IA). Policy review was used to establish a baseline understanding of LSP policy and practices; to examine the degree to which the policies are consistent or inconsistent with recommended practices; and to educate and inform team members prior to interviewing LSP Internal Affairs personnel.

Approach

On-site observations and interactions with members of the Internal Affairs unit provided key perspectives on the complaint investigation process, especially how complaints are received, assigned, investigated, and adjudicated. Additionally, TBG conducted interviews of leadership, commanders, supervisors, and Troopers to determine LSP personnel’s perceptions of the disciplinary complaint and IA process, consistency of discipline outcomes, internal procedural justice, and their understanding and views on LSP policies.

TBG also reviewed a representative sample of LSP complaint investigations to assess whether investigations are consistent with written policy and national best practices, and whether investigations are conducted with fairness and impartiality, especially with respect to disciplinary decisions.

Members of the public reached out to TBG to provide input on their experiences with LSP. These discussions informed this evaluation of LSP’s commitment to procedural justice, transparency, and openness to ensuring the complaint investigation process maintains trust, fairness, and transparency.

TBG looked at 171 internal affairs and non-internal affairs complaint files for the period 2019-2021.⁸ The total number of complaints for each year is provided in the following table.

Table 1: Number of Complaints by Year

Year	Number of Complaints	Internal Affairs		Non-Internal Affairs	
		N	%	N	%
2019	50	34	68.0	16	32.0
2020	36	25	69.4	11	30.6
2021	85	64	75.3	21	24.7

TBG randomly selected a representative sample of completed investigations for review, and assessed investigation facets including, but not limited to: the integrity, quality, and thoroughness of investigations; whether files included appropriate notice to complainants and personnel; and whether dispositions were adjudicated in a manner consistent with the documented evidence and national best practices. This review informs the findings and recommendations in the area of LSP disciplinary complaints and internal affairs.

⁸ A more detailed review of the provided LSP complaint data for 2019-2021 is included in the Data Analysis Section of this report.

TBG identified practices LSP can adopt to enhance its goal of becoming a model professional law enforcement department. However, the review was limited as the evaluation of data was not as robust as planned because LSP lacks key historical records related to complaints of misconduct, stops, search, and arrest, and complaints of use of force. TBG acknowledges but did not evaluate contractual or statutory requirements that govern the complaint investigation process. A challenge of note is that LSP complaint data was not archived in an electronic format that allows for the identification of trends that could inform policy development, supervision, or training. LSP must fully implement a records management system with searchable data fields that include key behavior and performance indicators related to disciplinary complaints and internal affairs. The assessment of this data may provide additional guidance in the future.

Proposed Recommendations & Findings

Goal 2: Model procedural justice in the internal investigations process.

RECOMMENDATION 1:

Establish an overall Department philosophy regarding the investigation of complaints of employee misconduct.

How a department prioritizes and addresses complaints is critical to public legitimacy. LSP needs to strengthen institutional approaches to addressing complaints of discrimination, harassment, and biased policing. Currently policies appear to focus solely on internal complaints, and do not consider the unique challenges of investigating complaints from members of the public.

LSP must articulate an overall philosophy guiding the considerate evaluation and resolution of all internal and public complaints. Policy and practice should demonstrate a commitment to the timely acceptance, review, and investigation of all complaints from any source. This does not mean all complaints should be assigned to internal affairs for investigation; LSP should clearly define and categorize the type of complaint/allegations to be investigated by IA or other units. LSP should document, track and audit all complaints, regardless of type or source.

Contractual agreements and legal requirements uniquely challenge the process of investigating complaints within law enforcement. LSP should identify such requirements that challenge complaint investigation, but also engage the public and Department members to communicate any legislative changes that would strengthen legitimacy.

LSP should consider revising policies related to the investigation of complaints of discrimination, harassment, and bias-free policing and developing the capacity to use data to assist in evaluating and investigating complaints and allegations of unfair and partial policing.

RECOMMENDATION 2:

Commit to open, fair, and transparent public access and communication regarding the IA disciplinary complaint process.

The provision permitting the filing of perjury charges against persons who make false complaints may deter persons from filing legitimate complaints.

There are limited means of filing a complaint, which may inhibit some aggrieved parties from using the process.

In general, the complaint investigation process should strengthen the Department's relationship with the community, not elicit tension or dissatisfaction. To assist in building trust, national best practices promote engaged dialogue with the community, such as distributing the complaint policy and detailing the complaint process broadly and

specifically, including on the LSP website and other social media. LSP should provide this information in multiple languages and make it available in public areas, such as government and community buildings.

This should include open communication regarding state laws affecting administration of the IA process, and the rights of persons who are not satisfied with the outcome of an investigation.

Department leaders, commanders, and supervisors must seek every opportunity to demonstrate that the organization is committed to hearing community complaints or commendations, especially from members of communities that have historically struggled to achieve positive relations with law enforcement. “The complaint process should not discourage, dishearten, or intimidate complainants, or give them cause for fear.” For example, LSP can consider including a third party in the intake process that provides complainants a neutral alternative to make the complaint.⁹

The Department should explore developing a Complaints and Internal Investigation Strategic Communication Plan to support a focused, systematic cadence of dialogue between members of the public and employees.

RECOMMENDATION 3:

Consider revising the Discrimination and Harassment Policy.

The LSP Discrimination and Harassment Policy mandates that internal complaints are reported through the chain of command, and can be filed through multiple channels identified in PO 212, such as LSP Commission, Civil Service Commission, and Commission on Human Rights.

Additionally, the policy requires advising, “the complainant that if future violations occur, he or she is to directly inform the violator that the conduct is unwelcome and must stop, and further, to report the new violations in accordance with Section 7 (Reporting Procedures) of this order.” The policy should align with national best practices and not leave responsibility to stop harassing behavior on the complainant.

Further, there also should be provisions for sexual harassment complaints to be brought directly to chain of command, HR, or the legal division.

RECOMMENDATION 4:

Develop specialized training that reinforces the concepts of procedural justice and the legitimate, credible, and fair investigation of all complaints and allegations of misconduct or poor performance.

LSP members expressed dissatisfaction with the complaint investigation process and perceived disparities in disciplinary outcomes.

LSP should ensure that personnel at all levels are knowledgeable of the protocols for receiving, filing, and investigating a complaint. Non-supervisors should be directed to immediately notify a supervisor upon receiving information or knowledge of a complaint of misconduct.

RECOMMENDATION 5:

Analyze IA data regularly to identify training needs and emerging trends.

LSP lacks the ability to conduct data analysis regarding the effectiveness and efficiency of operations, including its disciplinary complaints process.

⁹ U.S. Department of Justice, Office of Community Oriented Policing Services. *Standards and Guidelines for Internal Affairs: Recommendations from a Community of Practice*, 2009. www.cops.usdoj.gov

Analysis of data is a key component of an organization's accountability systems. There are three important benefits of evaluating IA data: 1) it allows an organization to track complaints and the progress of an investigation; 2) it allows the organization to establish and assess the investigator's communications with complainants, a key transparency variable; 3) and it allows the Department to identify challenges and opportunities to inform policy development, leadership, supervision, and training.

LSP leadership has expressed its commitment to developing more capacity to collect and evaluate data. The Department is in the early stages of implementing a data collection and records management system that will track IA data, use of force data, and stop, search, and arrest data.

RECOMMENDATION 6:

Demonstrate a commitment to transparency concerning critical incidents.

TBG received feedback from members of the public that was critical of the access and timeliness of information regarding Department events.

LSP line personnel expressed dissatisfaction with routine and strategic communications.

Members of the public and LSP expressed dissatisfaction with the lack of communication regarding the disciplinary outcomes as a result of the investigation of the death of Ronald Greene.

TBG received feedback in which community members questioned LSP's commitment to releasing accurate and timely information relating to the Department knowledge of and investigation of critical incidents.

The lack of meaningful dialogue has created an environment of distrust that permeates the Department's relationship with some community groups and cultures. The distrust was not limited to the public. TBG conducted interviews and ride-alongs with Troopers from all regions of the organization. During these discussions, Troopers commonly cited frustration with the lack of information related to internal investigations, disciplinary and corrective action decisions, and the reason or motivation for policy or procedural changes. Troopers expressed frustration that the lack of information contributes to negative perceptions that unfairly taints all Troopers.

LSP should consider releasing key information as soon as possible (excluding information that cannot be released for legal reasons or without threatening the integrity of the investigative process). Police organizations have enacted various strategies for communicating information regarding internal investigations and critical events. For example, the San Francisco Police Department has committed to holding an Officer Involved Shooting Town Hall meeting within fifteen days of the occurrence of the event to discuss basic facts of the incident, a description of the internal investigations process, and a description of the criminal investigative process.¹⁰

TBG recognizes legislation and contractual rights of LSP members may limit the scope of information that is subject to release. However, LSP should consider adopting a strategy that supports accurate and timely discussion of critical events with the community and Department members as a critical first step in restoring confidence in the integrity of the Department's accountability systems.

LSP implemented a Critical Incident Briefing Videos procedure in November 2022.

¹⁰ See SPD example: <https://www.sanfranciscopolice.org/community/events/officer-involved-shooting-town-hall>

RECOMMENDATION 7:

Commit to regular evaluation and modification of policies and practices with input from members of the public and a representative ranking of Department members.

Troopers expressed lack of voice in determination of key policies and practices of the Department.

TBG received input that public involvement in the development of policy or practices is limited to enforcement-oriented tasks related to traffic safety. Consent decrees and collaborative reform agreements commonly recommend departments include members of the public in policy evaluation and development processes. For example, the New Orleans Police Department, San Francisco Police Department, New Jersey State Police, Baltimore Police Department, and the Chicago Police Department each have developed policies and practices with the public and third-party interest groups.

LSP should consider incorporating community voice into the process of developing or modifying its policies on complaint investigation, use of force, early intervention systems, and policies that address fair and impartial policing practices. Collaborative policy development is an essential component of good governance.

RECOMMENDATION 8:

Provide access to outside training for IA personnel.

It is essential for internal affairs investigators to receive on-going professional development and training. IA is responsible for investigating, but IA personnel may receive special training prior to being assigned a case to investigate. Otherwise training is “on-the-job” and consists of pairing with a more experienced investigator until the investigator is deemed capable to work alone. Upon being transferred to IA, it is the Commander’s responsibility to ensure eventually personnel attend Police Internal Affairs, Interview and Interrogation, and other training courses.

Ensuring investigators have the requisite skills to investigate these cases should be a priority. A complete and thorough complaint investigation is essential to support the integrity of the investigative process. All parties involved in a complaint investigation (including the complainant, the employee, the organization, and the public) require assurance that the investigative process is fair and objective. Additionally, the complainant and the employee want to be assured that the Department has treated them with dignity and respect by accurately and completely vetting their allegations and defenses. A thorough investigation signals to the public and Department members that the organization is committed to using the complaint investigation process to demonstrate trustworthiness.

Training and professional development should consist of interview and interrogation training, laws regarding the contractual and legal rights of law enforcement officers, case structure, and special investigative topics. The training can be developed internally or from an external source.

Training is especially important within the context of investigating complaints of discrimination, harassment, and bias, as required by LSP policy. Typical “OJT” or internal affairs investigation courses do not adequately address the knowledge, skills, and aptitude necessary to investigate and adjudicate these type complaints. TBG received data showing that complaints of discrimination, bias, and harassment accounted many of internal complaints for the period 2019-2022, with most of the investigations adjudicated to be “Not Sustained.” TBG received input from members of the public questioning the investigation and disposition of these type complaints, perhaps challenging the credibility of the investigative process.

TBG received feedback from LSP members identifying the varied and ancillary responsibilities of personnel assigned to IA such as conducting background investigations of Governor appointees to state offices, boards, and commissions, background investigations of LSP candidates for employment and promotion, and managing the Early Warning System.

Ancillary responsibilities take away personnel hours that could be used for investigating complaints. TBG encourages shifting responsibilities to another unit or group to allow IA to focus solely on the investigation of complaints.

RECOMMENDATION 9:

Develop and implement standard operating procedures (SOP) that details functions and roles within the disciplinary complaint investigation and review process.

LSP should consider establishing clear standards that guide the review, processing, and investigation of IA complaints. This guidance should outline specifically all requirements of a professional investigation including the organization of related files, documentation, and evidence.

For example, during the review, a portion of IA files and reports were noted to fail to address misconduct discovered but not alleged in the original complaint¹¹; with dispositions that were unsigned or did not identify the person responsible for adjudicating the complaint; and IA investigations where adjudicated findings were not consistent with written Department policy.

Further, some IA files did not identify who was responsible for adjudicating the complaint. LSP uses adjudication categories or definitions commonly used in the profession- Sustained, Not Sustained, Unfounded, etc. In the file review, investigations generally were adjudicated in a manner consistent with these common definitions, however, more scrutiny is required to ensure dispositions are also consistent with policy.

IA employs a checklist to assist in on-the-job training of newly assigned investigators. This guidance should also be included in the SOP.

RECOMMENDATION 10:

Consider designating and including external or public representatives to participate in certain internal review processes (i.e., Disciplinary Review, EIS, Use of Force Review Board, etc).

Public involvement in the IA and other key Department processes can support the Department's accountability systems. Public involvement increases transparency and contributes to increasing public knowledge of how departments function to meet the needs and expectations of their constituents. Troopers and members of the public informed TBG that one reason for dissatisfaction with the IA process is they do not receive timely and accurate information about investigations and disciplinary outcomes. In the review of IA files, TBG observed that the majority of the files included evidence of notification to the complainant and the employee of the conclusion of the investigation. However, TBG did not receive feedback indicative of a strategic approach to communicating outcomes to the public and within the organization.

Giving members and the public visibility into the disciplinary complaint investigation process is increasingly common, and can be included as a key component of accountability.

LSP could also explore the benefits of creating an Ombudsman or similar role.

LSP personnel indicated that IA has no role in discipline or corrective action decisions, however LSP should evaluate the efficacy of IA findings and outcomes.

Despite IA having the role of "fact-finders" with no role in recommending disciplinary outcomes, some respondents suggested IA may have some influence over discipline decision-making. TBG recommends that LSP adopts a disciplinary matrix to help facilitate consistency in disciplinary outcomes, and to address real and perceived inequalities these outcomes. This also provides clear guidance for the public and Department regarding corrective action standards, alternatives, and processes.

¹¹ The public and Department members require assurance that the investigation addresses all allegations and misconduct is remediated, even when behavior that violates policy was not included in the original allegation of misconduct.

Key LSP Transformation Opportunities

Standardizing the disciplinary complaint and internal affairs processes can ensure transparency, consistency, and demonstrate that the Department is committed to internal and external procedural justice. Currently, there seems to be a lack of trust in the process that affects Department members and members of the public. There are a number of changes that LSP can implement that will positively address these perceptions.

Specifically, LSP should consider:

- Articulating an overall philosophy of the complaint process.
- Developing protocols and practices to guide strategic communication regarding critical incidents and their investigation.
- Creating the opportunity for members of the public to have visibility and voice in the IA process, including expressing dissatisfaction when appropriate.
- Ensuring fairness and consistency of investigations and outcomes.
- Updating reporting process protocols to ensure barriers that impact the process currently are eliminated or modified to the extent the law allows.

The review noted IA utilizes some practices that are consistent with contemporary practices in 21st Century policing. For example, LSP IA investigators primarily serve as “fact-finders” only and generally must complete an investigation within 60 days. Document reviews demonstrate that interviews of all parties to the investigation are audio or recorded and included in the case file. Both complainants and employees receive notice of the initiation and conclusion of an investigation.

Administrative and criminal investigations are bifurcated. IA investigates all administrative complaints. Criminal complaints are investigated by either the Criminal Investigations Bureau or Force Investigations Unit.

LSP segregates complaints into categories, identifying a complaint as an “IA Case” or a “Non-IA Case”. An IA Case includes complaints of use of force, racial bias, discrimination and harassment, and allegations deemed significant and serious (Superintendent’s directive). Non-IA Cases generally involve all other complaints.

Non-IA cases are presently investigated by a supervisor in the Trooper’s assigned Region. This ensures the Trooper’s chain of command has knowledge of pending complaints of misconduct and has an immediate opportunity to remediate performance and/or behavior deficiencies. To address concerns of investigator bias, LSP is piloting assigning “non-IA cases” to a Region different from the subject Troopers Region of assignment. A secondary goal of this protocol is to ensure investigations and outcomes are consistent across regions.

LSP should continue to capitalize on these strengths and opportunities to rebuild internal and external legitimacy and trust.

03.

Assessment Of Use Of Force Policies, Procedures, & Protocols



Assessment of Use of Force Policies, Procedures, & Protocols

Overview

In this section of the report, The Bowman Group (TBG) provides findings and recommendations regarding Louisiana State Police (LSP) use of force policies, protocols, and practices. TBG assessed whether the Department's use of force policies and practices are consistent with LSP's vision, mission, and core values, as well as national standards and recognized policing practices. TBG also evaluated supervisors' roles following a Trooper's use of force and LSP personnel's understanding of the use of force protocols. In addition, TBG assessed LSP's process for evaluating use of force incidents to determine the comprehensiveness of the investigations or reviews.

The methodology used to conduct this review, the limitations of the review, and the legal standards and community expectations upon which the assessment is based are outlined below. TBG details the observations and provides recommendations that LSP should adopt to improve its protocols and practices.

Approach

To conduct this assessment, TBG reviewed force-related documents, met with dozens of LSP personnel, and reviewed a sample of use of force incidents, including all available video footage. TBG began the use of force assessment by conducting initial interviews focused on the Department's current force procedures and the systems in place to review and investigate Troopers' uses of force. TBG interviewed the Majors and Captains assigned to each of LSP's Regions to learn more about the roles and expectations of supervisors and command staff. TBG also sought information about the particular use of force practices and challenges unique to each Troop. TBG met with staff from the Office of Legal Affairs to learn more about legal staffs' role in the use of force review and disciplinary processes, the development of policy and training, and other relevant topics. TBG also reviewed force-related policies and LSP's annual use of force reports. TBG provided feedback on the policies and initial interviews in an interim report.

TBG conducted a preliminary review of the systems in place to evaluate serious and deadly uses of force and began a more in-depth review of uses of force reviewed by the chain of command. TBG met with the Lieutenant Colonel who chairs the Use of Force Review Board, as well as representatives from the Force Investigation Unit. TBG also met with LSP personnel responsible for the implementation of Mark43 to learn more about the protocols in place to document and track uses of force and the review process.

To assess how LSP's use of force policies operate in practice, TBG reviewed a sample of use of force incidents, primarily from 2021.¹² For each use of force incident, TBG reviewed all available information, including video footage and use of force reports. TBG closely examined how first-line supervisors evaluated each of these incidents, observations from subsequent reviewers in the chain of command, and supervisors' decision-making about whether Troopers' uses of force were within policy and consistent with the Department's core values. TBG also assessed whether reviewers identified opportunities to improve policies, training, or tactics in the course of their review.

Finally, TBG conducted a series of one-on-one, in-person interviews with Troopers and supervisors. TBG met with Troopers and supervisors in at least one Troop in each Region and met with other LSP personnel with direct experience with use of force practices. These interviews were geared towards seeking answers to questions raised by the policy and incident review. TBG also assessed whether Troopers' and supervisors' day-to-day practices align with the Department's policies, core values, and national best practices.

¹² TBG reviewed an initial 10% sample of all uses of force that occurred in 2021. Documents related to 2021 uses of force were the most readily available due to LSP's recent transition to Mark43. After this initial file review, TBG requested an additional sample of 10% of 2022 uses of force and reviewed the incidents where the internal review process was complete. TBG also requested and reviewed all uses of Taser in 2021. Finally, TBG reviewed an additional sample of incidents from Troop F since TBG did not receive any Troop F uses of force in initial random samples.

TBG did not review investigations completed by the Force Investigation Unit or Criminal Investigations Division, and did not receive information about disciplinary decisions related to Troopers' uses of force. TBG did not conduct a comprehensive review LSP's investigations of critical and deadly uses of force. A more comprehensive review should include an initial file review, potentially followed by in-depth interviews and document requests to answer questions raised by the initial file review. TBG cannot make any observations or recommendations about the quality and objectivity of LSP's investigations of these incidents.

A review of LSP's investigations of these incidents is critical to an evaluation of whether the Department has the systems in place to effectively identify unnecessary and unreasonable serious uses of force, hold individual officers accountable, and make systemic changes to practices, policies, and training when warranted. The main assessment challenge was limited records and supporting documents. For example, the completed investigations regarding serious and deadly uses of force included only the final case reports created by Internal Affairs and, when applicable, a brief letter documenting the decision of the Use of Force Review Board. They did not include the source documents and materials that those recommendations and decisions were based upon. Another limitation is that this section does not address the level of interaction and communication with the community prior to and from the onset of a critical or deadly force incident through the conclusion of the investigative process. As discussed in the community outreach section of the report, LSP needs to take significant steps to improve the way it interacts and communicates with the community, including through greater transparency.

Proposed Recommendations & Findings

Goal 3: Ensure force used is only that which is objectively reasonable, necessary, and proportional to the threat.

Use of Force – Legal Backdrop

A police officer's "right to make an arrest or investigatory stop necessarily carries with it the right to use some degree of physical coercion or threat to effect it."¹³ While police officers have the authority to use "some degree" of force to effect an arrest, that authority is not unlimited. Under the Fourth Amendment, the reasonableness of a seizure "depends not only on when it is made, but how it is carried out."¹⁴ Specifically, in *Graham v. Connor*, the Supreme Court held that an officer's use of force must be "'objectively reasonable' in light of the facts and circumstances confronting them."¹⁵

Objective reasonableness is not a rigid or mechanical standard.¹⁶ Instead, reasonableness is determined by "careful attention to the facts and circumstances of each case."¹⁷ These factors include, but are not limited to, "the severity of the crime at issue, whether the suspect poses an immediate threat to the safety of the officers or others, and whether he is actively resisting arrest or attempting to evade arrest by flight."¹⁸ These factors and others will determine "whether the totality of the circumstances justifie[s] a particular sort of ... seizure."¹⁹ Any use of force is "judged from the perspective of a reasonable officer on the scene, rather than with the 20/20 vision of hindsight."²⁰

Graham sets the criteria for determining whether an officer's use of force complies with constitutional mandates, however, a law enforcement Department's accountability to the community it serves often requires that officers exercise a higher standard. Even when the force an officer uses is constitutional, it can be contrary to the values and expectations of the community. Community members expect that law enforcement officers will make concerted efforts to avoid and minimize the use of force and that force will be limited to those circumstances in which

¹³ *Graham v. Connor*, 490 US 386, 396 (1989).

¹⁴ *Id.* at 395.

¹⁵ *Id.* at 397.

¹⁶ *Id.* at 396.

¹⁷ *Id.*

¹⁸ *Id.*

¹⁹ *Id.* (citing *Tennessee v. Garner*, 471 US 1 (1985), at 8-9).

²⁰ *Id.*

²¹ See, for example, Mourtgos & Adams, *Assessing Public Perception of Police Use-of-Force: Legal Reasonableness and Community Standards*, *Justice Quarterly* (October 2019), <https://www.tandfonline.com/doi/abs/10.1080/07418825.2019.1679864>.

alternatives to force cannot be safely applied.²¹ Even a small number of unnecessary or excessive uses of force by Troopers can significantly undermine community trust and the legitimacy of an entire Department.

Given this backdrop, the sole question under a law enforcement Department's policies and practices should not be whether uses of force are lawfully authorized and meet the minimal constitutional standard. Departments should also assess whether an officer's use of force was necessary, proportional to the threat posed, and whether it could have been avoided or minimized through alternative tactics. These are the basic principles that underlie the review of LSP's use of force policies and practices.

Use of Force Policy: Clarify the use of force standard and reporting requirements.

LSP's current use of force policy includes numerous requirements that are consistent with nationally recognized best practices. For example, the policy requires Troopers to intervene if they observe another officer using unreasonable force, notify a supervisor, and document the unreasonable use of force they observed.²² The policy explicitly prohibits the use of retaliatory force "against an individual who is clearly no longer posing a physical threat or resisting."²³ P.O. 238 also prohibits Troopers from using deadly force against someone who is only a danger to themselves, an important limitation on Troopers' use of force.²⁴

However, the policy lacks clarity in some critical areas. In this section of the report, a few deficiencies that require urgent attention given the observations of LSP's use of force reporting and review practices are highlighted. Later in the report, TBG provides additional guidance on how LSP should further refine its use of force policy, including specific provisions regarding deadly and less-lethal force.

RECOMMENDATION 1:

Establish a clear standard for when Troopers are permitted to use force and when force should be avoided.

P.O. 238 appears to primarily rely on the *Graham* standard. At the outset, P.O. 238 states, "the Department's policy is that officers shall use only the amount of force that is objectively reasonable to bring an incident or pursuit under control..."²⁵ However, the policy includes only minimal information describing the requirements set out in *Graham*.

The policy does not clarify that Troopers' authority to use force may be more limited. While P.O. 238 (2)(ii) notes that "officers should attempt to use the least amount of force necessary," this guidance was not incorporated into or emphasized in the body of the policy.²⁶ As discussed above, the sole question under LSP's policy should not only be is the use of force lawfully authorized, but it should include an assessment of whether the use of force was appropriate under the circumstances: Specifically, the assessment should consider: *Was the force reasonable? Was the force necessary? Was the force proportional to the resistance encountered? And, whether the use of force could have been avoided?*

RECOMMENDATION 2:

Define terms that are key to evaluating whether an officer's use of force is reasonable, necessary, and proportional.

Numerous terms that are critical to any evaluation of whether an officer's use of force was reasonable, necessary, and proportional are not clearly defined or absent from the policy altogether. The policy does not define the levels of resistance that Troopers might encounter and when force might become necessary based on the level of resis-

²² P.O. 238 (4)

²³ *Id.* at (3)(viii)

²⁴ *Id.* at (7)(ii)

²⁵ *Id.* at 2(i).

²⁶ 14(vi) limits the use of CEW in circumstances where "such application is reasonable and necessary to control a person;" other force options do not include this limitation.

tance. The section on the use of Conducted Energy Weapons (“CEW” or Taser)²⁷ permits their use when a person is “actively resisting,” but that term was not defined or used elsewhere in the policy.²⁸ As discussed in more detail later, this lack of clarity has contributed to a pattern of Troopers reflexively using Tasers to apprehend people under questionable circumstances.

In addition, P.O. 238 does not refer to or define “passive resistance,” suggesting that there is no explicit prohibition on Troopers using force when a person is being unresponsive but is not posing a threat to the Trooper or others.²⁹

As noted in the previous discussion of *Graham*, the policy provides limited information about the constitutional standard. It refers to the “totality of the circumstances” in the sections regarding ramming and the use of choke holds, but never defines the phrase or identifies any factors that may be included in the totality of the circumstances.³⁰ The term was not used elsewhere in the policy. In later sections of the policy, Troopers are required to “articulate the objective reasonableness” justifying their use of force, but again, this term was not defined in the policy.³¹

RECOMMENDATION 3:

Revise P.O. 238 (15)(i) to provide a more clear and concise definition of what conduct does and does not amount to a reportable use of force, including examples.

P.O. 238 lacks clarity on the specific types of physical contacts that qualify as reportable uses of force. P.O. 238 requires an officer to “complete an electronic Use of Force Report” if the officer’s actions fall into an enumerated list of reportable uses of force, including the discharge of a firearm or a use of force that results in death. The policy requires Troopers to report a use of “non-deadly force” which is defined as “any physical effort to control, restrain, or overcome an individual’s resistance.”³² The policy does not provide specific examples of the types of force that might fall into that category, including open or closed-handed strikes, or whether there are types of physical contact that do not amount to reportable force.³³

The deployment of a Taser appears to be a reportable use of force only if, “one of its probes makes contact with an individual or animal, regardless of whether there is an injury involved.”³⁴ As written, an officer could potentially deploy repeated cycles of a Taser but would not have to report this action as a use of force if none of the probes made contact. At a minimum, this might suggest a training issue that a supervisor should be made aware of. Moreover, for the person who is the target of the officer’s Taser deployment, the event is likely intrusive even if the deployment is unsuccessful, warranting documentation and review.

In the interviews with LSP personnel, Troopers and supervisors often expressed confusion about what types of contact amount to a reportable use of force.³⁵ From Troopers to commanders, the definition of reportable force appeared to vary from person to person and Region to Region. As a result, some Troops have developed a practice of documenting any physical contact as a use of force “just in case.” While all uses of force should be accurately documented, the current lack of clarity has resulted in a time-consuming process of multiple supervisors reviewing hours of the body-worn camera footage for incidents that may or may not constitute a reportable use of force under the policy. As discussed in more detail later, this increases the likelihood that the chain of command use of force review has become a check-box review that will not have a meaningful impact on the conduct of Troopers or the Department as a whole.

²⁷ These terms are used interchangeably throughout.

²⁸ *Id.* at (14)(vi).

²⁹ See, for example, the Cleveland Division of Police Intermediate Weapons Policy, I(C)(1) (“Officers shall not use intermediate weapons on subjects who are passively resisting”), available at [https://www.clevelandohio.gov/sites/default/files/gpo/CHAPTER%20%20LEGAL/2.01%20USE%20OF%20FORCE/2.01.04%20Intermediate%20Weapons%20\(r\).pdf](https://www.clevelandohio.gov/sites/default/files/gpo/CHAPTER%20%20LEGAL/2.01%20USE%20OF%20FORCE/2.01.04%20Intermediate%20Weapons%20(r).pdf)

³⁰ *Id.* at 9(i) and 10(i).

³¹ See 9 (ii); 10(ii), and 11(ii).

³² *Id.* at 3 (iv).

³³ See, for example, the New Orleans Police Department Use of Force Policy at page 4 (“Hand control or escort techniques applied for the purposes of handcuffing or escorts that are not used as pressure point compliance techniques, do not result in injury or complaint of injury, and are not used to overcome resistance, are not reportable uses of force.”), available at <https://www.nola.gov/getattachment/NOPD/NOPD-Consent-Decree/Chapter-1-3-Use-of-Force.pdf/>.

³⁴ P.O. 238 (15)(i)(b).

³⁵ Some interviewees did report that the policy standard is clear, but this was not a widely held view.

RECOMMENDATION 4:

Require Troopers to report use of force by end of the shift.

P.O. 238 requires an officer involved in a reportable use of force to “complete an electronic Use of Force Report within five calendar days.”³⁶ Some of the commanders TBG interviewed reported that, in practice, Troopers typically report uses of force more quickly than the policy requires. Unless there are extenuating circumstances, Troopers should be required to complete the electronic Use of Force Report by the end of their shift.

RECOMMENDATION 5:

Establish consistent procedures immediately following a Trooper’s use of force, including the responsibilities of Troopers and first-line supervisors, and enforce adherence to the procedures.

The policy appears to only specifically require Troopers to notify a supervisor of a use of force if death or injury occurs, after using deadly force, or during a “critical incident.” This includes circumstances where a Trooper reasonably believes “there exists a significantly heightened potential for serious bodily injury or death to occur . . . an individual is using, attempting to use, or threatening to use a weapon violently . . . [or] an individual is experiencing a mental health crisis and is resisting the officer or acting violently.”³⁷

Once an officer notifies a supervisor of a critical incident, the policy directs supervisors to “attempt to respond to the scene,” but only “when staffing allows, and a timely response is possible.”³⁸ LSP should revise this language to require a supervisory response to the scene of a critical incident unless there is a significant justification preventing this from occurring.³⁹

The practices regarding notification of supervisors following a use of force, as well as whether supervisors are expected to report to the scene following a use of force, appear to vary by Region. For example, some Troopers are expected to immediately notify a supervisor following any use of force, while in other Troops, Troopers may only be required to notify a supervisor of more severe uses of force and injuries. This should be standardized.

The expectations for first-line supervisors also appeared to vary in each Region and Troop. For example, in certain Troops, Sergeants are expected to arrive at the scene following every use of force, assess what happened by conducting basic interviews, and debrief with the involved officers. In other Troops, whether supervisors are expected to arrive at the scene varies with the type of force or level of injury. In at least one Troop, supervisors are expected to rely primarily on BWC only to assess what happened and rarely arrive on the scene of a use of force.

Unlike a local police department precinct that might be charged with responding to calls for service in a discrete geographic area, some LSP Troops may be responsible for enforcing traffic laws on close to ten thousand highway miles. Under certain circumstances, it may not be feasible for a supervisor to reach the scene of a minor use of force in a timely manner. However, LSP should strive to limit the extent to which its formal use of force policies and expectations of supervisors are supplanted by informal practices that vary from Troop to Troop. Instead, LSP can develop reasonable criteria permitting exceptions, when necessary, and document applied exceptions in the use of force file.

Use of Force Policy and Practice: Equip supervisors to conduct consistent, thorough, and objective review of Troopers’ Uses of Force.

LSP’s policies lack: 1) clear guidance on the expectations and responsibilities of supervisors; 2) the necessary steps to assess whether a use of force was within policy; and 3) guidance on how conclusions should be docu-

³⁶ P.O. 238 (15)(i).

³⁷ P.O. 238 (6)(i) and 16(ii). A critical incident includes circumstances where “an individual is experiencing a mental health crisis and is resisting the officer or acting violently.” LSP should consider adding “non-compliant.” Resisting is often viewed as a physical act, but a person in crisis may be non-compliant but not acting violently. Communications and supervisors should be informed of non-compliant behavior potentially caused by a mental health issue.

³⁸ P.O. 238 (6)(ii).

³⁹ See, generally, the Community Oriented Policing Services and the [Police Executive Research Forum’s Critical Response Toolkit for First Line Supervisors](#).

mented. The use of force incidents TBG reviewed demonstrated that supervisors need robust guidance, training, and accountability measures to ensure that the use of force review process is meaningful and effective.

RECOMMENDATION 6:

Develop clear guidance on the requirements for meaningful supervisory review of uses of force. The guidance should detail the information that first-line supervisors need to collect and analyze as well as the factors supervisors should consider when determining whether a use of force was consistent with policy and LSP’s core values.

The section in P.O. 238 covering “Use of Force Reporting” outlines the responsibilities of supervisors following an officer’s use of force. It mandates that “all supervisors in the officer’s chain of command up to the Command Inspector level shall review the Use of Force Report” and all supporting records, “including any available video(s).”⁴⁰ The goal of each supervisor’s review is to “ensure accuracy and completeness by the reporting officer.”

The policy also requires supervisors to take the following actions:

“complet[e] a thorough supervisor review to determine if the officer’s actions complied with Department Policy and Procedure and Training”;

“make appropriate comments and recommendations up the chain-of-command regarding the use of force”; and

“make notes of any potential deficiencies in training or equipment;” and

“address . . . or investigate as soon as possible” any policy violation not directly related to the use of force.

This guidance is a significant policy improvement. However, the policy provides little guidance on what constitutes a “thorough supervisor review” of a use of force or how that review should be documented. In practice, the supervisors’ reviews in some Troops primarily consists of a review of video footage with little, if any, additional investigation. Although the policy clearly mandates that supervisors assess whether a use of force is within policy, the policy does not specifically require supervisors to assess whether an officer attempted to resolve an incident without resorting to force, unnecessarily escalated an incident, or used only the amount of force that was necessary and appropriate.

TBG reviewed a sample of use of force incidents, including any investigation or review conducted by the officer’s first-line supervisor and any assessments of the use of force as it was reviewed up the chain of command. Supervisors’ use of force reviews were not thorough and key information is either not collected or not documented. TBG consistently found that supervisors did not document the review or investigation they conducted, beyond the review of BWC. For both lower-level uses of force and Taser, the lack of a narrative explanation makes it difficult to discern what action the supervisor took. For example, supervisors did not document whether they conducted any interviews, including interviews of the person subjected to the use of force, or officer and civilian witnesses to the use of force.⁴¹

RECOMMENDATION 7:

Require supervisors to document their assessment of an officer’s use of force, the factors they considered, and a final determination.

Supervisory reviews of uses of force are inconsistent and often incomplete.

⁴⁰ P.O. 238 at 15(iii).

⁴¹ This is a common practice. See, for example, consent decree between Newark, New Jersey and the Department of Justice at pages 28 et. seq., <https://www.justice.gov/usao-nj/file/849316/download>.

The outcomes of supervisors' reviews are often unclear. Supervisors rarely documented a decision or recommendation about whether an officer's use of force was within policy and the basis for that decision. Reviews by initial supervisors are often just notes that the BWC was "reviewed." Supervisors occasionally added that the use of force was "approved," typically without justification. This practice was consistent even when Troopers used higher levels of force like the Taser. Supervisors' reviews of Taser incidents typically did not provide an analysis of the type or duration of discharge.

Instead of evaluating whether an officer's uses of force was necessary or reasonable, supervisors' comments were often limited to non-substantive corrections to the narrative or other details in the use of force report. For example, in one incident where a Trooper deployed a Taser, the reviewing Sergeant left the single-word note – "narrative" – but made no other comments or decisions regarding the use of force. The use of force file included no comments or decisions from higher ranking supervisors. In another incident where a Trooper deployed a Taser, the file contained no assessments or comments from supervisors except a note from a Lieutenant about adding the correct parish.

In a smaller number of incidents, it appeared that supervisors identified problems but failed to document them in the use of force report. In another incident where an officer used a Taser, the reviewing Sergeant didn't document whether the use of force was consistent with the policy. The reviewing Lieutenant also failed to comment on whether the use of force was reasonable, necessary, and within policy. Instead, the Lieutenant commented that the "issues or policy violations were corrected," but never identified the issues or policy violations and how they were corrected.

RECOMMENDATION 8:

Develop a template to ensure structure and consistency for supervisors' reviews of uses of force.

In addition to enhanced training and policy guidance, LSP supervisors may benefit from using a template to ensure that supervisory reviews are thorough, reliable, and consistent.

RECOMMENDATION 9:

Embrace thorough and transparent supervisory reviews of uses of force and communicate that expectation.

Supervisory reviews of uses of force are hampered by mixed messages from leadership.

On-site interviews revealed that first-line supervisors have been instructed, at least informally, to not document specific details and analysis in their use of force reviews. TBG learned that supervisors who typically conduct even a minimal investigation following a use of force are instructed not to include those details in their use of force reviews. TBG heard a variety of justifications for this informal guidance. TBG heard that supervisors in the chain of command don't document their investigation or evaluations of uses of force because "they don't want to be held accountable for their comments or analysis." TBG also heard that supervisors don't write more than "reviewed" and "approved" because they don't want to contradict each other as a use of force moves through the chain of command. Some first-line supervisors were clear on the instruction that "they don't want us to say whether the use of force was justified or not," but not the reasoning behind this practice, simply accepting that it was a decision made by the "higher ups."

At best, first-line supervisors are being forced to navigate mixed messages from the Department's leadership as they review Troopers' uses of force. While the current policy mandates "thorough" supervisory reviews, the informal mandate still appears to be that supervisors' review should be minimally documented. This is contrary to national best practices.

RECOMMENDATION 10:

Develop a supervisory training curriculum that includes guidance on first-line supervisors' roles and responsibilities in the use of force review process.

Supervisors do not receive sufficient training before assuming their new roles. During interviews, Sergeants uniformly conveyed that they had received little or no formal training on the expectations and responsibilities of their new roles, particularly the expectations for the review of uses of force. Some Sergeants reported benefitting from on-the-job training and mentoring by lieutenants, but Sergeants consistently expressed that additional formal training on use of force review would be valuable.⁴²

In TBG's review of use of force incidents and supervisor reviews, Sergeants rarely assessed whether a Trooper could have avoided using force by relying on de-escalation strategies. LSP should ensure that all supervisors are appropriately trained on de-escalation and incorporate that information into their assessments of Troopers' uses of force. LSP should regularly consider trends in uses of force when conducting training needs assessments.

RECOMMENDATION 11:

Develop timelines for the use of force review process and hold supervisors accountable to those timelines.

While the policy mandates that all supervisors through an officer's Commander should review a use of force, it provides no timelines for when each stage of that review should be completed. As currently written, an officer must submit a use of force report within five days. That report, all supporting records, and all body-worn camera footage must then be reviewed by the officer's Sergeant, Lieutenant, Captain, and the Commander of the Region. As detailed in the section on Mark43's use of force data collection, the current system has resulted in significant delays and numerous uses of force falling through the cracks.

RECOMMENDATION 12:

Require all relevant video to be collected and reviewed, including witness officer BWC, and hold Troopers accountable for failure to record incidents on BWC.

Numerous use of force incidents that TBG requested were missing video footage of the officer's use of force. Video footage was not available in nearly half of the incidents in the initial sample of 2021 uses of force. In numerous incidents where BWC footage was available, Troopers didn't activate the camera until well into the encounter.

This information is particularly critical given that LSP supervisors do not have consistent practices regarding interviewing witnesses or the person subjected to the use of force.

In incidents reviewed during the evaluation, TBG has seen little evidence that Troopers have been held accountable by the chain of command for failing to record uses of force on their body-worn cameras.⁴³ LSP leadership has been working towards establishing more consistency in the process and implementing discipline for personnel not properly activating and using their BWCs in recent years. This will continue to be an important area of improvement for the Department.

In some incidents, the involved officer's body-worn camera footage showed the presence of other witness officers, but this footage was not consistently included in the use of force file. This deficiency may be alleviated by the Department's adoption of Mark43 since all downloaded camera footage is automatically associated with a single incident number.

⁴² See, for example, the COPS and the PERF Critical Response Toolkit for First Line Supervisors at 5 (Trainings for new supervisors "must involve more than Power-Points and lectures on administrative tasks. New supervisors need to be engaged and challenged with real-life scenarios that give them the opportunity to test their skills prior to being on the street. This is especially important for critical incidents, where the situations are dynamic and the stakes are high.").

⁴³ TBG requested, but did not receive, information about corrective action related to uses of force. In the use of force incidents TBG reviewed, supervisors often noted the absence of video footage, but did not appear to take any action to hold Troopers accountable.

RECOMMENDATION 13:

Clarify when BWC should be activated and strictly limit when audio may be turned off.

In some of the incidents TBG reviewed, portions of the encounter are muted. The audio is typically disabled during interactions with other Troopers on scene, which appears to be permitted by LSP policy.⁴⁴ TBG also reviewed incidents where the full audio of the interaction with civilians was not captured. This creates a potential transparency and credibility problem.

RECOMMENDATION 14:

Conduct regular audits of supervisors' reviews of uses of force to make sure they are adequately documented.

TBG encourages LSP to keep accountability and supervisory systems in place to ensure first-line supervisors do not approve uses of force without reviewing the body-worn camera footage or other available information thoroughly, and should ensure check-valves are in place to prevent this from happening.

Requiring regular audits of supervisors' reviews, including all available information related to a use of force, will help ensure consistent and thorough reviews.

RECOMMENDATION 15:

Require that supervisors include a BWC audit trail, documenting review of available footage, in the use of force case file.

LSP should require that a BWC audit trail be included as a use of force proceeds through the chain of command review process.

Use of Force Policy and Practices: Address Use of Tasers on Fleeing Persons

In the review of Troopers' uses of force, TBG identified a pattern of Troopers immediately resorting to Tasers when other force options should have been considered. Specifically, TBG reviewed numerous incidents where Troopers appeared to reflexively deploy their Taser to apprehend a person fleeing on foot. A Taser may be the appropriate use of force option under certain circumstances, however, some Troopers resorted to Tasers as a default strategy, without considering if it was necessary and the risk of injury to the fleeing person.

The review revealed a pattern of instances where Troopers' justification for Taser use was questionable due to the nature of the offense, or they deployed Tasers on fleeing persons under dangerous circumstances. In one incident TBG reviewed, an officer attempted to stop a vehicle for driving erratically. Shortly after the traffic stop was initiated, both occupants of the vehicle attempted to flee on foot. An LSP Trooper pursued the passenger, who was not responsible for the alleged erratic driving. The Trooper discharged his Taser at the passenger twice but missed. The supervisor who reviewed the Trooper's use of force did not question why the officer deployed the Taser on the fleeing passenger and simply concluded "no issues noted."

In other incidents TBG reviewed, the use of Taser was likely justified due to the nature of the offense and level of resistance, but it was deployed in circumstances where there was a higher risk of injury to the person who was fleeing. In one incident, a Trooper engaged in a vehicle pursuit to apprehend a man who was driving a stolen car and had evaded police earlier in the day. The driver exited the vehicle and attempted to flee on foot. The Trooper discharged his Taser as the man was running onto a concrete sidewalk. When the man got up and began to flee again, the Trooper discharged his Taser again, striking the subject in the back as he ran onto the concrete roadway.

⁴⁴ P.O. 1117 (5)(vi): "The operator is authorized to mute the audio or pause the recording of the BWC . . . when the operator is not in the immediate presence of the individual(s) being recorded."

The use of some force to effect the arrest was legally justified, however, there was a significant risk of the Taser causing an uncontrolled fall on a hard surface.⁴⁵

This incident was also problematic due to what occurred after the deployment of the Taser. Once the subject hit the concrete, he laid on his back moaning and his arms became rigid. Shortly thereafter, his body began to shake as he continued to moan, clearly in medical distress. In the use of force report, the Trooper checked “no injuries”, but the video footage clearly shows that the man required medical attention and an ambulance was called to the scene. The supervisor’s finding simply stated, “no issues.” Although the report was reviewed by the use of force instructor and the Director of Training Academy, neither indicated whether there were opportunities for additional training with respect to use of Tasers during foot pursuits.

In another incident, a driver attempted to flee on foot following a vehicle pursuit. The driver climbed out of the passenger side of the vehicle and attempted to climb over a fence next to the passenger door. The Trooper deployed a Taser multiple times to apprehend the man, and the man fell from the fence onto the ground. The use of force report does not specify why the Trooper initiated. It appears that driver was Tased solely for fleeing. None of the reviewing supervisors questioned whether it was appropriate to deploy a Taser on a driver in this situation. Instead, the Lieutenant noted “good job!!”

TBG provides the following recommendations related to LSP Taser usage:

RECOMMENDATION 16:

Prohibit Troopers from using Tasers to apprehend people when fleeing is the only justification or for minor offenses.

For more than a decade, it has been a best practice to limit Troopers’ use of a Taser on a person who is fleeing on foot, unless the offense committed justifies its use and it’s safe to do so. For example, in 2011, the office of Community Oriented Policing Services (COPS) and the Police Executive Research Forum (PERF) issued guidelines for the use of Tasers, concluding that “[f]leeing should not be the sole justification for using an ECW against a subject.”⁴⁶

Instead, Troopers “should consider the severity of the offense, the subject’s threat level to others, and the risk of serious injury to the subject before deciding to use an ECW on a fleeing subject.”⁴⁷ Consistent with this guidance, some Departments prohibit the use of Tasers on a fleeing person alleged to have committed a minor offense.⁴⁸ Similarly, deploying a Taser at a fleeing person may only be permitted if the person poses an imminent threat of physical harm to the officer or others.⁴⁹

45 LSP officers did not uniformly deploy Tasers on fleeing persons without regard to the risk of injury. In one incident TBG reviewed, a Trooper considered deploying a Taser on a fleeing suspect, but “did not want to deploy the taser due to [the man] running on the cement, which may have caused him possible injury during the Taser deployment.” Instead, the officer delayed his Taser use until the man was running on a grass surface. Unfortunately, this more measured approach was an outlier.

46 See, for example, *Electronic Control Weapons Guidelines (“ECW guidelines”), Community Oriented Policing Service, United States Department of Justice*, at 20; available at https://www.policeforum.org/assets/docs/Free_Online_Documents/Use_of_Force/electronic%20control%20weapon%20guidelines%202011.pdf.

47 *Id.*

48 See, for example, *NOPD Use of Force policy at page 9 (permitting Taser use when “a suspect is actively fleeing from arrest for a serious offense”); State of New Jersey, Office of the Attorney General, Use of Force Policy Addendum A: Conducted Energy Devices and Other Less-Lethal Devices and Ammunition at 5.1 (d) (discharge of Taser at fleeing person permitted only if “clear and convincing evidence exists to believe the suspect has committed a crime in which the suspect caused or attempted to cause death or serious bodily injury”), available at <https://www.nj.gov/oag/force/docs/CED-and-LL-Addendum.pdf>.*

49 See, for example, *Baltimore Police Department, Conducted Electrical Weapon (Policy 719) at 3.4 (prohibiting the use of Tasers “[i]f the suspect is fleeing and does not pose an imminent threat of physical harm to the officer or others”), available at https://www.baltimorepolice.org/sites/default/files/Policies/719_Conducted_Electrical_Weapon.pdf.*

RECOMMENDATION 17:

Prohibit Troopers from using Tasers to apprehend people when there's a significant risk of serious injury.

Deploying a Taser on a fleeing person raises concerns regarding the safety of persons who, once Tasered, are at risk of uncontrolled falls. Some law enforcement agencies have explicitly directed Troopers to consider alternative options when the person fleeing is at risk of injury because of “an uncontrolled fall while the subject is running.”⁵⁰

LSP's policy does not specifically address when it is appropriate to use a Taser on a fleeing person and when alternative methods should be employed.⁵¹ The use of force policy limits Taser use under circumstances where “an elevated risk may be present” and requires additional justification for Taser use.⁵² This includes Taser use on vulnerable populations, such as small children and frail persons, and under particularly dangerous circumstances, for example while a person is operating a vehicle.⁵³ LSP policy is silent on the potential harm of using a Taser against someone who is running and does not prohibit its use to apprehend someone accused only of fleeing.⁵⁴

TBG also observed a less frequent, but nonetheless concerning pattern of encounters involving a single officer. TBG reviewed incidents where a single officer reported using a Taser or other higher levels of force because they did not have assistance controlling a resisting person. In one use of force TBG reviewed, an LSP Trooper discharged multiple Taser cycles to get a person to exit a vehicle and comply with the officer's commands. The officer was “forced” to cycle the Taser seven times before he could subdue and handcuff the man. LSP should consider assessing whether its deployment strategy is impacting Troopers' use of force decision-making and Trooper safety. As noted in the section with additional policy guidance, LSP should also provide additional guidance on the risks of multiple and repeated Taser discharges.

Use of Force Policy and Practice: Address Use of Abusive and Aggressive Language

Critical cultural issues, particularly Troopers' use of aggressive language, were not sufficiently addressed by the chain of command. TBG observed Troopers who were unable to control their anger, particularly following a vehicle or foot pursuit. In these incidents, Troopers used foul and abusive language during and after effecting an arrest. This creates a climate where aggressive language can spill over into unreasonable uses of force. In many of the cases TBG reviewed, this coarse language was not addressed by supervisors, or supervisors identified the foul language but excused it.

In one of the examples identified above, where an LSP officer deployed his Taser on a person attempting to flee by climbing a fence, the officer yelled “Let me see your fucking hands. I will shoot your fucking ass.” According to the use of force report, the Sergeant reviewed the video and concluded that the use of force was justified but did not comment on the officer's language. The reviewing Lieutenant reported “discuss[ing] language use during arrest,” but concluded “understand [the Trooper] was amped up.” In another example, a man led officers on a high-speed pursuit. His vehicle appeared to become disabled in a ditch on the side of the road. As a Trooper approached, the officer immediately yelled “show me your fucking hands,” as the man was holding both hands above his head. None of the reviewing supervisors commented on the Trooper's language.

In another incident, a Trooper attempted to stop a man who was speeding on a motorcycle. The man refused to stop and led officers on a high-speed vehicle pursuit. The man stopped his vehicle and began to flee on foot into a grassy field. One Trooper discharged his Taser, which was successful and caused the man to fall on the grass. When the man failed to respond to Troopers' commands, a second officer struck the man in the back using a

⁵⁰ See, for example, *Customs and Border Patrol Use of Force Policy Handbook at 17* (requiring that officers “consider other force options” unless the threat “outweigh[s] the risk of injury to the subject that might occur as a result of an uncontrolled fall while the subject is running.”), available at https://www.cbp.gov/sites/default/files/assets/documents/2021-Jul/cbp-use-of-force-policy_4500-002A.pdf.

⁵¹ LSP's use of force policy permits the use of Tasers in response to “active resistance” but does not define this term. P.O. 238 (14)(vi)(b).

⁵² *Id.* at (12)(xii).

⁵³ *Id.*

closed fist. While restraining, handcuffing, and later searching the man, Troopers were clearly angered by the man's actions and verbally berated him. Troopers called him a "stupid mother fucker" three times, a "fucking idiot," a "dumb ass," and told him he was going to get "his fucking stupid ass shot." While one of the Troopers was counseled for his language use, the counseling didn't occur until months after the use of force was reported.⁵⁴

RECOMMENDATION 18:

Ensure supervisors enforce policies prohibiting Troopers from using profane and aggressive language.

LSP's Code of Conduct and Ethics notes that an officer "shall be diplomatic and tactful in the performance of his duties, controlling his temper and exercising patience and discretion."⁵⁵ It specifically prohibits Troopers from using "coarse, violent, profane or insolent language" at all times. While the code indicates that these requirements are "strictly observed," TBG did not see evidence that chain of command reviewers routinely held Troopers accountable for resorting to aggressive language.

Emotional Intelligence training has been added to the training curriculum and LSP has begun to address issues related to organizational culture through Commander's Meetings and more dedicated review of incidents.

RECOMMENDATION 19:

Ensure supervisors take corrective action, including requiring retraining when warranted.

TBG did review a small number of incidents where supervisors reported counseling Troopers about their use of coarse language, but supervisors did not take additional corrective actions, including recommending retraining.

Use Of Force Policy And Practice: Revamp Existing Use of Force Review Structure

The current structure of the review process creates delays and does not encourage thorough reviews and analysis; this should be revamped. P.O. 238 requires "all supervisors in the officer's chain of command" to review the Trooper's use of force, including video footage. In practice, this requires each Major to review all video footage for all uses of force that arise in each of the three Troops under their command.

TBG reviewed use of force report and case review information from Mark43 for use of force reports submitted between January 1, 2022 and July 20, 2022. By August 2022 when the review/approval data was received, most use of force reports had been approved by the first level supervisor.⁵⁶ However, the timeframe for that review varied significantly. Eighteen (24.7%) of cases had a first report approval between 9-83 days after the use of force report event date. While 13 of the 18 cases had a first report review between 9-18 days, five (27.8%) of the 18 cases had a first review between 32-83 days. Seventeen (23.3%) of the cases had a last report approval between 17-164 days after the use of force report event date. Specifically, eight (47.1%) of the 17 cases had a first review between 50-83 days and one (5.9%) of the 17 cases had a last review at 164 days. In practice, this means that a portion of Troopers' uses of force remained open and unresolved for months after the use of force occurred.

In addition to strengthening the force reporting and supervisory review requirements, as detailed above, TBG recommends the below modifications to the structure of the chain of command review.

⁵⁴ The officer who discharged his Taser reported the use of force the same day and it was approved by his immediate supervisor shortly thereafter. The reviewing Lieutenant didn't review and approve the use of force until almost two months later. The Captain reported verbally counseling the Trooper about the language he used. The incident wasn't reviewed by the Commander until more than a month later. The Commander reported that he "[d]iscussed counseling & UOF reporting of other Troopers involved" with the Captain. The officer who struck the man in his back with closed fists then submitted a use of force report for the first time, more than three months after the incident.

⁵⁵ P.O. 901, Code of Conduct and Ethics, Effective 3/1/21, at 23 (i) and (iv).

⁵⁶ Currently, LSP uses a two-level review process for use of force reports. The first level supervisor is responsible for reviewing and approving the use of force report and all other reports associated with the use of force report. Once each supervisor reviews and approves all reports in the case, the case is sent to the Major to review, approve, and close the case.

RECOMMENDATION 20:

Revamp the use of force review process to rely more heavily on first-line supervisors to conduct timely, thorough, consistent, and well-documented reviews of Troopers' uses of force.

The current review structure is problematic for several reasons. First, by pushing so much responsibility up to the Majors, it creates delays in the process and unreasonably limits the roles and responsibilities of first-line supervisors. Second, the time-consuming, multi-layered review of body-worn camera footage creates the potential that this will become a check-box review activity instead of a meaningful and robust review of Troopers' uses of force. Finally, some LSP personnel expressed concerns that Majors may be disconnected from the day-to-day work of Troopers in the field and current use of force practices and training.

In the interviews with LSP personnel, TBG heard concerns that too much responsibility is pushed up to the highest ranks in the organization and Sergeants and Lieutenants were not sufficiently empowered. One Captain acknowledged that "We need to be able to trust our Sergeants and Lieutenants." A Sergeant mirrored that sentiment, asking "If the Captain and Major can't trust me, then why am I here?"

Timely, thorough first-line supervisor review, analysis, and documentation will eliminate reliance on the current, inefficient review structure. Instead of pushing significant force review responsibilities up to Majors, LSP should provide first-line supervisors with the guidance, resources, and support to do their jobs more effectively.

RECOMMENDATION 21:

Streamline the Mark43 use of force supervisory review structure.

LSP should consider streamlining the supervisory review structure to limit and prioritize the uses of force that require review by Majors.

LSP can use its current systems to streamline the use of force review process. After an officer completes a use of force report in Mark43, the supervisor can create a "case" with all available video linked. After the Sergeant and Lieutenant review the incident, the Captain can approve or disapprove, but retains the discretion to send it to the Major for review if warranted. This will ensure that the Major is aware of and retains a role in reviewing potentially problematic uses of force.

The Major should still play an important role in evaluating use of force practices in Troops under the Major's command. However, instead of reviewing all video footage for every use of force, the Major can be responsible for an auditing function, including a review of a specific number or percentage of uses of force per quarter. This auditing function can also include a regular review of the use of force trends and analytics available in Mark43.

RECOMMENDATION 22:

Utilize the functions in Mark43 that notify users of overdue use of force review.

While the Mark43 system provides mechanisms to alert the next person in the chain of command review, in practice these systems were not consistently utilized. For example, the system permits a user to send a "task" to the next person in the chain of command. However, due to the paramilitary structure of the organization, some supervisors expressed discomfort about "tasking" a higher-ranking supervisor. As a result, cases remain pending. LSP should better utilize this function.

If the Majors adopt a broader auditing role, they can receive regular updates on use of force incidents where the supervisory review is delayed or overdue.

Use of Force Data: Prioritize collecting and reporting complete, objective, detailed, specific, reliable data and information on all use of force.

TBG identified numerous gaps and deficiencies in the implementation of Mark43 for use of force tracking. Many of these deficiencies stem from the lack of clarity in LSP's use of force policy and use of force reporting requirements.

RECOMMENDATION 23:

Provide additional training and guidance to improve the accuracy of collected use of force data, including encounters with people in crisis.

During the review of Troopers' uses of force incidents, TBG observed numerous incidents where Troopers misreported various factors related to the use of force and the person subjected to the use of force. This included the inaccurate reporting of injuries and the subject's need for medical care. In other incidents, the video footage clearly showed that the person subjected to the use of force was in mental health crisis, but Troopers did not accurately report this information. In one incident where a man led police on a high-speed chase, the reporting officers justified his Taser use by noting that the man was "forcefully resisting while saying irrational phrases, like quoting Biblical scripture," but failed to accurately report that the use of force involved someone in crisis. In another incident where a Trooper Tased a man fleeing on foot, the man repeatedly asked officers to shoot him, an indication that the man was suicidal. Again, this information was not accurately tracked. LSP may be underestimating the extent to which Troopers are encountering people in crisis.

RECOMMENDATION 24:

Incorporate additional de-escalation concepts in the use of force policy and ensure that these techniques are well-defined and accurately tracked in Mark43.

Mark43's collection of information regarding Troopers' use of de-escalation techniques is incomplete. Currently, Mark43 includes only four possible de-escalation tactics for an officer to select from. This is an incomplete accounting of the range of techniques that Troopers have at their disposal.

The information collected may also be inaccurate. As noted earlier, TBG reviewed the data LSP began collecting after its transition to Mark43. This included information on whether Troopers used de-escalation techniques and whether those techniques were successful. TBG determined that LSP officers reported using de-escalation techniques in 79% of their uses of force in 2022. Officers also reported that those strategies were successful in only 15% of these incidents. This data may not accurately reflect Troopers' actual practices. For example, in one 2022 use of force that TBG reviewed, an officer reported that he used "verbal de-escalation" prior to resorting to a use of force, but it was unsuccessful. The video footage showed that the officer assisted a local police department engaged in a vehicle pursuit. After the man stopped his vehicle, the LSP officer immediately ran to the man's car with his Taser drawn. As the man exited the vehicle, the Trooper immediately yelled "get down" multiple times while simultaneously deploying his Taser. In this instance, an officer's immediate use of a Taser, without first providing an opportunity for voluntary compliance, was tracked as an unsuccessful verbal de-escalation attempt. This is contrary to basic de-escalation principles.

RECOMMENDATION 25:

Define all terms used in Mark43 data collection to promote consistency and prevent data collection based on subjective interpretations of terms.

Some use of force data in Mark43 is being collected based on undefined terms. For example, Mark43 tracks the severity of injuries to officers and the person subjected to a use of force using the terms "minor injury," "moderate injury," and "serious injury." These terms were not defined anywhere nor are examples provided.

RECOMMENDATION 26:

Ensure that comprehensive injury information is collected for both Troopers and civilians.

There are additional gaps in the injury information being collected. The Mark43 use of force report includes a section tracking “officer medical aid received” which includes nine options in the drop-down list. However, there isn’t a similar section or drop-down list tracking medical aid received by the person subjected to the use of force.

RECOMMENDATION 27:

Collect accurate information about the specific types of force used by Troopers and the level of resistance

LSP does not accurately track the type of force Troopers used. For example, LSP relies on the broad terms “defensive tactics” and “hands on,” which both could potentially include numerous types of force.

Mark43 also has the capability to group types of force into various levels, based on the severity of the use of force, but this function isn’t currently being utilized.

The level of resistance can also be modified to be more specific and objective. For example, Mark43 currently tracks uses of force where the subject was “assaultive,” but it’s unclear how this term is defined. This can be replaced with a more objective term.

RECOMMENDATION 28:

Track more comprehensive data regarding the disposition of incidents involving a use of force.

LSP does not track complete information about the disposition following a use of force incident. Currently, “arrest” is the only option for the disposition of the encounter. There are no alternative dispositions (for example, hospitalization) and no drop-down options to provide additional details about the arrest, including the charges or whether it was a misdemeanor or felony.

RECOMMENDATION 29:

Increase transparency by making use of force data available to the public.

While LSP has consistently produced annual reports tracking use of force trends, it doesn’t appear that these reports are made available to the public. LSP would benefit from greater transparency.

Additional Use of Force Policy Recommendations

As noted earlier, there is guidance in P.O. 238 that reflects nationally recognized best practices. However, LSP should consider further strengthening and refining its use of force policy by implementing the recommendations below. In addition, while there are consistent references to “non-deadly” force throughout the P.O. 238, the force techniques described, including the use of CEW, may result in death.

RECOMMENDATION 30:

Specify the goals and purpose of the policy.

The stated purpose of P.O. 238 is to “establish guidelines for the use of deadly and non-deadly force.”⁵⁷ The objectives of the use of force policy should be greater than establishing policy. The purpose should detail *why* the use of

⁵⁷ P.O. 238 (1).

force guidelines are being established and the goals of this particular policy.

Expanding the purpose will also provide LSP with an opportunity to draw connections between this policy and the Department's broader mission. Some departments have prefaced their use of force policies with a set of core principles that will guide all use of force decision-making.⁵⁸ These core principles might include priorities that are already referenced in the body of LSP's use of force policy, including the deep reverence for human life, the requirement to de-escalate when feasible, and officers' duty to intervene. Other core principles should include a requirement that all uses of force must be reasonable, necessary, and proportional and a commitment to prohibiting use of force decision-making based on biases. Documenting that LSP will adhere to these core principles at the outset of the policy sends a clear message that all uses of force will be assessed in light of these priorities.

RECOMMENDATION 31:

Incorporate additional de-escalation concepts into the use of force policy.

P.O. 238 requires that "when practicable, officers shall use reasonable de-escalation tactics gained through training and experience." It defines de-escalation as "a range of integrated strategies and tactics to lower the intensity of potentially volatile situations, reduce the necessity or amount of force required for successful resolution, and optimize officer and public safety."⁵⁹ These are the only references to de-escalation in P.O. 238. The policy does not provide examples or further guidance on conduct that might de-escalate an encounter and prevent the need to resort to force. LSP should consider adding additional guidance on how de-escalation may be implemented in practice, including repositioning to create space and increase time to react to resistance, permitting a person the opportunity to make statements or ask questions, and avoiding the unnecessary display of weapons.

In the section on the use of CEWs, the policy identifies categories of people who may be particularly vulnerable and present "an elevated risk . . . while using a CEW," including "individuals who are perceived to be mentally ill."⁶⁰ When incorporating additional de-escalation concepts into the use of force policy, LSP should ensure that vulnerable populations are protected more broadly beyond the limitations on the use of the CEW. Specifically, before resorting to any type of force, Troopers should consider whether a person's lack of compliance is a deliberate attempt to resist or an inability to comply based on factors such as medical conditions, behavioral or mental health disabilities, language barriers or other factors.

RECOMMENDATION 32:

Develop mechanisms for meaningful community and Trooper input on use of force policies.

In the interviews with Troopers, TBG repeatedly heard that there aren't currently systems in place for Troopers to provide meaningful input on use of force policies. Many Troopers reported that use of force policy changes are distributed through PowerDMS often and without explanation. They expressed concerns that there's no line of communication up and the unspoken message to Troopers is "be quiet and do your job."

As discussed in the community engagement section, LSP should develop meaningful opportunities for input on its policies before they are finalized and implemented.

RECOMMENDATION 33:

Ensure Legal Affairs provides input on use of force policies and provide regular legal updates on use of force.

⁵⁸ See, for example, the Baltimore Police Department's Use of Force Policy, available at <https://public.powerdms.com/BALTIMOREMD/documents/51042>; see also, the New Jersey's state-wide Use of Force Policy, available at <https://www.nj.gov/oag/force/docs/UOF-2022-0429-Use-of-Force-Policy.pdf>.

⁵⁹ P.O. 238 (2)(ii) and (3)(iii). The definition of de-escalation should be revised to "a range of integrated strategies and tactics to resolve, or lower the intensity of potentially volatile situations . . ."

⁶⁰ P.O. 238 (14)(xiii).

TBG learned that there was no formal process in place for legal staff to review use of force policies, provide Troopers with regular guidance and updates regarding force-related legal developments, or give input on force-related training. More proactive legal staff involvement in force-related policy and training might provide an opportunity to mitigate potential misconduct before it results in harm to the community and civil lawsuits.

TBG learned from other interviews with LSP personnel that LSP staff charged with writing and revising policy had no specialized expertise or background in developing policy. Often, they relied solely on sample policies from other Louisiana law enforcement agencies that were not undergoing reforms and rarely conducted broader research on national best practices.

Legal Affairs recently conducted a series of trainings, including the legal aspects of use of force, for LSP's command staff. Legal Affairs should provide refresher trainings and regular updates on changes in the law. This information should be provided in an easily accessible manner.

LSP implemented the creation of Professional Standards & Compliance (PS&C) Unit in October 2022 and attentiveness to national best practices are the focus of PS&C and foundation of the Unit's core functions.

RECOMMENDATION 34:

Clarify or eliminate P.O. 238's Policy Statement that "absent reasonable articulation, Troopers shall not consciously disregard substantial and unjustifiable risks."⁶¹

It's unclear under what circumstances a Trooper could use force in a manner that "consciously disregards" an "unjustifiable risk," and still reasonably articulate or justify that use of force.

RECOMMENDATION 35:

Clarify the potential harm of repeated or prolonged use of CEWs.

Policy Section 14 requires that after an officer discharges one cycle of the CEW, "the officer shall re-evaluate the situation to determine if subsequent cycles are needed." It also requires that an officer "shall independently justify each CEW cycle in a Use of Force Report." These are important limitations that are consistent with best practices. LSP should consider adding additional guidance regarding the potential harm caused by repeated and prolonged exposure to the CEW.⁶² While section (14)(ix) notes that "officers should avoid extended, repeated, or prolonged CEW exposures where practicable," LSP should consider treating three or more applications of a CEW or CEW application for longer than 15 seconds as deadly force.⁶³

RECOMMENDATION 36:

Clarify when a firearm can be unholstered or displayed. Section (8)(3) states "Officers shall not remove a firearm from the holster or display a weapon unless there is sufficient justification."

LSP should clarify what qualifies as "sufficient justification" display or unholster a firearm. LSP should also consider requiring Troopers to report when they point a firearm at a person.

⁶¹ P.O. 238(2)(f)

⁶² See, *Police Executive Research Forum & Office of Community Oriented Policing Services, Electronic Control Weapon Guidelines (2011) at 20 (warning that "multiple applications or continuous cycling of an ECW resulting in an exposure longer than 15 seconds (whether continuous or cumulative) may increase the risk of serious injury or death and should be avoided")*, Available at https://www.policeforum.org/assets/docs/Free_Online_Documents/Use_of_Force/electronic%20control%20weapon%20guidelines%202011.pdf

⁶³ See, for example, the *New Orleans Police Department, Use of Force Policy at 5 ("More than two applications of a CEW on an individual during a single interaction, regardless of the mode or duration of the application, and whether the applications are by the same or different officers, or CEW application for longer than 15 seconds, whether continuous or consecutive" is a Level 4 use of force).*

RECOMMENDATION 37:

Clarify the limited circumstances when it is permissible to shoot at or from moving vehicles.

Section (8)(v) of the guidance on deadly force states “Firing at or from a moving vehicle is prohibited except where the use of deadly force is justified, in accordance with this order.”

Firing a weapon at any time is prohibited except where the use of deadly force is justified. LSP should revise this language to strictly limit when firing at or from a moving vehicle is permissible, to minimize the potential harm to innocent bystanders and others.⁶⁴

RECOMMENDATION 38:

Require a supervisor’s authorization before ramming is permitted.

Section (9)(i) prohibits officers from ramming a vehicle except where the use of deadly force is justified. LSP should consider requiring Troopers to obtain supervisory authorization, when feasible.

RECOMMENDATION 39:

Consider eliminating the use of chokeholds.

Section (10)(i) currently permits officers to use chokeholds “where the use of deadly force is justified.” LSP should consider eliminating this practice.⁶⁵

RECOMMENDATION 40:

Consider requiring officers to carry OC spray.

Section (13)(ii) notes that officers “electing to carry OC spray” must complete the required training course. OC spray should not be optional to carry. It is an intermediate use of force that is less likely to cause physical harm than a baton strike or CEW deployment. Currently, the policy provides no guidance on the appropriate deployment of OC Spray or the procedures following deployment.

RECOMMENDATION 41:

Codify information about all authorized weapons in policy.

Section 12(iii) states that the MFF is authorized to use less-lethal weapons and chemical munitions and notes that a current list of approved weapons and munitions will be posted on the LSP Bulletin Board. LSP should consider codifying this list in policy. A bulletin board should not be the only place where this information is posted.

RECOMMENDATION 42:

Clarify the definition of positional asphyxia.

Section (3)(v) defines positional asphyxia as “a sustained, abnormal body position that impedes the upper airway or chest such that it impairs an individual’s ventilation over an extended timeframe.” However, ventilation merely

⁶⁴ See, for example, the New Orleans Police Department, *Use of Force Policy at 11* (“Shooting at or from moving vehicles . . . Discharging a firearm in this circumstance is never authorized when it is reasonable to believe that the vehicle may contain an innocent passenger or it is reasonably apparent that the vehicle may careen out of control and injure an innocent bystander.”)

⁶⁵ See, for example, Cleveland Division of Police *Use of Force Policy at III (A)(12)* (“Consistent with the principles of necessity, proportionality, objective reasonableness, and de-escalation, Officers shall not . . . use neck holds.”); Metro Nashville Police Department at 11.10.160 (“A member of the MNPDP shall not use a neck restraint technique on any suspect, arrestee, defendant, or other person as restraining force.”)

speaks to airflow. There are circumstances where a person may be talking, which suggests airflow is moving, yet the person has passed out because adequate airflow was not taking place to allow them to breathe.

Investigations and Reviews of Critical and Deadly Uses of Force

The documents provided by LSP were not sufficiently detailed to conduct a thorough, objective analysis of the adequacy of LSP’s investigation of critical and deadly uses of force. Therefore, the observations below are informed by the information TBG could gauge from interviews with LSP personnel, incomplete use of force reporting data, and policy language.

RECOMMENDATION 43:

Consider creating and implementing a Critical Incident Review Board, as a standard process for reviewing all incidents involving death, injury, or critical responses.

It is consistent with best practices to look beyond the use of force, including a department’s response to protests and mass arrests, and other important events.

LSP should consider developing guidelines or a template to ensure that the Board provides a more holistic review of critical incidents. The template should require consideration, discussions, and findings with respect to the following areas, where applicable:

- Evaluation of prior planning and decisions: How did the officer or department prepare for the call or event?
- Event response: Assess and describe the officer’s actions.
- Evaluation of tactics, including de-escalation, used prior to the use of force: Was there an opportunity to de-escalate the situation?
- Was the use of force was proportional to the level or threatened level of resistance?
- Was the use of force reported in a timely and accurate manner?
- Assessment of the supervisory response and evaluation of the incident.
- Evaluation of policy, including the degree to which policy provided the proper and necessary guidance to resolve the incident satisfactorily.
- Scene Management: Was the scene integrity protected?
- Evaluation of the post-incident response by all Department members involved in the notification of and response to the incident.
- Training and Equipment: Would specific training, technology, or equipment have improved the outcome?

RECOMMENDATION 44:

Require the Use of Force Review Board (UFRB) to document the evidence reviewed, the Board’s analysis of the evidence, and the justification for the Board’s final decision.

TBG received and reviewed a series of brief letters or memos that represented the findings of the Use of Force Review Board. The memorandum format currently used by the UFRB contains language that structures the limits of the Boards decision-making authority. The Board can make the following findings and/or recommendations: Findings: Exonerated; Policy Violations-Not Sustained; Policy Violation- Sustained; Accidental. Although these documents are labeled as “findings” and include a final decision regarding whether a use of force was justified, they did not include any information about the evidence that was considered, the Board’s deliberations, or the basis for the final decision.

The Board should be required to document their decision in a memorandum that describes the facts of the incident, the evidence reviewed, their analysis of the evidence, and their decision, including a description of the vote and/or recommendation of each member.

TBG's understanding that the UFRB decision-making is based solely upon presentations by the Force Investigation Unit or Internal Affairs. TBG did not have an opportunity to review these presentations, and could not evaluate whether they are high-quality, comprehensive, and objective. LSP should assess whether the presentations alone provide sufficient evidence for the Board to make well-supported decisions.

RECOMMENDATION 45:

Develop protocols and a template to ensure the UFRB conducts a comprehensive analysis of critical incidents.

The Use of Force Review Board's protocols are captured in the Use of Force Policy, P.O. 238. The policy outlines the types of incidents the Board is charged with reviewing, the Board's membership, the voting requirements, and the Superintendent's review of the Board's recommendations.⁶⁶ The Board is tasked with "determin[ing] if the involved officer's actions were justified, proper, and consistent with current Departmental policy."⁶⁷

The Board's current scope primarily includes deadly force incidents and in-custody deaths. Currently, the Board's role and impact is limited.⁶⁸

RECOMMENDATION 46:

Ensure the UFRB's review of use of force incidents should include an assessment of the actions of each officer who used force, whether there were opportunities to de-escalate, and the supervisor's review of the use of force.

When reviewing uses of force, the Board's assessment should not be limited to the moment an officer used force.⁶⁹ A template will be an effective tool to encourage comprehensive and consistent reviews of Troopers' uses of force, as well as the events leading up to the use of force and the supervisory response following the use of force.

LSP should consider charging the Board with regularly reviewing a random sample of other uses of force to assess the quality of the reporting and supervisory review.

RECOMMENDATION 47:

Modify or expand the membership of the Use of Force Review Board.

The Use of Force Review Board is currently chaired by the Deputy Superintendent of Support and is primarily comprised of various members of the Command staff, including the Section Commander of the involved officer, the Commander of Internal Affairs, and the Commander of Operational Development. Membership appears to primarily be based on rank.

The Board should expand or modify its membership to include representatives with more diverse experiences, backgrounds, and perspectives. Including a broader array of voices might improve the legitimacy and credibility of the Board. TBG recommends including a representative from the Trooper level, which will promote peer review and

⁶⁶ P.O. 238 at 19(i). The Board reviews all in-custody deaths, deaths resulting from an officer's attempt to take an individual into custody, all deadly force incidents, all firearm discharges (with limited exceptions), and any other use of force incident as directed for review by the Superintendent.

⁶⁷ *Id.*

⁶⁸ The Board reviewed five cases between April of 2021 and June of 2022.

⁶⁹ See, for example, Metropolitan Police Department, General Order 901-07, Use of Force at II.J (7)(b) (requiring the Use of Force Review Board to consider "whether proper tactics were used, risk management issues, adequacy of training, analysis of the events leading up to and following the incident, and whether the level of force used was appropriate for the incident" and "carefully scrutinize the various decision points of the member who used force as well as those of any member that is relevant to the use of force.").

internal procedural justice. TBG also recommends including a member of the community to promote trust, transparency, legitimacy, and external procedural justice.⁷⁰

RECOMMENDATION 48:

Develop and implement an education and training curriculum that would assist UFRB members in following their duties.

At the time of the interview, UFRB members had not received enhanced training, including training on de-escalation, but recognized that additional training would be valuable.

RECOMMENDATION 49:

Create protocols to establish review and feedback loops.

The UFRB representative reported that the UFRB considers issues beyond the use of force, including training or equipment issues, and remediates the problems it identifies. However, this information was not documented in the files TBG reviewed and the UFRB does not have any guidelines detailing this process.

LSP should develop feedback loops that will ensure that the UFRB's recommendations and feedback are incorporated into education, training, supervision and leadership.

TBG did not review completed investigations conducted by the Force Investigation Unit. Accordingly, this section details limited observations and recommendations based solely on interviews with LSP personnel, the Unit's policy, and the understanding of the Unit's structure. Without additional information TBG cannot accurately assess whether LSP has effective systems in place to conduct objective, thorough, and well-supported criminal investigations of critical and deadly uses of force.

RECOMMENDATION 50:

Develop comprehensive protocols to promote consistent, objective, and thorough investigations.

The Force Investigation Unit (FIU) is charged with conducting criminal investigations of Troopers' uses of force, including the use of firearms, canine bites, intentional strikes to the head with an impact weapon, and ramming.⁷¹ The FIU policy outlines the goals of the investigations, the organization of the Unit, and the Unit's other responsibilities, including coordinating with the Public Affairs section and compiling a Use of Force Annual Report.⁷²

At the time of the interview, the Unit did not have a separate set of protocols or a manual to guide its investigations. LSP should consider developing a more detailed set of procedures to guide how the Unit will conduct its investigations, including the collection of evidence and protocols for officer interviews.⁷³

⁷⁰ See, for example, Metropolitan Police Department, General Order 901-07, Use of Force at II.J (2) (requiring the Use of Force Review Board to have two civilian members "with no current or prior law enforcement affiliation, one who is an attorney and one "with subject matter expertise in criminal justice policy"), available at https://go.mpdconline.com/GO/GO_901_07.pdf.

⁷¹ P.O. 505, Force Investigation Unit at 4.

⁷² *Id.* at (1), (3), and (4).

⁷³ See, for example, New Orleans Police Department, Chapter 1.3.2, Force Investigation Team, at 6 (noting that FIT will "conduct all investigations in accordance with its written unit standard operating guidelines" and listing standard investigative steps), available [here](#); Cleveland Division of Police, Policy 201.07, Force Investigation Team, available [here](#).

RECOMMENDATION 51:

Consider consolidating the use of force review process into a single entity.

The Force Investigation Unit currently has a separate Captain and a separate chain of command from Internal Affairs. Given this structure, LSP doesn't have a single entity or body that is responsible for the review of serious uses of force outside of an officer's chain of command. LSP should consider whether its force review entities are appropriately integrated.

Under a more integrated structure, where a single body is responsible for the review of serious uses of force, Internal Affairs could be responsible for the intake and administrative investigations, while the Force Investigation Unit remains responsible for conducting the criminal investigation.

With the appropriate training and protocols, a more integrated structure will promote consistency, greater scrutiny, and information sharing, when permitted. The single entity can also be responsible for ensuring implementation of the policy, training, and other recommendations that result from the force review process.

RECOMMENDATION 52:

Review the training received by Force Investigation Unit personnel to ensure that it is consistent with best practices, LSP's core values, and community expectations.

Based on information learned during interviews, members' training appears to be heavily focused on the teachings of the Force Science Institute. The Force Science Institute has been criticized as focusing too heavily on justifying Troopers' uses of force and some communities have rejected this approach.⁷⁴

LSP should assess whether the Unit's personnel are receiving balanced training that represents a variety of perspectives.

Commit to capturing, analyzing and reporting more robust data and information to uphold transparency and accountability for all uses of force.

TBG reviewed data elements collected in the Mark43 Pursuit/Use of Force report. The table below documents data elements collected and available responses. TBG recommends LSP create clear policy and practice guidance on how to complete Pursuit/Use of Force reports including definitions for each data element in the Mark43 report. This type of documentation is crucial to ensure consistency across Troopers.

RECOMMENDATION 53:

Make all Pursuit/Use of Force data elements mandatory.

Currently Troopers do not have to complete all questions/data elements on the report.

The Recommendations column in the Table 1 indicates specific recommendations from TBG related to each pursuit/use of force data element.

⁷⁴ See, for example, "Critics say police training from Minnesota company is ineffective, fosters fear among officers," <https://www.latimes.com/politics/story/2020-06-19/minnesota-company-trains-police-and-the-attorneys-that-defend-them-in-court>; "Ohio State cancels Force Science training after community criticism," <https://www.thelantern.com/2020/02/ohio-state-cancels-force-science-training-after-community-criticism/>; "Is the Psychology of Deadly Force Ready for the Courts?," <https://www.scientificamerican.com/article/is-the-psychology-of-deadly-force-ready-for-the-courts/>; and "Training officers to shoot first and he will answer questions later," <https://www.nytimes.com/2015/08/02/us/training-officers-to-shoot-first-and-he-will-answer-questions-later.html>.

Table 1: Mark43 Data Elements for Use of Force Reports

Data Element	Type (Drop Down / Narrative etc.)	If Drop Down, Response Options	Recommendations
Initial Contact Type	Drop Down	<ul style="list-style-type: none"> • Affecting Arrest • Ambush – No Warning • Assisting Another Agency • Narrative box 'Other Initial Contact Type'; required • Civil Disorder • NIBRS Incident Report Number (Known, Pending, Unknown) • NIBRS Offense 1 (Known, Pending, Unknown) • Defending Another Person • Narrative box 'Other Initial Contact Type'; required • Defending Self • Follow up investigation • Foot Pursuit • Mass Demonstration • Medical, mental health, or welfare assistance • Other • Narrative box 'Other Initial Contact Type'; required • Pending further investigation • Pre-Planned Ops Activity • Public Contact/Flag Down • Response to unlawful or suspicious activity • NIBRS Incident Report Number (Known, Pending, Unknown) • NIBRS Offense 1 (Known, Pending, Unknown) • Routine patrol other than traffic stop • Traffic Stop • Vehicle Pursuit • Warrant Service 	<ul style="list-style-type: none"> • Include suicidal ideation or attempt • Unclear which category would capture family disputes, potentially add additional category
Officer	Drop Down	All officers	
Officer Badge #	Narrative		
Officer Date of Birth	Narrative		
Is Officer Employed Full Time?	Drop Down	<ul style="list-style-type: none"> • Yes • No • Unknown • Pending 	
Officer Sex	Drop Down	<ul style="list-style-type: none"> • Male • Female • Unknown 	
Officer Race	Drop Down	<ul style="list-style-type: none"> • American Indian or Alaska Native • Asian • Black • Hispanic • Native Hawaiian or Other Pacific Islander • White • Unknown 	
Officer Dress	Drop Down	<ul style="list-style-type: none"> • Patrol Uniform – Class A • Plainclothes • Tactical • Utility – Class B • Utility – Class C 	

Officer Medical Aid Received	Drop Down	<ul style="list-style-type: none"> Admitted to Hospital Admitted to Hospital with Critical Injuries Medical Assistance (Treated on Scene) Medical Assistance (at Facility and Released) No Medical Assistance or Refused Assistance Officer Provided Care/Admitted to Hospital Office Provided Care/ Admitted to Hospital with Critical Injuries Officer Provided Care/Medical Professional Provided Assistance on Scene Officer Provided Care/Medical Professional Provided Assistance at Medical Facility and Released 	
Was Officer on Duty	Drop Down	<ul style="list-style-type: none"> Yes <ul style="list-style-type: none"> Officer Duty Type <ul style="list-style-type: none"> Agency had ability to map additional attributes Regular Duty Special Duty No Pending Unknown 	
Did Incident Result in Crime Report	Drop Down	<ul style="list-style-type: none"> Yes No 	
Officer Rank	Narrative		
Officer Duty Assignment	Narrative		
Officer Years of Service	Narrative		
Officer Height (ft)	Narrative		
Officer Height (in)	Narrative		
Officer Weight (lbs)	Narrative		
Did Officer Approach?	Drop Down	<ul style="list-style-type: none"> Yes No Pending Unknown 	
Was a Supervisor Present?	Drop Down	<ul style="list-style-type: none"> Yes No Pending Unknown 	
Was a Supervisor On-Scene?	Drop Down	<ul style="list-style-type: none"> Yes <ul style="list-style-type: none"> Supervisor Name (drop down of all supervisors) Supervisor HR # (narrative) Supervisor Unit (narrative) No 	
Officer Ambushed	Drop Down	<ul style="list-style-type: none"> Yes No Pending Unknown 	
Other Officers Involved but Unknown	Drop Down	<ul style="list-style-type: none"> Yes <ul style="list-style-type: none"> Minimum # of Unknown officers involved (narrative) No 	All officers on scene of a Use of Force should be completing statements, it is unclear why this is unknown.
Use of Force Location	Narrative	Street address; Region/ Troop/ District/ Court/ Parish	
Subject Firearm Discharge – Intentional	Drop Down	<ul style="list-style-type: none"> Yes No 	

Subject Firearm Discharge – Accidental	Drop Down	<ul style="list-style-type: none"> • Yes • No 	
Did the Officer Fire Any Shots?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Officer Number of Shots Fired (narrative) • Officer Number of Shots Hit (narrative) • No • Pending • Unknown 	
Threat Directed At?	Drop Down	<ul style="list-style-type: none"> • Another Party • Both Officer and Others • Officer • Pending • Unknown 	Add “self (i.e., threat directed at self) for instances of harm to self
Was Subject Impaired?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Impairment Type <ul style="list-style-type: none"> • Alcohol Impairment • Mental Health Condition • Drug Impairment • Pending Further Investigation • Unknown And Is Unlikely To Ever Be Known • No • Pending • Unknown 	Add Developmental, Intellectual Disability
De-escalation Attempted?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • De-escalation Type <ul style="list-style-type: none"> • Dispatch Requests (Addt'l Personnel) • Stabilization Tactics • Verbal • Warning Arc • De-escalation Successful (Yes/No) • No 	Expand options. Include things like “time, distance, cover, non-verbal tactics like body stance, tone of voice, eye contact; specialized resources (e.g.Crisis Negotiations Unit, Mental Health Clinicia), a single voice (not multiple commands from multiple people), procedural justice techniques like giving someone a voice (can you tell me why you are speeding)?
Subject Perceived Armed With	Drop Down	<ul style="list-style-type: none"> • Firearm • Knife, Blade or Stabbing Instrument • Other Dangerous Weapon • Unknown • None 	Add a narrative box for when “other dangerous weapon” indicated
Subject Confirmed Armed With	Drop Down	<ul style="list-style-type: none"> • Firearm • Firearm Replica • Knife, Blade or Stabbing Instrument • Non-Dangerous Object • None 	Add “Other”
Officer Attempted to Disarm Subject?	Drop Down	<ul style="list-style-type: none"> • Yes • No 	
Subject Resisted?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Subject Resistance Type <ul style="list-style-type: none"> • Active Resistance • Assaultive • Cooperative • Life-Threatening • Passive Non-Compliance • No • Pending • Unknown 	Review “Cooperative” Subject resistance, it is unclear what this means.

Signs of Impairment of Disability?	Drop Down	<ul style="list-style-type: none"> • Yes • Observed Behavior • Signs of Alcohol Impairment • Signs of Developmental Disability • Signs of Drug Impairment • Signs of Mental Disability • Signs of Physical Disability • No 	
Officer Used Force on Subject?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Type of Force Used by Officer <ul style="list-style-type: none"> • Baton • Chemical Spray (e.g., OC/CS) • Clothing Disconnect • Defensive Tactics • Deliberate Vehicle Strike • Discharge of Firearm – Handgun • Discharge of Firearm – Rifle • Discharge of Firearm- Shotgun • Drive Stun • Hands On • Impact Projectile • K-9 Contact • Knife, Blade or Stabbing Instrument • One Probe Contact • Probe Contact/Wire Broke • Probes Missed • Taser • Two or More Probe Contacts • Other • None- Pursuit Only • Location of Force Used by Officer (body and vehicle location drop down) • Subject Injury Severity <ul style="list-style-type: none"> • Death • Gunshot Wound • Minor Injury • Moderate Injury • Serious Injury • Unconsciousness • No Injury • No 	<p>Include medical aid received by subject if subject indicated as injured</p> <p>“Defensive tactics” should have a drop down option or some way to capture which defensive tactic was used.</p> <p>If not already available, add narrative field when “Other” Type of Force Used by Officer selected.</p>

Subject Used Force on Officer? (Or Fled from Officer – Pursuit Only)	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Type of Force Used by Officer <ul style="list-style-type: none"> • Baton • Chemical Spray (e.g., OC/CS) • Clothing Disconnect • Defensive Tactics • Deliberate Vehicle Strike • Discharge of Firearm – Handgun • Discharge of Firearm – Rifle • Discharge of Firearm- Shotgun • Drive Stun • Hands On • Impact Projectile • K-9 Contact • Knife, Blade or Stabbing Instrument • One Probe Contact • Probe Contact/Wire Broke • Probes Missed • Taser • Two or More Probe Contacts • Other • None- Pursuit Only • Location of Force Used by Officer (body and vehicle location drop down) • Subject Injury Severity <ul style="list-style-type: none"> • Death • Gunshot Wound • Minor Injury • Moderate Injury • Serious Injury • Unconsciousness • No Injury • No 	Add narrative field when “Other Dangerous Weapon” selected.
Was Officer Injured?	Drop Down	<ul style="list-style-type: none"> • Yes <ul style="list-style-type: none"> • Officer Injury Severity <ul style="list-style-type: none"> • Death • Gunshot Wound • Minor Injury • Moderate Injury • Serious Injury • Unconsciousness • No Injury • No 	
Subject Disposition	Drop Down	<ul style="list-style-type: none"> • Arrested 	

Key LSP Transformation Opportunities

Key findings include the following:

- LSP’s use of force policy lacks the clarity necessary to guide officer behavior and ensure effective supervisory review of uses of force;
- Supervisory reviews of uses of force are inconsistent, often incomplete, and hampered by mixed messages from leadership;
- There’s a concerning pattern of Troopers’ reflexively using Tasers on fleeing persons;
- The current structure of the review process creates delays and does not support thorough reviews and analysis; and
- LSP should improve the use of force data collected in Mark43 and increase public transparency.

Over the past year, LSP has made significant changes to its use of force policies and force review systems. Many of these changes were geared towards enhancing transparency and accountability, as well as improving use of force tracking and data analysis. Upon initial review, these changes appear to meet the basic requirements of a functioning use of force review system. However, upon closer inspection, it’s apparent that these systems have not been designed and implemented to ensure timely, thorough, meaningful, and objective reviews of Troopers’ uses of force. The force review systems currently in place will not result in the robust review necessary to improve the organization and move it closer to alignment with national best practices.

For example, LSP recently changed its review of Troopers’ less lethal uses of force to require a lengthy process that involves extensive review of Troopers’ body-worn camera footage by all levels of the chain of command. To the extent LSP’s goal was to ensure all uses of force are thoroughly reviewed, the intent is laudable. In practice, supervisors’ reviews of use of force are routinely incomplete and chain of command reviewers rarely provide any meaningful assessment of the reasonableness or necessity of the use force. As a result, potentially problematic use of force patterns may be missed. For example, TBG observed potentially unreasonable uses of the Taser, and Troopers using foul and aggressive language during their encounters with the public. These patterns were often not identified or addressed in the chain of command review.

Additionally, TBG saw no evidence that LSP is routinely assessing these uses of force to identify changes to policies, training, or tactics. This is a missed opportunity for the organization. If the review process isn’t geared towards assessing uses of force to better the practices of individual Troopers and the Department as a whole, there’s little benefit to this process.

LSP’s current use of force policy includes numerous requirements that are consistent with nationally recognized best practices. For example, the policy requires Troopers to intervene if they observe another officer using unreasonable force, notify a supervisor, and document the unreasonable use of force they observed.⁷⁵ The policy explicitly prohibits the use of retaliatory force “against an individual who is clearly no longer posing a physical threat or resisting.”⁷⁶ P.O. 238 also prohibits officers from using deadly force against someone who is only a danger to themselves, an important limitation on officers’ use of force.⁷⁷

LSP’s leadership appears committed to developing effective systems to identify, investigate, and address problematic use of force practices, and has taken the initial steps to do so. TBG encourages the Department to critically evaluate the systems and entities in place to ensure that they have the basic structures, protocols, and support to achieve their goals. Finally, during TBG’s force-related interviews TBG found that LSP personnel were consistently engaged and receptive, devoted to bettering the organization, and committed to improving its use of force practices and protocols.

⁷⁵ P.O. 238 (4)

⁷⁶ *Id.* at (3)(viii)

⁷⁷ *Id.* at (7)(ii)

04.

Crisis Intervention (De-Escalation)



Crisis Intervention (De-Escalation)

Overview

The key areas of consideration in this assessment are LSP policies, training, and operational practices related to crisis response, vulnerable populations, communication, de-escalation skills and tactics, and building community trust through 21st Century policing practices. This section includes the crisis response specialized units (SWAT, CNT and MFF) given their role in mobilizing and statewide deployment to crisis events.

Approach

The Bowman Group (TBG) conducted interviews of Department personnel including LSP leadership, Commanders, supervisors, and Troopers which informed an understanding of LSP's overarching preparedness for "21st Century" crisis response, and the Department's specialized crisis response units. The in-person and virtual interviews and focus groups spanned gender and race and were inclusive of various departments and specialized units. Additionally, TBG participated in case file review, virtual and in-person lesson plan review, and training observation, Trooper ride alongs, and record review and data analysis related to discipline, use of force, special operations deployments, and internal affairs. Finally, the five-year Strategic Plan informed this review.

The most pertinent limitation across this section was unreliable data. The available data platforms—Computer Aided Dispatch (CAD), Records Management System (RMS), Excel spreadsheets and Word documents were not sufficient to support reliable analyses. Additionally, POST (Peace Officer Standards and Training) lesson plans and curricula were not available. Due to the nature of these investigations (sex crimes, etc), LSP may want to examine the needs of its Special Victim's Unit (SVU) as part of a thorough crisis response analysis, informed by national best practices.

Proposed Recommendations & Findings

Goal 4: Refine Crisis Deployment and relevant data collection.

LSP's Crisis Response Unit is comprised of three primary units (MFF, SWAT, and CNT). The assessment and recommendations will be addressed by individual unit. LSP's current crisis response unit is primarily made up of:

Mobile Field Force (MFF)

MFF is authorized for 110 sworn members and 1 full-time Lieutenant and Sergeant.

Special Weapons and Tactics (SWAT)

SWAT is authorized for 60 sworn members, and 1 full-time Lieutenant and Sergeant.

Crisis Negotiations Team (CNT)

CNT is authorized for 22 sworn members with no dedicated full-time positions or leadership.

Specialized Units

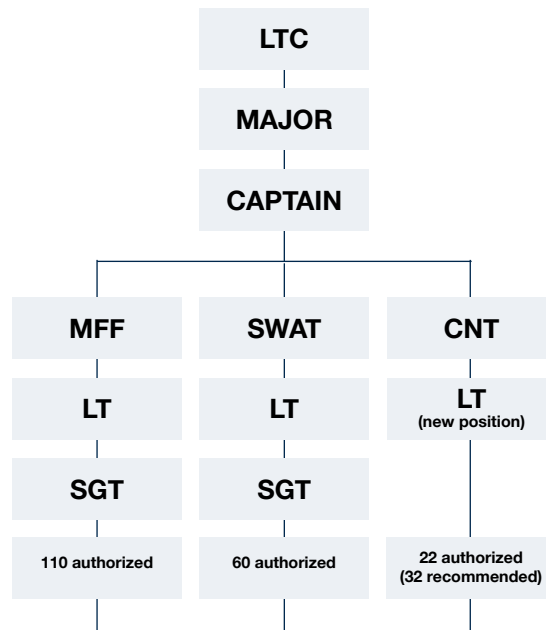
All units (SWAT, CNT, and MFF) are broken up by Region for regional deployment. With the exception of the full-time Lieutenant and Sergeant dedicated to MFF and SWAT, all sworn members on each of these three teams have other full-time jobs, largely working patrol across the state.

RECOMMENDATION 1:

Re-evaluate the Crisis Response Unit structure.

Strong consideration should be given to balancing the structure of the Crisis Response Unit, prioritizing the legitimacy and importance of the crisis negotiations team (CNT) to 21st Century policing practices.

Figure 1: A Crisis Response Unit structure LSP may consider.



RECOMMENDATION 2:

Recommit to staffing specialized units with qualified personnel who reflect the diversity of the service population.

LSP should ensure intentional improvements be made to elevate diversity among crisis specialized units. Diverse experiences bring value, especially with inherent tension and extraordinary circumstances common in specialized deployment conditions.

RECOMMENDATION 3:

Strengthen public communication of deployment related to major events.

Reliable communication to the public about major events is crucial for improving and maintaining public trust. By policy, the Crisis Response Unit is required to coordinate with Public Affairs for any major deployment. However, LSP does not outline details, such as: who, how, when, etc.⁷⁸ LSP should develop and implement clear guidance that includes who is responsible and accountability measures.

⁷⁸ Consideration should be given to whether the policy should designate the on-scene commander or his/her designee to serve in this role. The on-scene commander who is responsible for the perimeter could also be designated to coordinate with PAO.

RECOMMENDATION 4:

Integrate and enter all MFF/SWAT/CNT incident documentation into RMS/CAD.

A professional, accountable system for comprehensive documentation of crisis related activity and events should be developed and fully integrated into CAD and RMS.⁷⁹

At present, there is no reliable way to extract data on the types of deployment. LSP should develop Event Codes for call out types and integrate them into CAD. SWAT leadership must then be trained on CAD.

The CAD system should have event codes identified to reflect different types of deployments. All MFF/SWAT/CNT incident documentation should be tied to the same event/incident number so that all after action reports and associated documentation from all entities are tied to the same event.

RECOMMENDATION 5:

Require supervisory review and approval for all after-action reports by at least two supervisory levels (e.g., Sergeant/Lieutenant, Lieutenant/Captain etc.).

LSP should also consider producing and reporting an annual summary of crisis response unit deployments based on reliable data.

RECOMMENDATION 6:

Ensure the MFF, CNT and SWAT leadership teams (minimally the Captain, Lieutenant, Sergeant, and Regional Platoon leaders) complete the 40-hour crisis negotiations training.

More specialized training can provide leadership with excellent de-escalation, communication, and crisis negotiation skills, which is exceptionally useful when MFF/SWAT arrives first on scene, or must engage first on-scene, and also helps MFF/SWAT leadership understand the important role, function, and expertise that CNT members bring.

RECOMMENDATION 7:

Broaden collaborative training priorities across specialized units.

By policy, the SWAT Supervisor determines training priorities. Training priorities for all three specialized units should be collaboratively developed to ensure operational practices, policy requirements, and individual and collaborate training needs are aligned.

Crisis Response Related Policies

TBG reviewed additional crisis response-related policies governing LSP. Broad and unit-specific policy recommendations are below.

RECOMMENDATION 8:

Review P.O. 226 with subject matter experts and persons living with mental health conditions and lived experience to ensure best practice language and practices are utilized.

NAMI (National Alliance on Mental Illness) is a good resource for this.

⁷⁹ Informal incident records can also be kept, but those should be secondary.

P.O. 226 Mentally Ill Persons/Substance Abuse Patients was developed in 2012, a decade ago. Reviewing and ensuring that the policy is consistent with best practices is an important step toward public transparency and building trust. P.O. 226 encourages inclusion of family, caretakers, and mental health professionals when interviewing individuals in crisis. Consideration should be given to whether this is occurring operationally, and whether the policy language is strong enough to establish requirements.

RECOMMENDATION 9:

Update P.O. 226 policy language.

In general, “Mentally Ill” should be updated to support person-centered language (e.g.: “Persons living with severe mental health conditions”, or “Persons in mental health crisis” or “Response to persons living with or affected by mental health and/or substance abuse conditions”).

RECOMMENDATION 10:

Review and establish incident protocols related to EMS involvement on scene.

Section 4.iii of P.O. 226 references a report in which Troopers “should carefully document their observations, or those of the EMS technician in a report whenever a person is taken into protective custody.” It is unclear whether this is occurring operationally.

In an in-custody death file review, EMS was on scene and transported the individual with a Trooper in the ambulance who died in route to the hospital. There was no written documentation in the Trooper reports of what occurred in the ambulance.

RECOMMENDATION 11:

Provide consideration for any alternative medical response versus a criminal justice response for individuals in mental health crisis.

Section 5.v of P.O. 226 states “Patients will not be transported by EMS merely to restrain them.” Often it is more trauma informed to provide EMS transport rather than handcuffed in a patrol vehicle.

RECOMMENDATION 12:

Revise policies, like P.O. 606, to improve selection criteria for LSP crisis specialized units.

Selection criteria should include consideration of performance evaluations, and a review of conduct/disciplinary history. For example, with SWAT qualifications according to policy, applicants for SWAT must score 60% or above on physical fitness. However, there is no disciplinary or performance history required. While the directive does a good job considering these factors for a departure from the unit, this consideration is absent in the selection criteria for these specialized units.

RECOMMENDATION 13:

Integrate the role of CNT into SWAT policy and standard operating procedures (SOP).

The current SWAT policy and SOP is heavily slanted toward SWAT, and CNT’s role should be far more heavily integrated into policy. Updates to the policy and SOP should be made to memorialize command structure, for example, elevate the current role of CNT and ensure stability despite periodic leadership changes.

RECOMMENDATION 14:

Specific policy guidelines on Body Worn Camera (BWC) activation should be revised to reflect best practice, with accountability measures in place for failure to activate BWC, inclusive of progressive discipline.

Some examples include: Troopers “are not required to disclose to the public that recording equipment is in use.” This should be changed.

Additionally, policy states “Troopers equipped with BWC or in car camera...” but does not state who is not required to be equipped.

Also, policy states “A supervisor shall review at least three BWC recordings and one in car recording per officer per quarter”. This is a low threshold. Consideration should be given to weekly review with standardized reporting that is auditable (including tangible de-escalation strategies utilized).

RECOMMENDATION 15:

Ensure appropriate MOUs (Memorandum of Understanding), MOAs (Memorandum of Agreement) and/or inter-governmental rules or agreements delineate law enforcement chain of command, operational duties and responsibilities on joint deployments.

Mobile Field Force (MFF)

MFF is the largest of the crisis response specialized units. Authorized for 110 sworn personnel, they are fully staffed, and while historically have been a “voluntold” unit, today, they are voluntary and they have more applications than open positions. MFF is commanded by a full-time dedicated Lieutenant.

MFF training consists of:

- 40-hour operations course to qualify as a MFF member.
- Three 8-hour days of training provided per quarter, with the option of members to attend another Region’s training should there be a patrol shortage or other conflict.
- 8 hours once monthly with SWAT and CNT, which is relatively new to LSP and essential.

The MFF Policy P.O. 606 was written 1/29/2020. It is a comprehensive, and generally strong directive. The directive largely reflects current operational structure and practice, is concise and thorough. It overall reflects best practice with some notable exceptions.

MFF Operations Manual

TBG reviewed the MFF 71-page operations manual.

RECOMMENDATION 16:

Review and revise the MFF Operations Manual with strong input and collaboration by CNT and SWAT.

All three Crisis Response leaders should review and revise the SOP’s/operations manual as a team, which can then inform operational planning for joint training. The Operations Manual should open with a commitment to sanctity for life and utilizing the least amount of force necessary.

The section on 1st Amendment rights should also be moved to the top of the operations manual, which in addition to commitment to the sanctity of life, demonstrates a priority on recognizing and respecting 1st amendment rights.

The “Mass Arrest” policy included in the operations manual is dated 2012 and should include case law review, training updates and operational practice changes.

All language should be gender neutral, with inclusion of moving away from terms like “last man”, “point man”. While these may be long-standing tactical terms, in 21st Century policing, they should be updated.

The Basic Operator Course does not cover any topic related to de-escalation, procedural justice, active communication, rather focuses heavily on use of force and defensive tactics. Training collaboration with SWAT and CNT in the Basic course would also be useful to consider.

CNT was not listed as one of the “types of training” and should be considered.

The manual does not identify any role of the Fusion Center. If there is a role, it should be added to the operations manual.

Under the primary questions listed, in addition to consideration on whether small children are in the crowd, consideration should also be given to other vulnerable populations (persons with disabilities, aging population, etc)

After Action Reports should also document use of force outcomes and injuries, which is presently not identified.

The utilization of drones should be included in the operations manual.

RECOMMENDATION 17:

Update MFF training to reflect best practice.

The MFF training identified in the directive does not include anything related to de-escalation, active communication skills, crisis negotiation skills, body language as a communication tool, etc.

While the MFF indicates it does train on these topics, they were not listed in policy with other trainings and should be considered enough of a priority to include in the training topics presently identified in policy (and listed in order first to reflect the priority). Because MFF is deployed to civil unrest situations, these skills are especially crucial and should be reinforced.

Special Weapons and Tactics (SWAT)

SWAT is the second largest of the crisis response specialized units. Authorized for 60 sworn personnel, they are fully staffed. SWAT is commanded by a full-time dedicated Lieutenant and a full-time Sergeant.

SWAT training consists of:

- 18 – (8)-hour days per year for all operators
- For *specialized* Operators, there is additional training as indicated below:
 - Counter-Snipers – (12) 8-hour days per year
 - Breachers – 6 (8)-hour days per year
 - Crisis Negotiators *housed under* SWAT– (12) 8-hour days per year (4 days with SWAT tactical support)
 - Mobile Field Force – (12) 8-hour days per year (once monthly) with both SWAT and CNT

Directive P.O. 604 Special Weapons and Tactics (SWAT) was written in 2013. For such an important unit, operational and best practices have necessarily changed since 2013. Additionally, SWAT and CNT have a 23-page Standard

Operating Procedure (SOP), referenced in the P.O. 604 directive, however it was not commonly referenced by LSP crisis unit personnel. Further, it was unclear among crisis unit personnel when the policy became effective, or who authored the SOP.⁸⁰

SWAT Directive

The SWAT SOP addresses important operational practices and both the directive and SOP should be revised and updated to reflect best practices and current operational tactics. LSP was very responsive to the need to update both the Directive and the SOP, but this should only be done in strong partnership with the CNT and MFF leadership. Upon discussion with LSP about the outdated SWAT SOP, LSP made a good attempt to update the SWAT SOP during the course of this assessment. The current draft is far stronger than the previous one. However, additional consideration should be given as follows:

RECOMMENDATION 18:

Review and revise the SWAT Directive.

TBG suggests one general policy for SWAT, CNT, and MFF and an SOP outlining the details of the operational expectations of each unit.

The SOP should open with a commitment to sanctity for life and to utilizing the least amount of force necessary. This should also be included in the “SWAT Doctrine”.

Consideration should be given to moving the CNT section to the top of the SOP, demonstrating a commitment to the sanctity of life, a focus on expert crisis negotiations, active communication, and least amount of force whenever possible, which CNT represents. As written, the SOP starts with tactical engagement, which occupies 81 of the 87-page SOP, with CNT occupying 6 pages at the end.

Both the SWAT Directive and accompanying SOP must be updated to reflect best practice. All language should be gender neutral, which is presently in the masculine.

Clarification should be made of the co-deployment of the CNT team on all SWAT deployments.

Consideration should be given to the CNT team coordinating the surrender plan, in close communication with the SWAT tactical team. The FBI CNT training prioritizes this because a trusting relationship has often been developed between the person in crisis and the primary negotiator. Consequently, seeing the person all the way through the surrender process should be considered and trained collaboratively with SWAT. Presently, by policy it is the SWAT team who takes the lead.

For Crisis Response Policies, leadership of MFF, SWAT and CNT should have strong input into policy revisions. All three Crisis Response leaders should review and revise the Policies/SOP's as a team, which can then inform operational planning for joint training. Each entity must agree on operational practices and philosophy, and know what is expected of one another.

The CNT section of the SOP should include serving as a training instructor as part of their CNT role. Crisis negotiators are uniquely qualified to teach crisis negotiations, de-escalation, communication tactics etc. and should be utilized at the LSP Cadet, annual in-service and pre-promotion service training and this should be put into policy and activated in training.

In the glossary of terms portion of the SOP, consider expanding CNT to include the purpose the team serves, as is done with other outlined roles.

⁸⁰ This is another reason why a policy on policy development/revision should be developed

The following are recommended operational changes related to the SWAT Unit:

RECOMMENDATION 19:

Consider appropriate tactics and uses of BWC in crisis response involving SWAT deployment.

The directive does not require SWAT or CNT to utilize BWC.⁸¹ This may be reconsidered. In appropriate contexts, BWC can provide opportunities for video review of critical incidents and interactions, training corrections, alignment of pre-op planning with deployment and help in promoting the public transparency and trust essential for 21st Century policing.

RECOMMENDATION 20:

Require that each SWAT (and CNT) deployed Trooper write a supplemental report to the original “call for service” (CFS) report and outline in detail their assignment, location, tactics or operations conducted, along with other pertinent details.

RECOMMENDATION 21:

Ensure that Use of Force incidents during SWAT deployments have all accompanying use of force documentation linked to the incident event with BWC supporting it.

TBG reviewed use of force files within the Bureau of Internal Affairs (BIA) that included SWAT deployment. The Use of Force report simply states “SWAT protocols followed”. Video footage would allow for the corroboration of incident documentation. For example, TBG reviewed two SWAT officer-involved shooting (OIS) fatalities which, without BWC, leave one unable to verify information reported on these use of force incidents. Especially for critical incidents that warrant further review, this can limit opportunities for accountability, legal protections or to identify corrective action.

RECOMMENDATION 22:

Include CNT relevant information in SWAT intel packets and in pre-op planning for SWAT deployments.

CNT should consider developing a specific Intel matrix to direct the Fusion Center’s communication of useful information to SWAT and CNT during deployment activation, especially critical details that may inform de-escalation tactics and planning efforts.

RECOMMENDATION 23:

Ensure appropriate support and resources are dispatched to or proximate to SWAT and crisis event deployment locations.

LSP should consider dispatching CNT to support with any security element deployment, even if they are located in proximity to the area, and not directly to the scene. This goes a long way towards reducing the likelihood that a negotiator is delayed on scene when needed.

For specific operations, along with CNT, LSP should also consider having a rescue unit on standby—for example, when a high-risk search warrant or fugitive with firearms is involved.⁸²

⁸¹ All CNT negotiations are audio recorded which does address transparency and training opportunities.

⁸² The coordination of rescue units can also be included in portions of training on crisis incidents and deployment.

Crisis Negotiations Team (CNT)

CNT is the smallest of the crisis response specialized units. Authorized for 22 sworn personnel, they have recently lost one negotiator due to resignation from the unit so are presently staffed at 21.

Like MFF and SWAT, crisis negotiators serve full-time, largely in patrol. If an event occurs, and the CNT member is on patrol shift with a Trooper who is a MFF member and a Trooper who is a SWAT member, CNT tends to be the ones “held back” to remain on patrol. Reflective of this undervalued resource, there is no full-time dedicated leadership assigned to CNT while both MFF and SWAT each have both a full-time dedicated Lieutenant and Sergeant. Presently, CNT team members report up through the SWAT Lieutenant.

Because CNT is housed under SWAT, P.O. 604 Special Weapons and Tactics (SWAT) is the policy that governs CNT, written in 2013. Additionally, SWAT and CNT have a 23-page Standard Operating Procedure (SOP). It is unclear when it was written and who authored this information.

CNT falls under the command of SWAT, but having a lower ranked leader commanding CNT may diminish the perception of the importance of CNT’s role, or could send a message to the Department and community that CNT is not equal in importance. In LSP, an incident commander (Captain or above) is not always on scene, which requires someone else to serve in a decision-making role. A full-time dedicated Lieutenant (or higher rank) could be added to the CNT team, elevating it on more equal footing to the other tactical operation command during SWAT and MFF deployments. Since, operationally, all SWAT operations are deployed to have a SWAT incident commander and MFF operations a MFF incident commander, having an equal or higher rank for CNT could be beneficial.

While departments all over the country are shorthanded, this cannot be the reason to not expand a team as important to best practice as CNT. In fact, for CNT, the increase in negotiators would actually assist with patrol shortage challenges. Negotiators have their regular full-time jobs, and with more trained negotiators, there are more people to choose from for deployment, providing buffer to patrol operations. Training would be a resource investment, but can be planned with enough runway to accommodate operational challenges.

The CNT needs strong leadership, and just adding bodies without leadership is not recommended. Presently, there are too few negotiators which results in burnout and opportunity for delay to get on-scene. This creates a culture where SWAT can be on-scene prior to CNT, and operationally lends itself to tactical operations as opposed to crisis negotiations first whenever appropriate.

RECOMMENDATION 24:

Consider the impact of adding leadership and additional human resources to the CNT team.

The Crisis Response Unit is commanded by a Lieutenant Colonel, Major, Captain and then for each SWAT and MFF, a full-time dedicated Lieutenant and Sergeant. The CNT Team does not historically or presently have a full time LT or Sgt assigned to it, which is not consistent with contemporary practices. LSP’s CNT needs to be elevated on equal footing with the tactical operation specialists of SWAT and MFF. In 21st Century policing, CNT brings with it exceptional training and capabilities in de-escalation, communication and slowing things down to use time as a tactic—with notable nationally recognized specialization in resolving a situation peacefully whenever possible. Communities expect that today. While SWAT and MFF are well trained in operational tactics, which are necessary for some types of service calls, response capabilities should be balanced with the need for strong crisis negotiation and de-escalation capacity.

With the addition of more negotiators, CNT could assign negotiators to squads based on historical deployments. For example, if Squad one has the most deployments, perhaps new negotiators should come from Squad one. Presently, there are 22 negotiators across the state. If this were elevated based on squad activity, it would promote less burnout, more timeliness on scene, and elevate CNT to the level it should be. It also promotes less lethal force when CNT arrives on-scene and can engage first where appropriate.

It is also important to remember that *all* Troopers respond to crisis, not just specialized units. As will be highlighted later in this report, enhanced crisis response training is both a community and officer safety measure and must be prioritized for all Troopers to integrate into LSP culture. A robust CNT would be a significant resource to LSP to increase this type of crucial training for all Troopers.

The CNT team, especially with the recommended addition of a dedicated full-time Lieutenant, should be tasked with substantially increasing dedicated training to Cadets and all Troopers at annual in-service on crisis negotiation, crisis intervention, active communication skills, de-escalation strategies and tactics, and identification of and response to vulnerable persons, including mental health crisis. Presently, LSP does not prioritize certain critical trainings essential to 21st Century policing.⁸³

The recommended addition of a full-time dedicated Lieutenant to the CNT team could be tasked with prioritizing CNT coordination statewide with other regional law enforcement operations.

RECOMMENDATION 25:

Prioritize sending all Crisis Negotiators to the 40-hour Crisis Intervention Team (CIT) training.

CIT Training is a specialized course on the identification of and response to persons in mental and behavioral health crisis. This training is presently provided by surrounding law enforcement departments which LSP negotiators can be triaged to attend. Given the frequency in which negotiators may be deployed to incidents involving persons impacted by mental or behavioral health conditions, this training would complement the 40-hour CNT training.

Task CIT trained negotiators with re-purposing pertinent portions of the CIT training curricula to increase dedicated teaching hours on response to mental and behavioral health crisis to LSP Cadets and all Troopers at annual in-service.

Key SWAT operators and leadership should also be prioritized to receive the 40-hour CIT training.

CNT should develop a roll call training or video (or both) for Troopers to provide some fundamental skills of what to do in the event they are the first on-scene. For example, have a secondary Trooper take notes for intel and document any demands.

Consideration should be given to having the Academy staff develop and oversee the SWAT/CNT collaborative scenario-based training exercises. This way, no one on SWAT or CNT has insight into the scenarios, which provides a greater opportunity for “live” practice of the unknown situations they will be called to.

Consideration should be given for each Troop executive officer (XO) to be CNT certified. This not only promotes awareness of the importance of CNT, but also teaches a skill set necessary to increase the likelihood of a call for service starting out from a place of de-escalation and not escalation.

RECOMMENDATION 26:

Prioritize a more intentional focus to establish a relationship and/or contract with community subject matter experts (e.g. mental health clinical social worker, psychologist etc.) for utilization as a call-out resource.

This should be a tightly developed relationship, with community SMEs receiving CNT training, and also potentially cross training with the CNT unit, for example.

⁸³ The LSP Academy, for the first time during the most recent Cadet class, has provided an 8-hour Law Enforcement Active De-escalation Strategies (L.E.A.D.S) training. The LSP intends to provide it at annual in-service as well. TBG observed training led by a current crisis negotiator, which is commendable.

Crisis Response Deployments and Incident Data

TBG requested data on SWAT, MFF and CNT deployments over the last five years, as well as data on calls for service involving specific codes relevant to crisis response (Mental Health, Trespassing, Barricaded Subject, etc.). However, dual codes were uncommon before the new CAD system was implemented.

The CAD/RMS system was not currently used by SWAT, MFF or CNT, so there is no reliable incident data including the type of call (high risk warrant, barricaded subject, security detail etc.), which units were deployed (CNT, SWAT, MFF etc.) or in what Region, by which squad etc. Generally, these records are kept in a Crisis Response Shared Drive in PDF format. Without a more robust, integrated Computer Aided Dispatch (CAD) and Police Records Management System (RMS) until 2021, maintaining and retrieving reliable crisis response and incident data has been challenging.

In 2021:

While this data could not be validated, LSP reported that CNT was deployed six times with SWAT for high-risk search warrants and 1 time with SWAT for a manhunt.

There were no deployments alongside MFF in 2021. MFF is predominantly deployed to planned events like Mardi Gras, the Final Four, NYE Sugar bowl, dignitary response, or weather emergencies like hurricanes and tornadoes. These deployments generally do not require co-deployment with CNT or SWAT.

In 2022:

1st Squad – 6 high risk warrants and 1 barricade (SWAT/CNT)

2nd Squad – 3 high risk warrants and 1 barricade (SWAT/CNT)

3rd Squad – 1 high risk warrant (SWAT/CNT)

Six deployments with SWAT and MFF for demonstrations

When MFF is deployed to *civil disturbances*, CNT and/or SWAT are often co-deployed. There were more frequent co-deployments in 2022. For example, CNT was deployed six times with both SWAT and MFF for demonstrations.

These increased co-deployments are encouraging. This demonstrates an increased awareness of and support for utilization of each other's crisis response specialization.

RECOMMENDATION 27:

Utilize CAD/RMS to track deployments.

There is very limited validated data on deployments over the last five years of any of the crisis response units. In addition, most action reports are saved as PDFs in the crisis response shared drive, requiring excessive personnel effort to retrieve or determine information such as the kind of event it was (barricade, high risk warrant, etc), what teams were or were not deployed, etc. Consequently, recalling the number of deployments, type of deployment, team or squads activated, etc. is largely unreliable and, in certain cases, not readily retrievable.

RECOMMENDATION 28:

Enter relevant data into the FBI Hostage Barricade System (HOBAS) as required by policy.

RECOMMENDATION 29:

Require the use of primary and secondary Call and Clear Codes.

The current CAD has the capability to capture dual call and clear codes to dramatically improve data collection efforts.

LSP is currently considering approaches to capture important data. For example, may differentiate between Use of Force events occurring during “Normal” LSP activities, and during “Other” LSP activities, such as backing up another agency during an incident or event.

Key LSP Transformation Opportunities

Presently, these files are saved as PDFs in the Crisis Response Shared Drive. CNT completes an after-action report only if they are engaged in negotiations, and then that report is given to SWAT to include in that case file. If CNT is deployed but not engaged in negotiations, documentation was not completed by CNT at all, instead SWAT indicates in their after-action report that CNT was activated. In addition, it is of crucial importance that SWAT, CNT and MFF be trained on CAD/RMS and begin to reliably use this for all deployment and incident information rather than just a shared drive.

Steps and actions have been taken during this assessment period to improve policy and training. LEADS training was added to a recent Cadet class, and LSP has expressed intentions to add to annual in-service as well. These are important steps toward intentionally integrated and prioritizing more de-escalation and communication skill development with LSP. It is important that LSP do this throughout its Troops and not just for Cadets.

Further, a new policy review team has been seated and SWAT policy changes have been initiated. A new CAD/RMS system has been put in place that has the capacity to improve LSP data collection and reporting. The new CAD system permits dual codes, crucial to tracking more reliable, comprehensive incident and response data. More robust data analyses can inform LSP strategy in the area of crisis response. For example, a traffic stop that also may involve a person with mental health concerns soon may be dually noted to significantly improve accurate data collection and reporting, inform training and provide critical insights on operational practices. When LSP is called to assist other agencies, this information can now be reliably tracked, which largely was not feasible before the new CAD system went online.

It is important to note that the Crisis Response Unit is presently commanded by strong leaders (Lieutenant/Captain, Major, Captain, Lieutenant, Sergeant) who are experts in their field, understand the importance of 21st century policing and who are eager to improve. This is foundational to success and LSP should be commended for making these relatively recent leadership changes.

05.

Fair & Impartial Policing Practices (Stops, Searches, Arrests)



Fair and Impartial Policing Practices (Stops, Searches, Arrests)

Overview

This review assesses Louisiana State Police (LSP) policies and practices with respect to stops, searches, and arrests (SSAs) and how they align to contemporary fair and impartial policing national best practices. Further, the review seeks to determine internal and external perspectives on SSA policies and practices, identify SSA reporting requirements, and evaluate organizational use of data collection and review to inform leadership, policy, supervision, and training.

Policies and practices that demonstrate a commitment to fair and impartial policing are key to building and maintaining public trust. Voice and representation in the process is an important pillar supporting procedural justice. Prior to starting this assessment, The Bowman Group (TBG) researched open-source material to gather any information that would aid the assessment. Some community members contacted TBG to share concerns regarding possible interactions with LSP, and their responsiveness to complaints related to stops, searches, and arrests.

Approach

To further the understanding of SSA policies and practices, TBG identified primary and secondary policies governing expected performance and behavior when a Trooper stops, detains, or arrests a person. This policy review informed a baseline understanding of LSP's policy and practices; allowed TBG to examine the degree to which the policies are consistent or inconsistent with recommended practices; and educated and informed TBG prior to interviewing LSP members on the subject matter.

To further the assessment, TBG interviewed leadership of LSP Troop Regions regarding the policies and practices expected of Troopers with respect to stops, searches, and arrests. Interviews and focus groups with demographically and geographically diverse Troopers and supervisors informed us of their understanding of Department expectations and SSA philosophy. The information TBG gathered through interviews and focus groups with Department personnel; participation in community forums and individual discussions with members of the public; and a review of Department documents and records informed these findings and recommendations.

For data analysis related to SSA, TBG discerned LSP has not institutionalized the collection of data that would permit the robust analysis necessary for evaluating fair and impartial policing practices. LSP does not currently track stops in Mark43 RMS. TBG did not receive data related to stops. TBG is providing recommendations on where in the Mark43 case flow to create a stop report and what data elements to include in the report.

LSP does track arrests in Mark43 through an arrest report. LSP produced arrest and charges data for the period 2021-2022 in a searchable format; however, data prior to that period was not archived and therefore cannot be easily retrieved or analyzed. The categories for arrest and charge data for the period 2021-2022 is mostly limited to demographic information regarding the "age," "race," and "sex," of Troopers and persons arrested; the unit and assigned Region of the Trooper who made the arrest and charge decision; the most prevalent arrest or charges by type; and the LSP Region in which the most arrest and charges occurred.

TBG determined LSP does not mandate the reporting and collection of SSA data in a comprehensive and consistent manner. A Trooper's offense report or traffic citation are the primary means of reporting a stop, search, and arrest. However, the information was not collected or stored in a manner that is easily retrieved or analyzed. For example, policy requires physical arrests be documented and described in narrative form using the State Report of Arrest form (DSSP 3131 or DSSP 3104). TBG did not observe or receive evidence that these records are evaluated to inform training, supervision, or organizational practices. The reporting requirements limit the ability to analyze SSA data to reliably determine the actual or perceived motivation for each stop, search, or arrest.

Proposed Recommendations & Findings

Goal 5: Apply the least intrusive and most effective constitutional approaches to conducting and aggressively monitoring stops, searches, and arrests.

LSP Policy P.O. 203 Arrests and Searches is the foundation for the Department stop, search, and arrest practices (SSA). Related policies include P.O. 1103 Checkpoints; P.O. 1106 Enforcement; and P.O. 1117 Body Worn Cameras and In-Car Camera Systems (BWC/IC). While the policies are consistent with basic legal requirements for how to effect a stop search, and arrest, these policies should be enhanced to reinforce best practices for fair and impartial policing.

Although LSP SSA policies speak to compliance with legal standards, there is minimal discussion of how policy impacts broader dynamics affecting race, culture, treatment of persons, and legitimacy. These policies also should link to other critical decision points, such as use of force and use of force reporting, foot patrol, field interviews, and reporting and documenting consensual and non-consensual encounters.

TBG followed up with members of the public who reached out to provide feedback about their experiences during interactions with LSP. These individuals expressed concern over mistreatment from LSP during a stop, search, or arrest. Their concerns included allegations of stops based on race, use of unnecessary and unlawful force, and the use of offensive language.

TBG held focus groups and interviews to examine Troopers' and supervisors' perceptions of LSP SSA policies and practices. Many Troopers, including supervisors, discussed SSA in terms of highway enforcement. This primarily included command of the constitutional requirements for making a stop or effecting an arrest, and awareness of the 4th Amendment.

It is important to ensure the community voice in policy development is respected. TBG encourages LSP to seek the active participation of members of the community, Troopers, and supervisors in developing SSA policies that reflect the Department's commitment to procedural justice and fair and impartial policing. Opportunity for meaningful participation should include seeking volunteers to serve on policy development committees, hosting public policy forums where members of the community can offer input in person, and posting draft policies to the Department's web and social media sites for public review and feedback.

RECOMMENDATION 1:

Draft a comprehensive stop, search, and arrest policy that exceeds constitutional standards in a manner consistent with contemporary or recommended practices.

Policy must address legal and philosophical reasons that support policing in a manner that promotes core principles, including fair and impartial policing and procedural justice.

Develop a more substantive, comprehensive training framework to support policy and practices that go beyond mere compliance with probable cause or legal standards

LSP leadership should provide internal (rank and file personnel) and external (community, third-party organizations, government) stakeholders a meaningful opportunity to participate in developing SSA policies and practices.

TBG encourages LSP to provide a written explanation or comment explaining why specific recommendations of the community were not considered or adopted into policy.

Compliance with legal standards was the theme expressed by Troopers and supervisors as the sole expectation for guiding decisions and behavior for making traffic and pedestrian stops. Both groups expressed the viewpoint that requiring further documentation of SSA encounters may be unduly burdensome and adversely affect Department operations. Their opinions are supported in whole or in part by what they perceive as an organizational philosophy, which stresses enforcement as their primary mission.

Troopers expressed the belief that their performance and effectiveness is gauged primarily by the number of citations issued and arrests made, resulting in pressure to “hunt” violations. One Trooper informed TBG that pressure from supervisors to compile statistics or fill informal quotas may induce some Troopers to make stops as a matter of course rather than being rooted in constitutional grounds or in fair and impartial policing principles. TBG could not independently verify whether this practice occurs.

TBG reviewed LSP arrest and citation data for 2021-2022. The data tends to support the perspective that activity related to arrest and charges accounts for a significant portion of Trooper’s duties. During that period, Department records show LSP Troopers made more than 10,000 arrest and charge decisions. Unfortunately, Department records were not available to help explain the impact of these numbers in terms of LSP’s fair and impartial policing practices and their impact on community perspectives of the Department.

TBG interviewed Department supervisors who rejected the perception that Troopers are pressured to make arrests or achieve statistical goals. The supervisors and commanders acknowledged Troopers are directed to pursue enforcement and road safety as primary goals, however, they disagree that such direction or instruction induces Troopers to make SSA decisions that are inconsistent with the constitution.

Command staff acknowledged the efficacy of developing a comprehensive statewide LSP enforcement strategy centered on traffic and pedestrian stops. Currently, each Region is responsible for developing its own strategic plan—in collaboration with community stakeholders—that includes specific goals to improve road safety through crash reduction and traffic enforcement. TBG reviewed a representative sample of these Region-level plans. Principles related to fair and impartial policing should be incorporated into statewide and regional strategy.

LSP should prioritize updating and revising all LSP policies and practices related to stops, searches and arrests in order to establish and promote respectful encounters with members of the public. Target goals of crash reduction and road safety should be augmented with guidance explaining LSP philosophy and commitment to fair and impartial enforcement practices.

RECOMMENDATION 2:

Establish fair and impartial policing as a core pillar in the development and application of all SSA policies and practices.

LSP should ensure that supervisors demonstrate and enforce the Department’s expectations for fair and impartial policing and subsequent reporting requirements.

SSA reporting protocols are limited to arrest or citation outcomes.

Policy does not offer sufficient guidance with respect to documenting specific encounters, particularly pedestrian stops, non-consensual stops, and traffic stops that do not result in arrest or citation.

Troopers and supervisors are required to reconcile and understand four distinct policies governing reporting of SSA data and supervisory review of Trooper SSA decisions.

National best practices encourage law enforcement agencies to collect and analyze robust data on stops, searches, and arrests. The information learned through data analysis can inform decisions regarding training, supervision, and policy development, and identify other ways of improving the effectiveness and efficiency of the organization. Importantly, the analysis of data can assist in understanding the impact of SSA policies and practices on community perceptions of a department.

RECOMMENDATION 3:

Enhance public transparency of stop data through the development of searchable databases that are accessible in an online format.

LSP stop data collection protocols and policies were not congruent with national practices.

LSP stop data was not available for review or assessment by Department members, the public, or interested third parties.

The TBG assessment of LSP is based in part on negative perceptions of the Department's stop, search, and arrest practices. TBG interviewed members of the public who expressed dissatisfaction with the way LSP treats persons of color. They expressed frustration that recent events suggest LSP condones a pattern and practice of mistreatment that is unknown and therefore has not been remediated. Unfortunately, LSP has not institutionalized the collection, analysis, and reporting of data necessary to educate and respond objectively to these and similar community concerns.

LSP should improve its capacity for more robust data collection and analysis that informs supervision, policy, training, community engagement, LSP SSA practices, and promotes procedural justice and fair and impartial policing.

RECOMMENDATION 4:

Require Troopers document and report all stops, searches and arrests.

TBG received feedback that generally Troopers were not required to report traffic and pedestrian stop encounters and outcomes, unless an arrest or citation is issued.

LSP should consider aligning its communication protocols to ensure they link to the Department's fair and impartial policing strategy. Ensuring Troopers are required to notify and inform dispatch of information regarding persons stopped or detained will provide valuable data to inform training, supervision, and accountability.

Troopers informed TBG that they currently notify dispatch of their traffic and pedestrian stops but acknowledge such notifications do not always occur as required. Further, they expressed the view that additional notification requirements are superfluous because radio transmissions are documented in the Department's computer-aided dispatch system (CAD), and all encounters are recorded on the Trooper's body worn camera (BWC). It was unclear whether an absence of policy or supervision contributed to this practice.

Presently, LSP lacks the capacity to analyze or evaluate the decisions, outcomes, oversight, and accountability of Troopers' stops, searches, and arrests. Further, the Department only recently enhanced their protocols to require supervisors to conduct a random review of BWC; however, the focus is on the identification of misconduct rather than assessing adherence to procedural justice and fair and impartial policing principles.

LSP should evaluate the documented reasons for stops and the actual outcomes of stop, search, and arrest decisions. The Department can develop guidelines and protocols to assist supervisors to identify and understand disparities and take remedial or corrective action as a principle of leadership rather than relying on complaints of misconduct from members of the public.⁸⁴

RECOMMENDATION 5:

Develop an internal and external dashboard that informs supervisors and the public of key fair and impartial policing data.

LSP needs to improve and institutionalize the transparency of its stop, search, and arrest data.

⁸⁴ The LSP should evaluate the published CAD reports of the New Jersey State Police to assess the applicability of that protocol to LSP

Supervisors informed TBG that the lack of timely access to data limits their knowledge of the SSA decisions made by their Troopers.

LSP data collection and reporting practices do not align with national best practices.

LSP capacity to manage, oversee, and correct Troopers' stop decisions for indicators of bias, disparate treatment, fairness, impartiality, and constitutionality – in general- was not institutionalized within the Department. For example, LSP expects supervisors to review SSA decisions as part of their usual and customary review of Trooper work product, however, that review was not completed in real-time. It was not clear whether there is specific policy guidance on this. Rather, these reviews are accomplished primarily when a supervisor reviews an arrest report or traffic citation, which does not occur uniformly. Troopers were not required to document all encounters, and the review expectations for supervisors do not systematically address accountability or oversight in respect to stops, searches and arrests, including traffic stops, pedestrian stops, or detentions based on consent or warrants.

LSP does not collect or analyze search data in a manner consistent with national best practices. Region managers and supervisors indicated that most searches occur during LSP traffic stops, however, they acknowledged the absence of data to support this perception. These leaders expressed support for the benefit of improved access to information and analysis of stop, search, and arrest data; however, they expressed concern that supervisors may be overburdened with administrative and review requirements which may limit the time needed to complete review of data for evidence of disparities, and institute remedial or correct action as required. Region leaders asserted LSP must realign its current review protocols to ensure supervisors and commanders can prioritize review of stop, search, and arrest data for purposes consistent with fair and impartial policing.

LSP should develop protocols that ensure SSA data, including any department analysis or reports thereof, are published to the Department's website in a format that is indexed and searchable. This enhancement will assist in improving transparency and responding to public concerns regarding the Department's constitutional policing practices. Data transparency also will create opportunities to inform the Department and the public and identify opportunities for improvement.

RECOMMENDATION 6:

Commit to educating and training all employees in principles of fair and impartial policing that go beyond mere compliance with the 4th Amendment.

Awareness of the philosophical foundations which support fair and impartial policing practices was not institutionalized in Department policies.

LSP members do not express fair and impartial policing considerations when they discuss the Department's stop, search, and arrest practices.

Department education and training curriculum do not include discussion of principles of legitimacy, transparency, and procedural justice.

TBG asked Region managers and supervisors to describe LSP philosophy and practices which support stop, support, and arrest decision-making. The prevailing response was that SSA decisions must be supported by the 4th Amendment. When asked whether the Department considered incorporating fair and impartial policing practices into 4th Amendment training, Region leaders deferred to the training division for guidance while other Troopers and supervisors pointed the difference in services provided and challenges facing state police organizations as opposed to local police organizations. TBG discerned the prevailing sentiment of Troopers is that fair and impartial policing education and training was not prioritized given the limited scope of LSP's mission, which primarily is considered to be limited to traffic enforcement and roadway safety.

LSP may be missing opportunities for assuring and documenting positive community interactions. Arrest and

charge data account for only a portion of LSP contact with the public on a day-to-day basis. Department leaders noted that a significant role of LSP includes supporting local law enforcement agencies' responses to planned or catastrophic events, such as crowd control or weather emergencies across the state. In its day-to-day operations and practices as well as during special deployments across the state, LSP should embody a capacity to demonstrate fair and impartial, positive community interactions that occur in a respectful manner. LSP should focus awareness on the impacts of its enforcement practices, and cultural and community perspectives of LSP.

LSP personnel noted they are expected to conduct follow-up investigations of vehicular crimes, criminal investigations, officer-involved shootings, and other special incidents. LSP policies and practices do not adequately address these issues. Furthermore, specialized training should prepare personnel—at all levels—for the unique challenges related to these duties and events.

RECOMMENDATION 7:

Create and implement a Stop and Arrest report in Mark43 for all stops, searches and arrests.

The Center for Policing Equity (CPE) suggests that a stop record should be captured for all stops, including roadblocks, checkpoints, as well as traffic, dispatch, and any self-initiated activity.⁸⁵ Stops can be defined as any interaction when an officer takes action that would make a reasonable person feel they can't leave the scene. LSP does not currently track stops in Mark43 RMS; however, Mark43 does have a Stop Report that LSP could integrate into their case flow. TBG recommends implementing the Stop Report in Mark43, with some modifications/additions to the data elements collected (described below), for every stop. This should be required universally, even if a stop results in additional action or reporting (i.e., an arrest).

Use of Force information is tracked through the Pursuit/Use of Force Report in Mark43 RMS. The table below provides a data inventory of the information tracked currently in the Mark43 Stop Report and highlights recommendations for modifications. The table compares the Stop Report data elements to reporting recommendations from Center for Policing Equity (CPE). Common CPE data elements are listed in the first column, the second column indicates whether LSP currently captures the element in Mark43. The Notes column provides additional information, and the Recommendations column provides suggestions for adding or modifying data elements in the existing Mark43 Stop Report.

⁸⁵ <https://policingequity.org/images/pdfs-doc/COPS-Guidebook22.pdf>

Table 1: CPE Data Elements Collected in Stop Reports

CPE Data Elements	Available in Mark43	Notes	Recommendations
Information Regarding Stop			
Unique identifier	Yes	Report # (REN) and CAD Event #	
Date of incident	Yes	CAD Event Time, Report Data/Time	
Time of incident	Yes		
Reason for stop/offense	Yes	CAD Call Type, CAD Call Event type, Reason for Stop	
Vehicle or pedestrian stop	Yes	Stop Type	
Location/address	Partial		
Latitude/longitude	No		
Street address details	Yes	CAD Address of Event, Stop Location	
Beat, precinct, district, police service zone, etc., and appropriate shapefiles/maps	Yes	Stop location Region, Troop, District, Court, Parish	
Location type (as coded by NIBRS/UCR)	No*		Add to Mark43 report
Whether stop occurred at a checkpoint	No*		Add to Mark43 report
Disposition(s) (e.g., citation, arrest, release)	Yes	Result of Stop, Disposition for Contact/Stop	
Was stop intelligence-led?	No		
Was a search conducted on occupant(s) and/or the vehicle?	Yes*	Search/Frisk Conducted (Yes/No)	Separate fields for search and frisk
Include if occupants other than driver were searched and the basis/consent.			
Nature of each search (e.g., incident to arrest, plain view, consent)	Yes	Reason for Search, Was Search Consented	
If searched, describe the probable cause (narrative), If searched, describe Exigent Circumstances (narrative)			
What contraband was found in each search, if any?	Yes	Was Contraband Discovered (Yes/No)	
Was property seized (name the property)?	No		
Was a K9 used to search?	No		
Was vehicle and/or foot pursuit involved?	Yes	If involved in pursuit, officer should complete Pursuit/Use of Force Report	
If Use of Force Occurs*			
Nature of contact (e.g., traffic stop, call for service, warrant)	Yes	Initial contact type	
Was the stop officer-initiated?	Partial	Not explicit question but could potentially use CAD call type and event type to determine	
Disposition(s) (e.g., citation, arrest, release) for each subject	Yes	Subject Disposition	
Subject resistance (e.g., verbal aggression, physical, fleeing)	Partial	(Subject) Threat directed at (drop down), Subject resisted (unclear if this is in reference to the preceding question only, Officer attempted to disarm subject), if yes resistance type	
Were de-escalation techniques used? (e.g., verbal judo, soft skills, social intelligence techniques that reduce the need for physical contact)	Yes	De-escalation Attempted (Yes/No), if Yes De-escalation Type (drop down) and De-escalation Successful (yes/No)	
Type(s) of force (e.g., restraint only, physical force, lethal)	Yes	Officer used force on subject (Yes/No), Type of force used by officer, location of force used by officer, subject injury severity	
Information Regarding Stop			
Unique identifier	Yes	Report # (REN) and CAD Event #	
Date of incident	Yes	CAD Event Time, Report Data/Time	
Time of incident	Yes		
Reason for stop/offense	Yes	CAD Call Type, CAD Call Event type, Reason for Stop	
Vehicle or pedestrian stop	Yes	Stop Type	
Location/address	Partial		
Latitude/longitude	No		
Street address details	Yes	CAD Address of Event, Stop Location	
Beat, precinct, district, police service zone, etc., and appropriate shapefiles/maps	Yes	Stop location Region, Troop, District, Court, Parish	
Location type (as coded by NIBRS/UCR)	No*		Add to Mark43 report
Whether stop occurred at a checkpoint	No*		Add to Mark43 report
Disposition(s) (e.g., citation, arrest, release)	Yes	Result of Stop, Disposition for Contact/Stop	
Was stop intelligence-led?	No		

Was a search conducted on occupant(s) and/or the vehicle?	Yes*	Search/Frisk Conducted (Yes/No)	Separate fields for search and frisk.
Include if occupants other than driver were searched and the basis/consent.			
Nature of each search (e.g., incident to arrest, plain view, consent)	Yes	Reason for Search, Was Search Consented	
If searched, describe the probable cause (narrative), If searched, describe Exigent Circumstances (narrative)			
What contraband was found in each search, if any?	Yes	Was Contraband Discovered (Yes/No)	
Was property seized (name the property)?	No		
Was a K9 used to search?	No		
Was vehicle and/or foot pursuit involved?	Yes	If involved in pursuit, officer should complete Pursuit/Use of Force Report	
If Use of Force Occurs*			
Nature of contact (e.g., traffic stop, call for service, warrant)	Yes	Initial contact type	
Was the stop officer-initiated?	Partial	Not explicit question but could potentially use CAD call type and event type to determine	
Disposition(s) (e.g., citation, arrest, release) for each subject	Yes	Subject Disposition	
Subject resistance (e.g., verbal aggression, physical, fleeing)	Partial	(Subject) Threat directed at (drop down), Subject resisted (unclear if this is in reference to the preceding question only, Officer attempted to disarm subject), if yes resistance type	
Were de-escalation techniques used? (e.g., verbal judo, soft skills, social intelligence techniques that reduce the need for physical contact)	Yes	De-escalation Attempted (Yes/No), if Yes De-escalation Type (drop down) and De-escalation Successful (yes/No)	
Type(s) of force (e.g., restraint only, physical force, lethal)	Yes	Officer used force on subject (Yes/No), Type of force used by officer, location of force used by officer, subject injury severity	
Did subject(s) possess a weapon?	Yes	Subject perceived armed with (drop down), subject confirmed armed with (drop down)	
Did subject(s) use the weapon?	Yes	Subject firearm discharge intentional, subject firearm discharge accidental, Subject used force on officer (Yes/No), if yes Type of force used by subject, Location of force used by subject	
Police weapons/tools used (e.g., handgun, OC spray, taser)	Yes	Did the officer fire any shots, if yes number of shots fired and number of shots hit, Type of Force Used by Officer (drop down)	
When a firearm is used, whether it was discharged	Yes	Did the officer fire any shots, if yes number of shots fired and number of shots hit	
Number of officers involved	Partial	Other officers involved by unknown (Yes/No) if yes, Minim # of Unknown officers involved	
Camera on scene	Partial	No explicit question but officers are supposed to tag body camera footage with REN (report ID) so can easily link to RMS reports	
Camera activated/operating?	Partial		
Information Regarding Officer's Perception of Person Stopped			
Subject identification number (no PII)	Yes	MNI #	
Perceived race/ethnicity	Yes	Race/Ethnicity	
Perceived before stop? Y/N	Yes	Was race/ethnicity known prior to stop (Yes/No)	
Perceived sex	Yes*	Sex	Expand to include LGBTQ spectrum
Perceived age	Yes	Birth date (if unknown asked to provide age range)	
Perceived non-English speaking?	No		
Was translator provided? Y/N	No		
Perceived homeless?	No		
For vehicle stop only:			
Indicate whether driver or passenger	Partial	Subject Type (includes Driver/Operator, does not include passenger, could select 'Other' and in narrative description write passenger)	
Number of subjects in vehicle	Partial	Officer could add multiple involved individuals, no explicit question	
Information Regarding Officer			
Officer's identification number (no PII)	Yes		
Race/ethnicity	Yes		
Sex	Yes		
Age	Yes		
Agency years of experience	Unknown	TBG could not determine if this is tracked in Mark43	
Rank (at date of stop)	Yes		
Geographic assignment (at date of stop)	Yes		
Department assignment (e.g., patrol, SWAT, SRO) (at date of stop)	Yes		
Military background/experience	Unknown	TBG could not determine if this is tracked in Mark43	
Number of officers involved	Unknown	TBG could not determine if this is tracked in Mark43	

*Use of Force information is tracked through the Pursuit/Use of Force Report in Mark43 RMS

Key LSP Transformation Opportunities

Failing to adequately capture SSA data has left LSP supervisors and management with major blind spots on many Trooper interactions with the public. Public trust in LSP cannot be addressed until this area is remediated. LSP must enhance data collection and reporting related to stops, searches, and arrests, expand data inventory, and refine its records management system. This includes documenting more robust information such as the reason for all stops, probable cause justification for any searches and arrests, driver and vehicle passenger data, and officer-subject demographic data. TBG applauds LSP for exploring ways to produce reports that aggregate more detailed SSA data elements, accessible for supervisory review. TBG recommends LSP make this effort one of its highest priorities.

TBG found LSP personnel to be candid in their assessment of the Department's strengths and weaknesses in this area. They acknowledged that improved data collection and analysis will greatly enhance both internal oversight and external accountability. The strength of the LSP commitment to implementing improvements in the accountability and transparency of its stop, search, and arrest practices should not be underestimated. For example, LSP already has implemented an improved records management system, Mark43. Its data collection inventory includes additional variables, such as: demographics of the Trooper and the person stopped; the type of stop (e.g., pedestrian or vehicle), whether the person detained was a driver or passenger in a vehicle, and the reason for and outcome of the stop. This is a significant improvement compared to how LSP has collected SSA related data in prior years.

06.

Organizational Culture, Leadership & Professional Development



Organizational Culture, Leadership & Professional Development

Overview

This section of the assessment report focuses on the Louisiana State Police (LSP) organizational culture, leadership and professional development. This area will be vital to overall transformation and reform, and assist with cultural shifts to more closely align with national best practices in public safety and law enforcement.

The review considered whether appropriate policies and employee accountability measures are in place, and if protocols are applied on a fair and equitable basis. TBG reviewed strategic plans to assess the extent to which they are in concert with stated vision, mission, policies, procedures, and practices of LSP, and the level of internal and external stakeholder input in the development of operational priorities. A survey including information about personnel perceptions around LSP leadership development programs and initiatives is included in the Appendix. In addition to document review, internal surveys, interviews, focus groups, and site visits were conducted to explore internal perceptions of procedural justice across various areas of the organization including discipline, promotions, assignments, accountability, mobility, leadership competencies, and other areas that contribute to overall confidence in LSP culture, structure, operations and leadership.

Approach

The Bowman Group (TBG) conducted and utilized feedback from in person and virtual interviews, focus groups, site visits, and patrol ride-alongs to deepen understanding of LSP culture. Patrol ride-alongs allow for interpersonal interaction and provide opportunity to observe Troopers interacting with the public in a real-world, on-duty environment. Focus group participants were selected and invited using a random sampling of LSP personnel model. All participants were provided anonymity in all interview processes. In doing so, those who participated in interviews were encouraged to contribute transparent insights. These discussions were used as a qualitative instrument to gain an in-depth understanding of social constructs. TBG observed Troops across all three LSP Regions and collected feedback from individual interviews with personnel ranking from Trooper to Lieutenant.

LSP organizational culture, leadership, and professional development

As law enforcement leaders grapple with the modern challenges and expectations of the public safety profession, they must evaluate best practices, tools, and programs that will enhance law enforcement from an ethical, efficient, and innovative framework for policy and oversight (Chan, 1996).⁸⁶ The culture of an organization is driven and supported by the leaders at the helm. Regardless of sector, geography, demographics, or population, the foundation for organizational culture is primarily created by those who fill critical leadership roles. This is true in the private sector, and it holds true through key societal institutions including law enforcement.

Under the authorization of the State Legislature, LSP operates in the executive branch of state government as an office of the Department of Public Safety and Corrections. The overall purpose of the Office of State Police is the protection of life and property. This goal directs day-to-day efforts of detecting crime, maintaining and promoting highway safety, and enforcing state laws.

⁸⁶ Additional references: Chan, J. *Changing Police Culture*. *British Journal of Criminology*. Volume: 36 Issue: 1: 109-134, 1996.; Russo, Charles and Thomas Rzemek. *Finding Equity, Inclusion, and Diversity in Policing*. *Police Chief Online*, August 4, 2021.; Fliss, M.D., Baumgartner, F., Delamater, P. et al. *Re-Prioritizing Traffic Stops to Reduce Motor Vehicle Crash Outcomes and Racial Disparities*. *Inj. Epidemiology* 7, 3, 2020. <https://doi.org/10.1186/s40621-019-0227-6>; Mus-tian, J. *Louisiana State Police, Overwhelmingly White and Male, Face New Pressure to Diversity*. *The Advocate*, August 25, 2018.; *Society for Human Resource Management*. *Managing Organizational Communication*, 2017. Retrieved from: <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/managingorganizationalcommunication.aspx>; Tyler, T.R. *Why People Obey the Law: Procedural Justice, Legitimacy, and Compliance*, 1990. *Republished with a new afterword* (2006). Princeton University Press

LSP policy should promote a culture of service to the community, with a primary goal of enforcing traffic laws. Many Troopers and supervisors communicated that working for the State Police presented an opportunity to be a part of the best police agency in the State of Louisiana. When asked to explain what makes LSP best, many Troopers discussed the distinguished uniform that separates them from other law enforcement agencies, accessibility to leadership training opportunities and, for some, a generational family lineage of being a State Trooper. However, Troopers also noted that, while there was a common belief that LSP is associated with greatness, such beliefs may not be consistent with existing cultural norms or community perception. For example, some tenured Troopers noted that LSP had a system of “good ol’ boys”, specifying that, historically, assignments and promotions were more subject to favorable relationships rather than to explicit terms of merit. Others communicated a lack of accountability for misconduct in relation to use of force and policy violations. Many expressed that depending on a Trooper’s assignment, there could be variance in the level of oversight and culpability for such decision-making or errors.

Several Troopers acknowledged concerns with the lack of accountability for management, and for excessive use of force, or failures in reporting use of force. A primary example noted was discussion of the Ronald Greene use of force incident. Personnel of all ranks expressed disappointment in the lack of management of Troop misconduct, and expressed how Troop subcultures have had a negative impact on the overall organizational culture of LSP and, has increased community fear. In contrast, a minority of Troopers and supervisors also shared that many LSP use of force incidents were justified, and that Troopers were doing their job holding criminals accountable for violating the law.

The mindset of justifying use of force incidents or not adhering to use of force policy by the discretion of holding a law violator accountable, not only leads to constitutional violations but creates frayed relationships between the police and the community. Many Troopers and supervisors believed that, although many communities support or trust in LSP, relationships and support from African American residents and other vulnerable populations had diminished. Troopers noted there was evidence of deterioration in community relations that they observed during traffic stop interactions with African Americans, for example. One trooper communicated, “When I stop someone Black, they exit the car with their hands up in the air stating please don’t shoot me. In response to incidents such as this, Troopers’ express to Black motorists that they do not intend to harm anyone but are doing their job.”

Policies provide guidelines to direct employee actions and establish measures to take corrective actions. Personnel may interpret policy and directives inconsistently across LSP Regions, Troops, or patrols. LSP members noted that understanding of policy implications varied, and policy may not consistently be followed as written or in a uniform manner across the state. For example, across several Troops, it was communicated that different rank and file officers varied in the understanding of policies, and many command level Captains and Majors gave different directions. Furthermore, Troopers expressed that each Troop runs its own way, relatively separate from others. For example, one Troop had developed of their own policy manual to ensure consistency among that Troop. However, no other Troop had access or needed to adhere to that Troop manual.

Many LSP personnel recognized that the current state of LSP was improving since reforms were being implemented. They also acknowledged that executive leadership was taking steps to improve police culture and advance 21st Century practices across the organization. Troopers noted an example of building a path forward was the Superintendent Colonel visiting each Troop facility in the field across the state. During these interactions, the Superintendent shared an organizational vision and answered questions for rank-and-file officers and supervisors. Members of LSP shared while there was appreciation for the superintendent’s visibility, there also was low trust and limited contact among some executive command members. Specifically, Troopers expressed a desire for increased visibility for executive staff dispersed in the field, rather than primarily among the present workforce in Baton Rouge at headquarters.

Finally, Troopers and supervisors shared that they desired more connectivity outside of their Troop or Region in order to connect with other LSP Troopers and personnel statewide to promote a family environment, strengthen culture and morale, and improve internal legitimacy and trust. Troopers mentioned the greatest relationships they had were among Academy classmates and members of their assigned Troop.

LSP Strategic Plan

LSP developed a five-year Strategic Plan for fiscal years 2020-2025. The has been published on the lsp.org website and on the Division of Administration website as required. Annual reports from the Louisiana Insurance Fraud Task Force⁸⁷ were also available, which note annual performance indicators for LSP's efforts, outlined in the Criminal Investigation Program section of the Strategic Plan.⁸⁸

The subject areas of the LSP Strategic Plan are derived from legislative mandates addressing roadway safety through traffic enforcement, criminal investigation, personnel management, and public education. Contemporary elements of a strategic plan typically include a SWOT analysis, action steps, yearly objectives, and short- and long term-goals, in addition to other elements.

The LSP Strategic Plan is limited to the elements of vision, mission, values, goals, philosophy and some performance indicators. The plan's agency vision expresses "The Louisiana State Police will be a model of an exemplary law enforcement organization providing service to the public, the law enforcement community, and allied agencies through impartial enforcement of the laws." The LSP mission statement is, "The Louisiana State Police is a statutorily mandated, statewide law enforcement agency charged with ensuring the safety, order, and security of the people in the state through enforcement, regulation, education, and provision of other essential public safety services".

The Strategic Plan outlines some operational benchmarks for performance and outcomes, but fails to comprehensively reflect or articulate a well-defined roadmap to direct LSP personnel or priorities. However, generally, LSP Strategic Plan is narrow in scope, not reflective of a 21st Century law enforcement and public safety agency, and primarily focuses on traffic enforcement. The plan is centered around operations, rather than on building a strategic roadmap for reform and improvement. Beyond operations, this plan also should guide cross-functional collaboration for every aspect of the organization, data collection, and speak to broader topics, such as community policing and engagement, organizational diversity, accountability, and transparency.

The philosophy of LSP's Strategic Plan makes evident that a primary vision and mission of building an exemplary agency and service to the community is through the enforcement of laws. For example, goal number one of the plan states, "Promote public safety in our state through aggressive traffic enforcement, criminal investigation, administrative regulation, public education, and community involvement." The plan, however, does not include the public or community. In order to institute a shift in organizational culture, there must be a focus on strategic reforms centered on fair and impartial policing, procedural justice, and community engagement.

Proposed Recommendations & Findings

Goal 6: Ensure close and effective supervision of Department management, operations, and field practices.

RECOMMENDATION 1:

Conduct leadership and professional development workshops with LSP command to initiate a formalized strategic planning and re-imagining process.

LSP must initiate a strategic re-imagining process that guides a Department-wide path forward. LSP should work to align strategic priorities, and identify short- and long-term goals and initiatives. These preliminary steps should engage leadership, civilians, and Troopers across the state, and will be critical for directing the necessary and desired cultural and organizational changes and ensuring a sustainable paradigm shift.

87 The Louisiana Insurance Fraud Task Force is a statutorily mandated partnership between three state agencies (LSP, Office of the Attorney General, Louisiana Department of Insurance) created to collectively investigate and deter acts of insurance fraud and auto theft in Louisiana.

88 http://www.lsp.org/pdf/IFU_2020_Annual_Report.pdf (pgs. 40-41)

RECOMMENDATION 2:

Develop, track, and report initiatives internally and externally to the public to continually foster a culture of transparency, inclusiveness, and equity and build relationships with stakeholders and the public.

LSP should commit to outreach and communication that shares outcomes with LSP and the community to improve transparency and accountability.

LSP should regularly provide updates on milestones, challenges and progress towards its strategic initiatives. Utilizing input from within the organization and the community, implementing improvements and assuring accountability will also demonstrate the LSP commitment to procedural justice.

RECOMMENDATION 3:

Adopt procedural justice as a guiding principle to improve organizational culture and community trust.

Procedural justice refers to the idea of fairness in processes that resolve disputes and allocate resources. It is not a practice, but a philosophy that promotes positive organizational change, upholds police legitimacy in the community, and enhances officer safety. The four pillars of procedural justice are (1) Fairness; (2) Voice; (3) Impartiality; (4) Transparency (Tyler, 1990*). When the core principles of procedural justice are valued, there may be a clearer pathway to positive organizational transformation, improvement in work culture, and a decrease in Department polarization. To incorporate this philosophy into LSP culture, all personnel should receive updated training on procedural justice. Once personnel are trained on this topic, they can better understand how procedural justice applies internally and externally. Leadership should integrate procedural justice concepts into areas of employee discipline, policy, and promotions. Further, when Troopers embody the pillars of procedural justice internally, they apply similar principles externally when interacting with the public.

RECOMMENDATION 4:

Develop and implement a formalized process for policy review and revisions.

This should include how often policy review occurs, by whom, documentation of what changes are made, signatures required, and the date of rescindment and enactment. All policies and standard operating procedures (SOPs) should include case law review, training updates, and operational practice changes. Additionally, all prior versions of policies and SOPs should be archived.

RECOMMENDATION 5:

Ensure all policies, where appropriate, are opened for public comment.

Additionally, where appropriate, community subject matter experts should review and provide input on best practice (e.g., mental health policy, human resource related policies, etc.)

There should be a feedback loop that details which recommendations were included in the revisions and which were not (and why not). Exposure of sensitive operations or tactics to the public should not be included. All policy changes should be documented, dated, and include the LSP staff and rank of who reviewed/revised the policy.

**Use of force legal references can be provided upon request.*

RECOMMENDATION 6:

Change the term “should” throughout policies to “will” wherever LSP expects certain behavior.

Some examples of where specified language can be provided include: not leaving someone in the prone position; bystander intervention; reporting to supervisors’ observation of excessive force; and requiring audio or video recording of interrogations, rather than just “when possible”.

RECOMMENDATION 7:

Include hyperlinks when referencing other policies, forms, laws, etc.

They should reference relevant Louisiana state law and/or other LSP policies as a cross reference.

RECOMMENDATION 8:

Maintain consistency throughout all LSP policies.

For example, the MFF directive stipulates Use of Force Documentation will be completed “if a person is injured.” This is not consistent with LSP Use of Force Directive and should be changed to reflect when *any* force is used, regardless of injury.

RECOMMENDATION 9:

Update directives to gender neutral language.

Most LSP directives use masculine specific language (i.e., manpower, he, his, etc) and must be updated to gender neutral language.

RECOMMENDATION 10:

Seek compliance and professionalism through a law enforcement accreditation program.

Police accreditation assists public safety agencies in developing comprehensive uniform written directives that define authorities, performance, roles, and responsibilities. Not only does police accreditation improve organizational effectiveness, but it demonstrates a police agency’s desire to maintain performance standards and practices. Organizations such as Lexipol and the Commission on Accreditation for Law Enforcement Agencies (CALEA) are recognized accreditation agencies.

RECOMMENDATION 11:

Employ evidence-based practices using speed and crash data to direct roadway enforcement to reduce racial disparities in police contacts.

Evidence-based practices utilize scientific research taking a data driven approach to crime and traffic safety. As a best practice, many police agencies have implemented the “Data-Driven Approaches to Crime and Traffic Safety” (DDACTS) model. In review of this model, research supports that traffic reprioritization can reduce racial disparities in traffic stops and improve outcomes of public trust (Fliss, M.D., Baumgartner, F., Delamater, P., 2020). To implement evidence-based practices, consideration should be made to develop a traffic analyst unit to evaluate traffic patterns and roadway crashes to produce scientific inferences for traffic enforcement strategies and public education opportunities.

Data analytics should be developed into intelligence bulletins and reporting for each police Region and dispersed to employees. Traffic data bulletins should be used as a management tool to improve roadway safety.

RECOMMENDATION 12:

Formalize an employee recognition program that distinguishes progressive workplace performance.

Creating an employee recognition program can have a positive impact on morale and stabilize the work environment. Employees feel appreciated which can result in employee retention. The employee recognition program should define competencies, actions, and behaviors that validate merit. Police leadership should consider formalizing the commendation system to include chain of command notarization and develop a sworn and non-sworn “employee of the month.” Selected employees should receive formal notice and a presentation from a higher-ranking supervisor. An example of a formal notice is an endorsed certificate of merit that affords the chain of command comment on positive work completed by the employee and internal recognition in a newsletter to be shared among employees.

RECOMMENDATION 13:

Establish a culture of engagement to build strong employee connections and community relationships.

Building connections among the workforce can build trust and strengthen relationships between leadership and rank and file members. Executive staff members and supervisors should consider implementing quarterly ride-alongs with supervisors and Troopers and conduct lunch and learn activities with special divisions throughout LSP. Additionally, leaders should solicit feedback from employees on how to increase connectivity between the Troopers and their families to merge both environments. An example replicated in other communities is having an annual employee picnic and invite family members. Coordinating an event such as this fosters a culture that promotes compassion and relationship building.

Organizational Diversity, Equity, & Inclusion

The below chart illustrates current personnel demographics for the entire Department and demographics from trooper to major.

Figure 1: Racial Demographics of LSP officers as of 10/2022

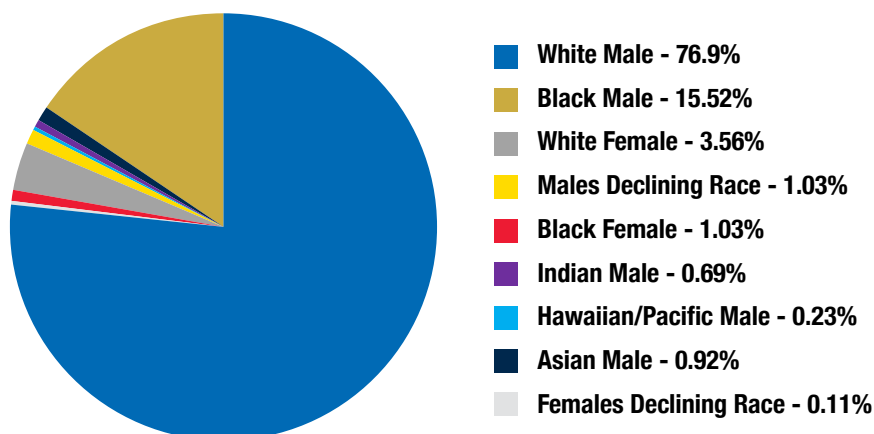
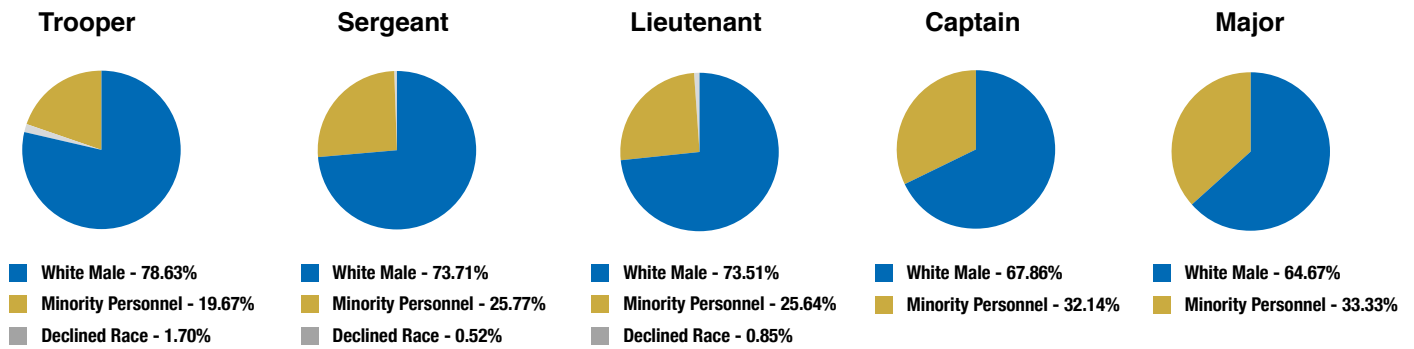


Figure 2: Rank Demographics for LSP as of 10/2022



Troopers provided a variance of responses regarding perceptions of diversity, equity, and inclusion at LSP. Many White males shared concern regarding equity and fairness for promotional opportunities with an understanding that LSP’s goal was to increase organizational diversity. For example, one respondent noted, “If there is a woman and man eligible for promotion, the woman is getting promoted.” In general, White males expressed they had no issues with organizational diversity but didn’t want to be passed over for opportunities because of diversity initiatives. Other affinity groups (like African Americans and women) expressed the lack of opportunity to advance because, historically, LSP has been a predominately White male organization. A respondent stated, “To be accepted by my male counterparts, I feel like I have to exhibit toughness and show I can handle myself.” In general, in multiple interviews, masculine language and pronouns were used when referencing LSP personnel.

Finally, general observations were made at most Troop stations that media or public-facing photos were not indicative of a diverse or inclusive organization. For example, upon entering a Troop station building, most of the photos displayed were from the early years of LSP and therefore lacked diversity in race and gender. Understanding that representation matters today, these images do not reflect a 21st Century police department.

For this section the following recommendations should be considered.

RECOMMENDATIONS 14:

Conduct an analysis of demographic information regarding promotions, special assignments, departmental policies, and discipline to identify any potential disparate outcomes that indicate inequity.

Identifying root causes of any barriers to equal employment opportunities can improve organizational health and diversity. LSP leadership should work with human resources to review interview processes and protocols for special assignments, departmental policies, and employee discipline to eliminate any systematic barriers and potential disparities. If barriers and disparities exist, LSP personnel should work with human resources to remedy issues by amending or adopting policies that ensure fairness and eliminate any discriminatory practices.

RECOMMENDATIONS 15:

Consider developing an analysis dashboard that provides management analytics on employee workplace assignments.

The purpose of dashboards is to provide data on comprehensive and transparent information in a centralized manner. Improving visibility on personnel management increases social awareness on assignments and selection processes. Dashboards also provide historical compositions tracking previous and current data to show failure

or improvements of organizational growth. LSP should consult with a vendor for guidance on how to develop an employee assignment dashboard.

RECOMMENDATIONS 16:

Complete a pay and benefit analysis to assess inequities in pay scales.

Pay equity is the idea of compensating employees who have a similar job function with comparably equal pay, irrespective of their gender, race, ethnicity, or identify. In coordination with Human Resources and Fiscal Services, LSP should establish salary benchmarking which will solidify equitable wages. Ensuring pay equity can assist in attracting and retaining employees. Most pay is governed by either Civil Service or State Police Commission. In relation to Civil Service, the department has begun the practice of conducting pay studies to evaluate how personnel in same job titles would be affected and compression adjustments have been and are part of the conversation.

Communication

Communication is a vital management component to any police organization to achieve desired public safety goals and outcomes. Whether the purpose is to update employees on new policies, respond to a critical incident, ensure safety throughout the organization, or to understand the attitudes of employees, effective communication is an integral issue in effective management. Listening to employee issues and concerns builds loyalty and drives improved productivity (SHRM, 2017). LSP must have comprehensive strategies for communicating with employees and community stakeholders.

During interviews with LSP personnel, historical examples of communication failures by LSP were noted. Examples included situations like when Troopers had been injured in the line of duty, or when a suspect was fleeing from officers or posed an immediate threat to the public after committing a crime in another area Troop or Region. Troopers expressed they had no awareness of these types of events as they were occurring in another area of the state.

Overwhelmingly, employees recognized communication improvements that the current administration had made. Attributions were given to the police superintendent for advancing critical information regarding criminal investigations of employees, key arrests of suspects, and public information that would impact the Department.

For this section the following recommendations should be considered.

RECOMMENDATIONS 17:

Establish a culture of information transparency that creates trust among the workforce and community.

A strategic communication plan should be developed to manage organizational information flow for internal and external messaging. The purpose of the strategic communication plan is to outline key communication objectives for the Department. The plan should identify the target audience for communication, the vehicle for which information will be shared, timing of the message, and who is responsible for message delivery. Management of this task should be the authority of a public information officer.

RECOMMENDATIONS 18:

Develop an internal communication platform to employees from the LSP superintendent.

To manage the frequency of internal communication, the office of the superintendent should establish a periodic

newsletter as a communication tool. The purpose would be to share timely information with the Department personnel, highlight key organizational initiatives, acknowledge great work, or celebratory news, as examples.

RECOMMENDATIONS 19:

Consider establishing an employee relations board.

Personal interaction with leadership provides employees the opportunity to engage management on key issues concerning the workforce and workplace environment. Retrospectively, a relations board allows leaders an opportunity to provide direct communication to employees, dispel false narratives, and give real-time feedback. Leadership should establish a board of sworn and non-sworn employees that represent of all sections of the State Police as an extension of the workforce to improve organizational communication.

RECOMMENDATIONS 20:

Formulate a notification system for delivery of Trooper safety information and major events.

Department-wide notifications increase the capability to manage emergencies or major impacts on the community. A mass notification system not only improves the frequency of communication, but it establishes a platform for personnel deployment and increases knowledge on imminent public threats. In coordination with dispatch services, police leadership should implement a mass notification system for critical incidents, Trooper injuries, or any event that would solicit media or public attention. Communication outlets should be by email, cell phone, and an in-car mobile digital communicator (MDC).

Promotional Process

The purpose of a promotional process is to assess the best candidates to lead within the organization. Promotions have been identified as one of the keys to effective policing, organizational efficiency, and positive community relations. Challenges typically arise when promotional processes are not in alignment with an agency's Strategic Plan. Procedural justice and legitimacy are essential to the success of law enforcement agencies of the 21st Century. However, the concept of internal procedural justice is often overlooked. Promotional processes that lack transparency, fairness, impartiality, and voice often lead to real or perceived inequities and can decrease sentiments of procedural justice within the Department.

The following recommendations should be considered.

RECOMMENDATION 21:

Draft a clearly stated purpose for the promotional policy consistent with the Strategic Mission of the Louisiana State Police.

Police policies establish organizational guidelines that create uniformity and a framework to achieve desired outcomes. Policy purpose should communicate the organization's mission, goals, and values. Critical to creating a progressive police culture is establishing leadership that believes in the organizations mission and models organizational values. In reviewing the promotions policy for LSP, no section was designated for policy purpose, nor was there supporting language to establish the policy's purpose in additional sections of the policy.

RECOMMENDATION 22:

Complete a job task analysis for all promotional ranks to ensure promotional criteria is consistent with the necessary knowledge, skills, and abilities required of the position.

Clear delineation should be outlined in the policy for promotional ranks and job requirements. Promotional leadership roles should have descriptors illustrating essential job tasks, roles, responsibilities, expectations, and required training. Defining each organizational rank ensures that the leader understands the scope of their assignment and has the prerequisites prior to promotion. Upon completing the promotional job analysis, information should be approved by human resources and added to the promotional policy.

RECOMMENDATION 23:

Formalize a final phase candidate review process with executive leadership to assess promotional readiness.

Written testing, oral exercises, and assessment centers allow promotional candidates the ability to demonstrate their knowledge and skillsets. While these areas play a vital role in assessing core competencies, leaders should also be able to better understand a candidate's character and capacity to lead through a final interview process. During the final interview phase, executive leadership should consider the employee's discipline history, letters of support from the employee's chain of command, performance evaluations, and service to the community.

The executive leadership panel should include ranks of Superintendent and Assistant Superintendent.

RECOMMENDATION 24:

Consider adding a requirement for the Superintendent to provide written justification for passing over an employee eligible for promotion.

If a promotional candidate is passed over for promotion, the Superintendent could provide written notice to the employee and provide communication as to why they were not promoted. This action would provide an enhanced level of transparency and legitimacy to the promotional process. Additionally, this will assist in minimizing perceptions of favoritism or bias in the promotional process.

Alternatively, this justification could be directed from the Commander (Lieutenant or Sergeant promotions), Command Inspector (Captain promotions) or Deputy Superintendent (Command Inspector promotions) of the position being promoted and not solely be a responsibility of the Superintendent (unless for Senior Command position).

Professional Development & Succession Planning

Police agencies must seek innovative ways to effectively train employees for growth opportunities with the understanding they will ultimately occupy leadership roles. Some employees expressed great satisfaction with opportunities for training and professional development. Others noted a distinction between the availability of these opportunities and actual accessibility to additional training and professional development. For example, some Troopers highlighted a variance on special topics such as police bias, de-escalation, and opportunities to advance their career by attending accident reconstructionist school or the ability to achieve a higher post certification.

Lateral officers who came from other departments also applauded LSP's efforts on professional development citing it was a reason why they departed their former police agency. For example, an officer stated, "LSP provides me an opportunity for growth as a Trooper. This isn't something I had at my other department."

The following recommendations should be considered.

RECOMMENDATION 25:

Establish a Department-wide mentoring program for sworn and non-sworn employees.

Mentoring inside any organization mutually benefits relationship-building and the exchange of knowledge to prepare Troopers and professional staff for future leadership roles. As a Department-wide initiative, leadership should develop a mentoring program that will provide cross-functional job-related experiences, educational resources and training, and one-on-one mentoring to enhance leadership effectiveness and further goals to transform organizational culture. The mentoring program should be formalized where participants and the Department can document their progress and measure mentoring outcomes.

RECOMMENDATION 26:

Expand mid-level management and executive training opportunities.

As the policing profession continues to evolve, organizational leaders will continue to face critical challenges. Professional executive level training provides educational opportunities to better understand the emerging trends and challenges in the profession. LSP leadership should consider formalizing periodic opportunities for mid-level managers and executive employees to attend recognized leadership institutions such as the Senior Management Institute for Police (PERF), Federal Bureau Investigation (FBI) Academy, Southern Police Institute (SPI), or the Institute for Law Enforcement Administration (ILEA) Management College. For example, attending one major management school should be a part of a leadership track and consideration for promotional advancement.

RECOMMENDATION 27:

Consider amending the evaluation process to require employees to develop a career plan.

Establishing a career plan would assist employees in mapping strategic goals for career growth and development. Career planning should consist of the employee and their supervisor identifying short- and long-term objectives to accomplish development goals. In doing so, the career plan should specify key trainings, degree and certification advancements, and a reasonable timeline for accomplishment. This should be documented annually in the employee's evaluation.

RECOMMENDATION 28:

Develop a policy requiring supervisors to write a transition plan when changing or vacating an assignment.

Key roles and responsibilities between commands are often lost in leadership transition periods. Implementing a policy that requires supervisors to document historical benchmarks, current strategies, challenges, and budgetary items can assist in preparing incoming successors. Requiring a policy to accomplish this task can better solidify leadership transitions and set expectations for new management.

Key LSP Transformation Opportunities

This assessment uncovered several emerging themes related to LSP organizational culture, leadership, and professional development. Employees noted: (1) little to no comprehensive knowledge of the existing LSP Strategic Plan; (2) lack of policy structure and inconsistency in policy application; (3) racial inequality and lack of representative diversity; (4) a need to improve organizational diversity; (5) a need to formalize organizational communication; (6) a desire for more professional development opportunities.

To achieve transformation in organizational culture, LSP must adopt meaningful and sustainable reforms. The foundation of all reforms must be rooted in constitutional law enforcement practices that are evident and reinforced across strategic planning and organizational policies, practices, and procedures with designated accountability measures.

Furthermore, LSP lacks organizational diversity which is representative of ongoing and historical recruiting challenges. With an average of 4% of women on their workforce, LSP ranks below the national average of female officers (which is around 12%). This status is not conducive for an organization that supports diversity, equity, and inclusion.

Finally, as LSP seeks to improve organizational culture, procedural justice concepts must be implemented in every aspect of their operations. While there may be previous mention of training on procedural justice, employees failed to illustrate knowledge of this philosophy and its applications.

07.

Recruitment, Hiring, Promotions & Retention



Recruitment, Hiring, Promotions & Retention

Overview

The scope of this review of is to determine LSP's ability to ensure employee suitability and promote diversity while adhering to progressive hiring and retention best practices. For this review, information gathering was conducted in a variety of ways which included both group and individual interviews, policy and document review, data analysis and on-site visits to LSP headquarters and Regions throughout the state. There was limited access to a sample of individuals who did not complete the LSP hiring process or who failed to get promoted in order to learn more about potential challenges in those processes.

Challenges for law enforcement recruitment have become more complex in recent years due to social, political, and economic factors. Recent, well-publicized police use of force incidents and awareness have negatively impacted the public image of the policing profession and has had a direct negative impact on hiring new candidates. National scrutiny of police interactions with the public have led many to view a policing career in a different and more unfavorable light than in preceding decades. Generational differences have also been a factor, with many millennials wanting careers with more flexible hours, relatively less stress, and with less structure. Further, it is also more common for individuals to move from job to job, not seeking a lengthy career in one profession.

Nationally, many police agencies report problems with applicant quality and the inability to get applicants successfully through the background hiring process. Reductions in police budgets, normal attrition rates, and lengthy hiring processes with fewer qualified applicants often make it challenging for many Departments to maintain 100% of staffing levels. For LSP recruiting, each Troop has a Public Information Officer (PIO) who also serves as a recruiter, Freedom of Information Act (FOIA) admin, and social media administrator. All Troopers are encouraged to recruit potential candidates and are provided palm cards with QR codes printed with information on the hiring process.

For hiring, the LSP recruitment process requires external vetting with the Louisiana State Commission. The Commission and LSP, however, generally operate as separate entities in the recruitment and promotion processes. Therefore, HR is not utilized fully to supplement the LSP hiring process for potential Troopers. If recruits or applicants don't qualify as a Trooper, they are evaluated for other jobs within LSP.

Interested applicants can access monthly testing conducted in person. Online testing is done for \$30. Out of state applicants are allowed this process to minimize travel burdens during the initial application. Generally, LSP lacks more formal or expansive data related to its recruiting, hiring, promotion and retention activities. There is limited information and relatively no data analysis available related to applicant numbers at the Commission level. There are no current systems that formally measure recruit demographics, but an improved recordkeeping system would provide those capabilities.

There should be consideration of the physical requirements for applicants and whether good prospects are eliminated due to the current standards. Additionally, in general, Academy start dates are based on funding and are not consistently scheduled over time. Prospective recruits are often impacted with the uncertainty of Academy start dates.

At the time of this report, LSP was conducting a post certified expedited recruit class (14 weeks instead of 22). LSP and Academy leadership can be more focused on recruit completion of the Academy instead of recruit elimination from the Academy. There was some evidence that both post-certified and non-certified recruits quit during the academy due to limited access to family and only being allowed to call home once a week.

There is a promising mentoring program being implemented for new recruits that starts after the application process. The Field Training Officer (FTO) program is 12 weeks, with the possibility of three extensions. The probationary period is two years. The Academy technically oversees the FTO program, but should have greater oversight.

As outlined by the Task Force Report on 21st Century policing and multiple police agency accrediting authorities, the police should aim to demographically reflect the communities they serve. While interviewing the Operational Development Unit (ODU), it was noted that LSP lacked ethnic and gender diversity as a majority male White organization. As a part of reform, the Louisiana State Legislature directed improvements for diversity of the State Police. In June of 2021, members of the Louisiana State legislature enacted H.B. 129, § 2401.2. Recruitment of minority candidates which stated “The council shall develop a policy designed to increase the recruitment of minority candidates for law enforcement positions which may be implemented by governmental entities that employ a peace officer. All governmental entities that employ a peace officer shall either develop and implement a policy designed to increase recruitment of minority candidates for peace officer positions or adopt and implement the P.O.S.T recruitment of minority candidates’ policy.”

In 2018, a report indicated LSP lacked minority representation throughout the organization and at the command level. Reporting demographics presented that out of 1,063 State Troopers, 77.5% were White males, 16% were Black, and 4% were female (Mustain, 2018). As of October of 2022, LSP demographics presented that out of 868 Troopers, 76.9 % were White males, 16.5% were Black, and 4.5% were female. There has been little to no change in organizational diversity at LSP.

LSP’s existing Strategic Plan has no indicators for improving diversity, equity, and inclusion through Trooper recruitment, organizational assignments, leadership development or community collaboration. In order to improve the overall diversity across LSP leadership, Troops, and professional staffing, LSP may consider creating a diversity plan to foster a culture of inclusiveness and equity, and further efforts to better reflect the communities served across Louisiana. In developing a strategy to build organizational diversity, LSP should focus on the recruitment and hiring of minority candidates, especially underrepresented groups, to become State Troopers. In doing so, considerations should be made not only focusing on race and gender, but also seeking diverse candidates by religion, sexual orientation, language ability, and life experiences. For example, there is not much gender diversity in the Academy staff overall. Recruitment and hiring strategies should solicit partnership from high schools, military programs, college and universities, and stakeholders representative of the greater community.

When discussed, diversity, equity, and inclusion are not mutually exclusive; they are integral to a police agencies success. Diversity is concerned with representation and perspectives, but when an organization establishes equity, it pursues fairness and treatment to include equal opportunity. Inclusion prompts an environment conducive to feedback and openness (Russo C Rzemyk). All three areas play an essential role in developing a healthy police agency.

Proposed Recommendations & Findings

Goal 7: Implement a comprehensive recruitment and hiring strategy, reporting and assessment process.

RECOMMENDATION 1:

Confirm scheduled Academy dates in advance when feasible.

RECOMMENDATION 2:

Consider aggressive utilization of outside recruitment partners.

RECOMMENDATION 3:

Consider the implementation of a mentorship program.

RECOMMENDATION 4:

Allow daily or regular communication between Cadets and family members.

RECOMMENDATION 5:

Ensure hiring and recruitment outcomes are reflective of diverse communities LSP serves.

LSP should aspire to be a reflection of the state that it serves. Per the most recent [census](#), Louisiana is 51% female, 58% White (non-Hispanic/Latino), 33% African American, and 6% Hispanic/Latino. At LSP, 87% of Troopers are male, 72% of Troopers are White, 15% African American, and 2.5% Hispanic/Latino.

RECOMMENDATION 6:

Evaluate any gender specific needs/concerns addressed by affiliated gender.

RECOMMENDATION 7:

Allow organizations access to engage recruits (Female Outreach Program, Minority police organizations, LGBTQ organizations, etc.).

RECOMMENDATION 8:

Implement periodic re-evaluation of applicant exam content to ensure that it is applicable for what LSP is looking for in a Trooper and that it is equitable for all applicants.

RECOMMENDATION 9:

Re-evaluate hiring criteria for new applicants related to drug usage history.

For example, past marijuana usage is an emerging recruitment topic given the national landscape changing legalization of medical and recreational marijuana across differing states.

RECOMMENDATION 10:

Re-evaluate the physical requirements for entry to and completion of the Academy.

Promotions & Retention

For most promotions, there are training requirements that have to be fulfilled before Troopers can take the promotional exam. Troop Commanders determine if and when a Trooper can complete those trainings.

The promotional exam is developed with LSU with input from LSP SMEs. During this assessment, it was communicated to the TBG that often promotional exam content is not seen to be practical in adequately measuring a Trooper's ability to do the next job role or in evaluating them in their current career role.

If retested, the tester's most recent score counts. A curve is utilized with the results of each test to determine the passing scores (midpoint and standard deviation). Grade groups are defined by the numeric score. If there is more than one person with the same score that is considered 1 group. The top seven "grade groups" per promotional list proceed through the process. Prior to the current LSP Colonel, it was the top five grade groups. A tester can pass the test but still not be permitted to proceed through the promotional process if not in the top seven grade groups.

The Troop Commander determines the Troop interview process. Commanders determine their top three choices and present them to the LSP Colonel. Prior to his leadership, the Commanders' choices were honored without question. The current Colonel now requires Commanders to give their rationale for their ranking of the top three candidates, and to give an explanation for ranking the other Troopers below the top 3. The Colonel then exercises his authority to make the final determination about the promotion.

Some Troopers expressed that the promotional process has been abused in the past. For example, it was stated that "Everyone knows who is going to get promoted to specific positions." Some felt that in the past filling positions has even been halted in some instances because the desired Trooper didn't pass the exam. It was also expressed that, "In the current administration, if you are Black or a female you are going to get promoted."

RECOMMENDATION 11:

Re-evaluate the testing process for practicality and equitable application.

RECOMMENDATION 12:

Make the examination a pass/fail to allow everyone who passes the ability to proceed through the remainder of the promotional process.

RECOMMENDATION 13:

Allow the capability to use the highest test score as the reference score for the Trooper.

RECOMMENDATION 14:

Consider an external entity to complete the testing and assessment process through the Commission before Troop interviews.

RECOMMENDATION 15:

Implement a standardized interview process for every Troop.

RECOMMENDATION 16:

Ensure that every interview panel is diverse in its representation and that input is considered for all panelists.

RECOMMENDATION 17:

Create a "detail" rank of Corporal to give Troopers that have met specific requirements an opportunity for recognition prior to being promoted to Sergeant.

RECOMMENDATION 18:

Expand LSP mentorship programs to include Troopers for promotion.

RECOMMENDATION 19:

Promote leadership and inclusion programs for females, minorities, LGBTQ members, and others.

RECOMMENDATION 20:

Develop a clear promotional standard process, including a recusal process, and ensure transparency in the process.

Nearly all interviewees identified promotions as one of the top areas of concern affecting morale indicating there is “zero” transparency, and that it is based on “political, family or fraternity connections”.

RECOMMENDATION 21:

Consider a minimum threshold of patrol experience (e.g. 3 years) to be eligible for promotion or transfer.

From a systemic perspective, there is concern that troopers are promoted or transferred within a short period of patrol assignment (e.g., 6-12 months). Though there is no minimum time requirement to transfer, there are minimum time requirements for troopers’ rank promotions (i.e., 5-years as Trooper to make Sergeant, 2-years as Sergeant to make Lieutenant, 2 years as Lt. to make Captain, etc. Downstream, this is problematic as these individuals come back to the Troop as supervisors or are overseeing training or other departments with very limited patrol experience which creates credibility and safety concerns. Additionally, it appears a Trooper can be disciplined, and a rank removed, but there is no designated timeframe before you are eligible for promotion again. For example, one could be demoted from Lieutenant to Sergeant and then be eligible for promotion again immediately. Policy must clearly be developed to address this.

RECOMMENDATION 22:

Conduct an assessment of the promotional ranks of women in LSP and define strategies to promote equity.

LSP culture requires more gender neutral approaches, and this was observed by the assessment team in varying ways. Foundationally, nearly all policies are written in the masculine (his, him, manpower, etc.). A brief review of Academy gender ratios and promotional gender ratios are clearly cause for concern. How this plays out in day-to-day work is important to address. For example, it was stated, “Some of us have learned if you are someone who can speak up and stand up, it teaches certain guys not to run over you. If they think they can walk all over you, they will. However, there is also fear about what will happen to you down the line if you do speak up.” Promotional ranks of women are indicative of this subjugation.

TBG heard repeatedly that the perception in LSP right now is that if you get promoted or transferred, it is either because you are a woman or you are Black. LSP leadership must stand strong in the face of this criticism and simply do what is right, promoting or transferring qualified personnel without sacrificing standards, and with a strong lens toward diversifying a Department that is desperately in need of it.

There is presently a woman Lieutenant Colonel in LSP, but female leadership must be strengthened. This brings diversity to the command structure, permits role modeling for other female troopers, and brings much needed perspective to the room in which important decisions are made.

Troopers voiced concerns about the possibility of a new Colonel. It was noted, “There are men standing by right now that are hostile toward women, and they are just waiting for the next administration.” Promoting diversity up the ranks, along with updating policies and training that guide LSP with best practice, will help institutionalize a culture that is more conducive to women and other marginalized communities. This makes it more challenging to derail progress with a change in leadership.

The first ever female Trooper conference was held in 2021 and included discussions with all sections who typically didn’t have women (Air Support, Emergency Services, SWAT, K-9, etc) to provide exposure to those interested. The third annual is scheduled Oct. 16-17, 2023. This is commendable and should be fully supported moving forward.

Key LSP Transformation Opportunities

The success of every police department begins with its recruitment efforts and impacts every other function of the agency. It is generally accepted police practice that progressive and broad-minded departments make every attempt to ensure that their staff is representative of the communities they serve. It is also well-known that how a department is viewed in a community, especially communities of color, can be a barrier for potential applicants who lack support from family and friends. Therefore, police recruitment should always be a broad, Department-wide effort, involving steps to improve community relations and community engagement, increase transparency, and continue to reach under-represented populations.

A key challenge remains for LSP in overcoming the history and “tradition” that created the current culture and environment. LSP is working to put in place strategic goals, strategies, and leadership to right the ship and enhance the organization’s recruiting, hiring, promotion and retention efforts. LSP understands it must continually assess its hiring practices and outcomes to be competitive and successful in recruiting, hiring, and retaining the level of well-qualified candidates the Louisiana community expects and demands. Recruiting, hiring, and retaining the right people are the critical first steps to achieving the larger goals of reducing crime and building relationships of trust with the community.

08.

Officer Wellness & Employee Assistance



Officer Wellness & Employee Assistance

Overview

The overall health and well-being of the Louisiana State Police Department (LSP) personnel is paramount. The Bowman Group (TBG) evaluated LSP policies, training, and operational practices designed to support and promote employee and Trooper safety, physical health and mental wellness.

Approach

TBG conducted interviews of Department personnel including LSP leadership, commanders, supervisors, and Troopers about how Department members view LSP Trooper wellness efforts. These in-person and virtual interviews and focus groups included various departments and specialized units, including DPS Human Resources and 911 Dispatch. Additionally, TBG reviewed case files, the current five-year Strategic Plan, lesson plans and observed training. TBG also participated in Trooper ride alongs and analyses related to Trooper Employee Assistance Program (TEAP), peer support, discipline, and internal affairs.

Proposed Recommendations & Findings

Goal 8: Provide proactive and responsive support to promote and sustain a healthy workforce.

LSP Strategic Plan

RECOMMENDATION 1:

Give priority attention to wellness goals and actions in the five-year Strategic Plan.

TBG reviewed the previous (through 2025) and current (through 2028) LSP five-year strategic plans. The state updates strategic plans two fiscal years before the previous one expires resulting in two strategic plans that are concurrent during overlapping years. There is considerable contemporary research on the impacts of health and wellness and connections to officer discipline, productivity, and performance. The LSP 124-page Strategic Plan does not garner sufficient attention or dedicated priority to this important topic.

The Wellness Director position is housed under the Academy which has allowed greater access to training facilities and Trooper training. Given its high level of importance, LSP may consider how to strengthen the credibility and position of this office in the organizational structure.

Department of Public Safety (DPS) and LSP

Few resources are dedicated to support Trooper wellness. Most DPS resources are offered through three state insurance plans for eligible state employees. Consequently, traditional Trooper Employee Assistance Program (TEAP) health and wellness offerings are not law enforcement specific and accessible offerings vary statewide.

Presently, the DPS HR identifies themselves as more of a “document house” for LSP. It does not have access to digital software or a Records Management System (RMS). Rather, paper files are still common. The office utilizes Excel spreadsheets by calendar year to track data. This system is not digital, robust, or uniform, and some data may not be captured or readily retrieved. Digitizing would ensure a more reliable and valid measurement of important HR functions that impact LSP, like tracking Worker’s Comp claims, FMLA, crisis leave, promotions, and demographic information. For example, qualifying events for Worker’s Comp and FMLA were not reliably tracked.

DPS and LSP policies can be found on the PowerDMS (Policy Management System), which is used to disseminate policies from the DPS Human Resource (HR) department.

Policies

Certain policies identified were decades old. Many were not written in gender-neutral language (he, him, manpower, etc.), and should be updated with more inclusive language (e.g., personnel, his/her, etc.). LSP may also reconsider existing references that may be perceived as discriminatory in nature such as eliminating references to “God” and expanding the definition of “family.” In addition, the Crisis Leave policy does not allow for life partners under “eligible family members.” The “Crisis Committee” should include a physician or someone with a mental health background.

RECOMMENDATION 2:

Establish a system to consult DPS HR in the writing and revision of policies specific to LSP.

DPS develops statewide policies. LSP has revised many of them under written directive. Presently, this process goes through LSP chain of command and a copy is provided to DPS HR. LSP should consider involving DPS HR in certain determinations, where appropriate.

For example, P.O. 232 Return to Work/Light Duty Policy is related to injury, pregnancy, etc, that occurs on or off the job. This policy has HR and potential legal implications related to following FMLA guidance. LSP should consult with DPS HR on such policies, and may consider prioritizing and implementing a regularly scheduled inter-departmental meeting.

Certain LSP specific policies should get appropriate input and consideration by DPS Human Resources, especially those with possible legal implications on LSP personnel matters.

LSP should develop a tracking system for key LSP and DPS HR data relevant to data analysis, transparency and accountability.⁸⁹

RECOMMENDATION 3:

TEAP and wellness related policies should be regularly reviewed (and revised when appropriate).

LSP should consider putting in place a policy review system. This should include roles for both DPS HR and LSP.

RECOMMENDATION 4:

Strengthen Trooper Employee Assistance Program (TEAP) language to reflect required protocols.

The P.O. 247 policy language should give consideration to requirements on protocols involving Critical Incident Stress Debrief (CISD), Rest Information and Transition Services (RITS), and Defusing, Family/Office Debriefing.

The Use of Force policy also has required protocols that should be reflected in the TEAP policy: “TEAP shall provide, upon request, peer support to the officer involved in the deadly force event and to the officer’s immediate family member(s).”⁹⁰

⁸⁹ Presently, key data was not reliably tracked. For example, the reason a crisis leave request was denied was not noted.

⁹⁰ Consideration should be given to requiring an initial outreach within 12-24 hours post incident, a secondary outreach 48 or 72 hours post incident and depending on the circumstances a third outreach 7-14 days post incident. Any divergence from this should be documented with the reason for it.

RECOMMENDATION 5:

Revise P.O. 232 Return to Work/Light Duty Policy to include mental health in addition to physical health.

RECOMMENDATION 6:

Develop a Fit for Duty Evaluation (FFDE) policy.

There is no official policy on FFDE. The DPS HR and appropriate stakeholders should be integrally involved the development of this policy.

The FFDE is overseen by Internal Affairs. LSP contracts with MATRIX to make fit for duty determinations. MATRIX is a local vendor that also conducts pre-hire screening.

RECOMMENDATION 7:

Document and track Troopers' exposure to duty related trauma.

LSP should consider tracking officers' exposure to trauma to understand its impact on officer wellness. For example, Mark43 could track key criteria, such as repeat officers responding to fatalities or other potentially high trauma calls. Entries related to fatal crashes and Troopers who have worked them should currently be in the system and utilized for this analysis. P.O. 241 Workers Compensation—does not presently include repeat exposure to trauma which should be considered.

RECOMMENDATION 8:

Include hyperlinks when referencing other policies, forms, laws, etc.

RECOMMENDATION 9:

Update P.O. 210 Crisis Leave Policy (dated 2012) and track both Crisis Leave approvals and denials, including the reason for denial.

DPS HR has an Excel spreadsheet that tracks approved crisis leave requests, but there is no tracking for those that have been denied. This would improve transparency, accountability, monitor trends, and help rule out bias. In the interim, if HR cannot modify this practice, LSP must. Preferably, HR should be responsible for this.

Officer Wellness Programs

The Officer Wellness Program at LSP is largely in its infancy stages and consequently, a number of identified programs were not yet institutionalized. There is one dedicated full-time position allocated to LSP officer wellness. The following programs have either been started, strengthened, or are currently under development.

LSP Trooper Employee Assistance Program (TEAP); Peer Support Program and Critical Incident Stress Management (CISM)

Many members of LSP see TEAP as synonymous with CISM and peer support within the Department. The TEAP acronym was used to describe the peer support program throughout interviews. Peer support is a powerful resource nationwide for addressing stress management, mental health, suicide prevention and overall officer safety and wellness.

The LSP Wellness Coordinator is working toward a structured peer support team by Troop and Region. Both the peer support and CISM teams are included under the confidentiality laws found under CISM training. TEAP programs like vetted therapists, the mobile app, partner support groups etc. are resources connected with CISM and peer support. However, generally, the TEAP program and resources should be distinguished from CISM and peer support.

LSP's first activation of peer support occurred after Hurricane Ida in 2021. The first statewide peer support team meeting was held in 2022, highlighting the newness of the program.

RECOMMENDATION 10:

Align wellness staffing statewide with regional demands.

The three LSP regions of the state have different cultures and available resources. Therefore, LSP may consider identifying the unique needs of the Troops/Regions and tailor resources for each.

RECOMMENDATION 11:

Conduct a Trooper wellness needs assessment by Region and Troop.

LSP must hear from Troopers in order to determine priorities for its wellness programs and resources.

RECOMMENDATION 12:

Increase the frequency of peer support member meetings and trainings.

LSP should consider a regional strategy for convening peer support members statewide.

RECOMMENDATION 13:

Standardize peer support deployment and response for specific types of calls, where appropriate.

Generally, regional peer leaders determine what type of peer support deployment and response is appropriate to a specific event. This latitude may be appropriate and supports the empowerment of regional leaders. However, LSP should consider implementing standardized elements for specific types of calls.⁹¹

RECOMMENDATION 14:

Formalize regular proactive outreach for specialized units with repeat exposure to trauma like Sex Crimes, Crime Scene investigators, Homicide, SWAT, CNT, etc.

LSP should implement a preventive outreach plan that guides peer support members to communicate with members of specialized units on a regularly scheduled basis.

LSP may also consider a "group notification" system for incidents requiring peer support response, including built in pre-scheduled reminders for follow up (e.g. 60 days, 1 year etc.).

There is not a "group notification" system to inform the peer support team of an event that may require peer response. Right now, the volunteer team utilizes word of mouth notification up through team leaders. A more formal notification system should be considered. Additionally, while peer support leaders felt they do a good job of initial response to persons needing support, there was not a system in place to remind peer support members to check

91 Latitude provides room to interpret varying needs based on the individual and specific incident involved

in six months, a year or two years post an event. If there was an electronic notification reminder system in place, this would be addressed.

RECOMMENDATION 15:

Promote the wellness app and provide training on its features.

A wellness app (CordicoShield by Lexipol) was implemented in 2020 as a joint effort between the Louisiana State Trooper Association, Louisiana Troopers Foundation and the State of Louisiana. Like other wellness options, this too is a new resource. The LSP app offers yoga exercises, breathing, mindfulness, links to the suicide hotline, written resources (e.g. panic, anxiety, compassion fatigue, fitness, nutrition etc.), over twenty self-assessment tools, peer support names, bios and contact information, chaplain contacts and bio information, a therapist finder with geo location, Nike Run club, white noise and sleep sounds, state insurance benefits, and it can push out emergency notification messages.

There is no utilization data collected, for confidentiality purposes, but the resources are comprehensive.

Physical & Mental Health Initiatives

RECOMMENDATION 16:

Incentivize personnel efforts to improve physical health.

LSP should consider ways to recognize positive indicators and healthy behaviors. This can include things such as steps walked, cardiovascular activity, weight loss, completed appointments with nutritionists, membership scans at the gym, discounted or free gym memberships, and on-duty workout hours, for example.

Even minimal incentives (e.g. gift certificates) can be meaningful. Free cardiovascular screenings, wellness checks, flu shots, nutritionist sessions, legal assistance (to help develop wills, etc.), financial assistance (retirement planning, etc.) were not provided across the state, and LSP can work to make these services more readily available and accessible to Troopers in different regions.

RECOMMENDATION 17:

Prioritize access to clinicians with law enforcement expertise.

LSP should ensure Troopers under each of the five insurance plans have access to vetted clinicians with first responder experience—regardless of their insurance plan—so they do not have to rely solely on a TEAP or LSP referral. The Wellness Coordinator has begun to vet clinicians with first responder training/experience to build a resource network around the state. LSP has a grant to send 13 vetted clinicians to Certified First Responder Counselor (CFRC) training. Like most LSP wellness programs, this is new and not yet institutionalized, but should be supported. Additionally, LSP should consider whether hiring external clinicians and embedding them by Region may be useful. Many departments have had success with hiring their own mental health clinicians, however it is imperative to “house” them off-site in order to protect confidentiality.

Chaplains

There are 22 volunteer chaplains around the state with one part-time Chaplain overseeing the program. This program has opportunity to grow. Chaplains are generally expected to do ride-alongs and proactively establish relationships with Troopers. Chaplains also do ceremonial work and must be trained in Critical Incident Stress Management (CISM) and Applied Suicide Intervention Skills Training (ASIST). This is commendable.

RECOMMENDATION 18:

Document the nature of Chaplain contacts related to Trooper wellness.

Chaplain activities related to efforts to support Trooper wellness could be better documented. For example, when a Chaplain engages, what was the nature of the contact? LSP should consider documenting the type of contacts (i.e. informal visit to the Troop Station, ride-along, one-on-one interaction, proactive outreach, outreach by the Trooper to the Chaplain, etc). This record should also include general information, such as Region and Chaplain name. Over time, this information can help to strengthen the program and monitor trends. Given the relatively small number of Chaplains across the state, there were numerous contacts reported, which should be explored.

It does not appear that Chaplains are deployed to death notifications, which LSP should consider implementing.

Trooper Wellness

LSP culture has contributed to officer wellness not being prioritized. While public exposure and national policing incidents are shining a light on the importance of wellness, resources at LSP have been limited at best. Efforts to strengthen wellness resources within LSP have gained some momentum in the last few years but are in such early stages. Interviews and a review of the previous LSP Trooper Satisfaction Survey revealed certain themes related health and wellness.

Patrol Burnout

RECOMMENDATION 19:

Consider creative options to supplement patrol staffing.

The primary mission of LSP is highway safety, and patrol is the backbone to that. Given staffing needs, LSP should consider and implement creative options to address patrol burnout concerns.⁹²

Suicide Awareness

RECOMMENDATION 20:

Conduct Department-wide suicide awareness and intervention training.

This could be considered part of annual in-service and there should be dedicated training time in each Troop to promote identification of suicide risks and interventions. In the last two years, there have been four suicides and three verbalized suicidal ideations within the LSP organizational community. There was a National Guardsperson suicide on the Headquarters compound last year. LSP is working to build suicide awareness, but it is in the early stages of implementation.

Discipline Inconsistency

RECOMMENDATION 21:

Adopt tools that ensure consistency and fairness in disciplinary decision-making. A discipline matrix consistent with best practices should be immediately developed and implemented.

LSP personnel expressed concerns about perceptions of inconsistent discipline, discipline that does not support the seriousness of the offense, and lack of transparency in discipline, which may impact overall culture and wellness.

⁹² One consideration could be rotating personnel from other departments (detectives, training etc.) taking patrol shifts for a few weeks to a few months at a time. It may also be useful to consider a "callout fatality team" so patrol Troopers can be released from calls that take a significant amount of time. This leads to downstream wellness concerns like getting backed up on paperwork (and in some cases taking it home to get it done), pressure by chain of command for not producing patrol stats etc.

Gender⁹³

RECOMMENDATION 22:

DPS Human Resources should be leveraged to train LSP supervisors and personnel on policies and laws affecting women.

A female Trooper said “we need more knowledge on FMLA and other rights as a woman. The female element is so small here that supervisors just don’t know.”

Shift Schedules

RECOMMENDATION 23:

Study the research on shift work and realign shifts to maximize Trooper wellness and productivity.

Shift work research indicates that rotating shifts tend to result in greater negative impacts on officer wellness, performance, and productivity over time.⁹⁴

Several Troopers and outside stakeholders noted that this may be contributing to burnout. LSP has 12-hour shifts (5am-5pm), rotating every two weeks nights to days (5a-5p and 5p-5a). There is no bidding process for shifts, and seniority is not considered. While shift schedules are preferred by some, sleep health must be considered. The current shift schedule rotating nights to days is as follows:

- Monday and Tuesday work
- Wednesday and Thursday off
- Friday, Saturday, and Sunday work
- Monday and Tuesday off
- Wednesday and Thursday work
- Friday, Saturday and Sunday off

Mentor Program

RECOMMENDATION 24:

Support the expansion of the Trooper Mentor Program program.

LSP has recently re-started a mentor program. This is distinct from the FTO program, as not all mentors are FTOs and not all FTOs are mentors. This proactive program can be impactful to culture and Trooper retention. Mentors have been trained in Emotional Intelligence (EI) 2.0, will be paired with newly assigned Troopers, and the mentor assignment is intended to run one year past Cadet graduation to help introduce Troopers to the Department.

Degree Incentive Program

RECOMMENDATION 25:

Continue to invest in Trooper education.

LSP should consider developing a tuition reimbursement program to prioritize and invest in professional development, and include a period of service that the employee would need to remain with LSP (e.g., 5 years) in order to retain this incentive.

⁹³ TBG recognizes that gender is a broad term. In this report, TBG uses the terms “gender” and “sex” as identified by LSP data reporting systems.

⁹⁴ Several studies have shown that a fixed shift is better on the body, and that sleep deprivation causes impaired decision-making. Some sources that shed light on this issue can be found [here](#) and [here](#).

Cadet Training

Of the 496 hours required to be a Level 1 Basic Peace Officer, the primary training that touches on officer wellness is a 4-hour POST course called, “Police Survival: Legal and Mental Aspects” whereby, “each student should be aware of the legal and mental aspects of a critical incident as well as his rights and responsibilities in making a full accounting of the incident”. This training is designed more for legal rights and responsibilities, and less related to officer wellness.

Previously, the LSP Academy had one hour of exposure to officer wellness training. However, eight hours were allocated to wellness training in 2022, provided by the LSP Officer Wellness Coordinator. This is commendable. Additionally, the Wellness Coordinator was given time to talk about the transition from Training Academy to field work and the chaplaincy program. Consequently, providing 9 + hours of training in Academy is clearly a dramatic improvement.

RECOMMENDATION 26:

Embed wellness related training in the annual training schedule.

LSP should consider having a panel of trained LSP wellness personnel from across the Department present at Cadet, in-service, and pre-service training to promote awareness and education on wellness-related topics and to provide information on different resources and programs across the state.

RECOMMENDATION 27:

Eliminate the practice of removing phone privileges for Cadets during Academy.

The Academy has been called “barbaric.” A respondent commented on the impacts of a “disciplinary” removal of phone privileges during Academy. “When you have young kids who are relying on you calling every week on Sunday and you can’t explain to them why didn’t for two weeks, it affects not just you, but your whole family. It breaks trust between you and your kids”.

RECOMMENDATION 28:

Annual in-service training should be strongly reconsidered with emphasis on community engagement, customer service-related topics, de-escalation, communication, impartial policing, procedural justice, officer wellness and TEAP.

While Academy training is of great importance to preparing Cadets for 21st Century policing best practice, annual in-service is crucial for changing department culture and equipping seasoned law enforcement in best practice. Consequently, heavy emphasis needs to be added to annual in-service on best practices, including wellness.

TBG reviewed annual in-training for 2019-2022. The lack of training in support officer wellness and TEAP is striking. While it is commendable that a two-hour block on TEAP was provided for the first time in 2021 (focused largely on the Kevin Gilmartin book *Emotional Survival for Law Enforcement*), it appears to be absent (at least formally) for 2022. There is heavy emphasis on use of force related topics and tactical strategies. There is no real emphasis on community engagement, customer service-related topics, de-escalation, communication, impartial policing, procedural justice, officer wellness, or TEAP.

Pre-Service Promotion Training

Presently, there is no formal focus on wellness and wellness resources as part of the pre-promotion training in LSP.

Not only is this detrimental to guiding a culture shift on wellness, but if supervisors aren't steeped in the causes, signs, and symptoms of stress and trauma along with how to access resources, it is challenging to adequately take care of themselves and those they supervise.

RECOMMENDATION 29:

Ensure regular, robust training on causes, signs and symptoms of stress and trauma along with how to access resources at all levels—Cadet, annual in-service and pre-promotion training.

It was reported that LSP Sergeants get informal education on wellness options, but this should be formalized.

Roll Call Training

Roll call presents an opportunity to implement officer wellness programs, including breathing exercises, wellness checks, massage chairs, financial planning review, etc.

RECOMMENDATION 30:

Promote a roll call training culture that encourages team building, camaraderie, and periodic use of short but impactful wellness exercises.

Officer Wellness Data

Like many other areas of this assessment, there was limited data available related to wellness. Data is essential to track trends, identify needs, and justify additional resources and support.

RECOMMENDATION 31:

Develop a reliable data tracking system related to TEAP policy requirements.

P.O. 247 Trooper Employee Assistance Program (TEAP), directs when TEAP should be notified of certain events. It is unclear at the time of this writing if these events are being reported reliably. For example, if a fatality occurs in Troop D, and the Sergeant at the desk calls a Troop D peer support team member to respond to assess the situation, if he/she finds no need for CISM, the Wellness Coordinator may or may not be notified at all. The Wellness Coordinator is more likely to receive notifications when CISM is deployed, or when follow up peer support/resources are needed, but reliability in both response and notification protocol is needed.

The Wellness Coordinator utilizes a "jot form" to track peer support related data. However, the data presently collected is minimal and unreliably completed. The JOT reporting form is not consistently used for this type of contact, although use is increasing. TBG recommends additional data be collected. The form fields should have simple drop-down boxes to encourage consistent documentation and reporting.

LSP could employ more descriptive column titles and drop-down boxes to capture pertinent data.⁹⁵ For example: "Type of Interaction" drop down boxes should include: Debriefing, Defusing, One on One Individual Support, Small Group Team Support, Training, and Other.

"Number of Individuals Served in the Interaction" (1, 2, 4, 15, 64...). On the current jot form, there are instances where, for example, 54 individuals are identified as served in one contact, but there is no easily identifiable way to

⁹⁵ These should all be drop down boxes for ease of completion and all should contain a "other" field with a narrative box to capture incidents that fall outside of these categories. When it is formatted with drop down boxes, the data is simple to complete, run reports and aggregate data.

know what the interaction was for.

“Interaction Provided By”: Drop down boxes for CISM; Peer Support; Chaplain; Other (add narrative box for other).

1. Information including: “Date Interaction Occurred”: (Drop down calendar); “Region/Troop Interaction Occurred”: (Drop Down); and “Region/Troop Served”. For example, if the individual was from a different Region seeking support in a separate Region.⁹⁶ This would help one understand the frequency this is occurring, which may be useful to identify if officers are more likely to seek out support from another Region, or to a specific peer/chaplain etc.
2. “Interaction Initiated by” (no names- but drop downs for): Individual requesting support; Peer Support member; Chaplain; CISM Mandated Interaction (e.g., debriefing); CISM non-mandated...; and Other. This will help collect data on percent of interactions that are mandated, self-initiated (officer reaching out for help), someone reaching out to the person after a serious incident, or because another person suggested a reach out etc. Also, “Intervention provided by”: Drop down of CISM, Peer Support, Chaplain.
3. “Special Event Related”: Yes/No (Natural Disaster-Hurricane; Officer suicide; Officer killed in the line of duty; Officer wounded in the line of duty; Officer wounded or killed off duty; Family Trauma; Other)
4. “Badge/Star Number who provided the support” (or Civilian Name for Chaplains or Retired Name if you have retired LSP serving as Peer Support). This helps you identify who is active in their peer support role.
5. “Disposition/Outcome of Interaction”: Informal Support Provided; External Referral Made; Internal Referral Made; Follow Up Support Needed etc., and Other (narrative field).

There should never be personal identifying information included and completing the report should brief and access to this report should be limited.

Key LSP Transformation Opportunities

Review of officer wellness and employee assistance has revealed several needs that should be addressed. Troopers and supervisors throughout the organization indicated a need for focused attention to their health and wellness and LSP has a significant opportunity for transformation. As with any organization, the right leaders must be in place for sustainable change. After extensive interviews at all levels of LSP, leaders recognized the significant changes needed in officer wellness and were eager for guidance. Clearly, discussions on wellness are occurring more frequently now than in previous years. Most LSP personnel interviewed indicated that wellness has become more “talked about” than ever before. For the first time in its history, there is a full time dedicated officer Wellness Coordinator with tangible support for LSP to grow and develop more resources in this area. Additionally, the wellness training added in 2021 serves as a solid foundation for an expanded offerings.

⁹⁶ The identification of Region will help track if there are regions that may need more support, or may be experiencing higher levels of trauma and other trends.

09.

Early Intervention System



Early Intervention System

Overview

The scope of this Early Intervention (EI) system assessment included a review of how the Louisiana State Police (LSP) utilizes an EI system and whether the corresponding data is used as a predictive tool versus a disciplinary tool. In addition, the review sought to determine if the EI system aligns with methods for addressing employee wellness and provides support versus discipline that align with national best practices. Furthermore, the review included determining whether LSP data collection and process is effectively identifying employee performance problems or behavioral changes that do not warrant discipline but suggest that an employee may be having a personal concern or crisis.

An EI system or program is a non-disciplinary, supervisory management and accountability tool used by law enforcement agencies to identify at-risk behavior early. EI systems are data-driven; they track performance indicators and identify at-risk officers based on certain thresholds, which can trigger an intervention with the officer and post-intervention monitoring by the supervisor. Furthermore, identifying and addressing at-risk and problematic trends in officer behavior before a serious incident occurs can prevent harm to Troopers and community members, avoid erosion of the Department's legitimacy and community trust, and protect the Department from liability.⁹⁷

EI systems can be valuable supervisory management tool to increase Departmental accountability and help employees meet the agency's values and mission statement. Like performance evaluations, EI systems are critical components for effective personnel management processes.⁹⁸ Separate from any disciplinary process, the EI systems can help Troopers improve their performance by providing a more holistic view of behavior. The strength of the EI system is the ability to scan an array of data points and identify personnel displaying potential at-risk behaviors in one domain or across many different domains.⁹⁹

The International Association of Chiefs of Police (IACP), the U.S. Department of Justice (DOJ), and many policing experts have recommended EI systems as a promising practice.¹⁰⁰ As a result, more than 65 percent of police agencies with 100 or more officers had an EI system as of June 30, 2016.¹⁰¹ Furthermore, because an EI system is non-disciplinary in nature, supervisors can receive alerts based on a threshold to address at-risk officer behavior early rather than waiting on the internal affairs process, including complaints and use of force investigations.¹⁰² Early interventions will also assist in addressing officers' use of force decisions being based on extralegal rather than legal factors, and thus, questionable conduct.¹⁰³ To this end, law enforcement agencies must determine appropriate EI thresholds and intervention processes and hold their supervisors accountable for the review and execution of these EI intervention processes with their subordinates.

97 Gullion, C. L. & King, W. R. (2020). *Early intervention systems for police: A state-of-the-art review*. *Policing: An International Journal*, 43(4), 643-658. <https://doi.org/10.1108/PIJPSM-02-2020-0027>

98 COPS Office (Office of Community Oriented Policing Services). *Building Trust between the Police and the Citizens They Serve: An Internal Affairs Promising Practices Guide for Local Law Enforcement*. Washington, DC: Office of Community Oriented Policing Services, 2009. <https://ric-zai-inc.com/Publications/cops-p170-pub.pdf>

99 U.S. Department of Justice, Office of Community Oriented Policing Services (2019), "Law enforcement best practices: Lessons learned from the field", Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

100 U.S. Department of Justice, Office of Community Oriented Policing Services (2009), "Building trust between the police and the citizens they serve: An internal affairs promising practices guide for local law enforcement", Washington DC. <https://www.theiacp.org/sites/default/files/all/b/BuildingTrust.pdf>; Walker, S.E. and Archbold, C.A. (2013), *The New World of Police Accountability*, Sage Publications, Thousand Oaks, CA.

101 U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics (2020). *Law Enforcement Management and Administrative Statistics Surveys (LEMAS)*, 2016. *Inter-university Consortium for Political and Social Research [distributor]*. <https://doi.org/10.3886/ICPSR37323.v1>

102 Gullion, C. L., Orrick, E. A., & Bishopp, S. A. (2021). *Who is at-risk? An examination of the likelihood and time variation in the predictors of repeated police misconduct*. *Police Quarterly*, 24(4), 519-546. <https://doi.org/10.1177/1098611211013048>; Gullion, C. L., Orrick, E. A., & Bishopp, S. A. (2021). *Examining the Risk of Recurring Use of Force Incidents Among Newly Hired Police Officers*. *Crime & Delinquency*, 00111287211052445. <https://doi.org/10.1177/00111287211052445>

103 Gullion, C. L., Orrick, E. A., & Bishopp, S. A. (2021). *Examining the Risk of Recurring Use of Force Incidents Among Newly Hired Police Officers*. *Crime & Delinquency*, 00111287211052445. <https://doi.org/10.1177/00111287211052445>

Approach

The Bowman Group (TBG) reviewed LSP's early intervention (EI) program and practices, including their policy, training, and communication of the program, the tracking process, and associated files for supervisor's handling of alerts and interventions. TBG conducted ride-alongs and completed over 100 interviews and focus groups (virtual and in-person) with Troopers, field trainers, first-line supervisors, middle management, Commanders, and support staff to discuss the EI program and practices. TBG asked LSP to provide any EI-related policy, training, program or practices, supervision, oversight, or accountability materials, between January 1, 2017, to either December 31, 2021, or May 31, 2022, depending on the type of documents requested.

Given there was not a consistent, structured method for supervisors to track when EI-related risk indicators occurred and when thresholds were met across LSP, there were no assurances that all employees who met the EI thresholds were identified, incidents reviewed for trends and patterns, and EI interventions appropriately considered. This does not indicate that LSP did not identify and appropriately conduct reviews of EI-related risk indicators of employees when needed; only that TBG was unable to review or confirm this process during this assessment.

Proposed Recommendations & Findings

Goal 9: Embrace an early intervention program to support employee retention.

Policy

RECOMMENDATION 1:

Revise LSP P.O. 216 Early Identification System (EIS) policy to reinforce that the nature and purpose of the EI program is non-disciplinary.

While the EIS policy currently focuses on performance and/or stress related problems, it is important to clearly state at the beginning of the policy that the early identification system is a non-disciplinary tool to address at-risk employees.

Ensure that the purpose of the EI program and its manner of use are clearly articulated in the policy, so it is not perceived as something to be feared.¹⁰⁴

RECOMMENDATION 2:

Ensure the review and intervention processes outlined in the EIS policy align with national best practices.

Supervisors should review incidents that met the EI threshold and the associated body-worn camera (BWC) footage (if available), as well as an employees' work history, to identify any trends or patterns.

Supervisors should meet with employees who met the EI threshold in a timely manner to discuss the incidents, their work performance, and any personal or job-related concerns they may be experiencing.

Supervisors should document these meetings with employees, including the date, location, reason(s) for the intervention meeting and threshold(s) met, review of incidents and work history, any patterns/trends identified, discussion with employee regarding any concerns that may be affecting their work performance, intervention outcomes, if any, and post-intervention monitoring if appropriate.

104 U.S. Department of Justice, Office of Community Oriented Policing Services (2019), "Law enforcement best practices: Lessons learned from the field", Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

Managers should ensure the oversight and accountability of these EI intervention processes through regular review of EI reports and interventions handled by supervisors.

The EIS policy currently states that supervisors are only meeting with employees if correction action is taken, which was confirmed by LSP. In addition, this policy requires a brief summary of the incidents, but there is no indication of further documentation, such as what supervisors should be considering as trends and patterns in their review.

As a national best practice, all line supervisors and managers should be responsible for monitoring and meeting with employees who meet the EI thresholds and recommending specific supports or services for them. Certain law enforcement agencies require documentation of the intervention itself, including when (date/time) and where the meeting with the officer occurred, the reason for the type of intervention selected, and the outcome of the intervention including follow-up and/or post-intervention monitoring.¹⁰⁵ Agencies that have implemented this cite the benefits of the direct supervisor-to-subordinate conversation it facilitates: the supervisor is held accountable and is not able to avoid or ignore an issue, and employees are made aware that their chain of command is paying attention to their performance and welfare. This approach also ensures that an individual's chain of command is informed of the situation and the intervention; this helps ensure that the employee's supervisor will make a proactive effort to support the employee and follow through on recommendations for support or intervention.¹⁰⁶

RECOMMENDATION 3:

Consider including policy review, re-training, commendation, and enhanced supervision in the EI policy as additional intervention outcome options available to supervisors for identified at-risk employees.

Currently the EI policy outlines intervention outcome options to include a Chaplain program or peer counseling referral, mental health care provider referral, targeted training, reassignment or transfer, disciplinary action, or no action needed. However, given EI systems are non-disciplinary and intended to supervise and mentor employees, additional options such as policy review, re-training in certain topic areas, commendations for proactive Troopers adhering to the tenets of the 21st Century policing,¹⁰⁷ and enhanced supervision may be useful in certain situations with different types of at-risk employees.

While interventions can vary, including a wider range of positive and corrective interventions can provide more options for supervisors to address at-risk employees and hopefully prevent future at-risk incidents. For example, Los Angeles Police Department (LAPD) has intervention outcome options for interventions that include no action, commendation, informal meeting, training, modified field duties, directed health and wellness referral, notice to correct and complaint.¹⁰⁸ Phoenix Police Department (PPD) includes outcomes such as no action needed, supervisor's discretion and training-based, or wellness-based, interventions.¹⁰⁹ While TBG certainly understands that LSP is its own Department with different priorities and employee needs, these additional intervention outcome options may be worth considering.

¹⁰⁵ Los Angeles Police Department. (2020). 2020 3rd Quarter Los Angeles Police Department Manual. https://www.lapdonline.org/lapd_manual/; Phoenix Police Department. (2017). Phoenix Police Department Operations Order Manual. https://www.phoenix.gov/policesite/Documents/operations_orders.pdf; Seattle Police Department. (2021). Seattle Police Department Manual.

¹⁰⁶ U.S. Department of Justice, Office of Community Oriented Policing Services (2019), "Law enforcement best practices: Lessons learned from the field", Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

¹⁰⁷ President's Task Force on 21st Century Policing. (2015). Final report of the president's task force on 21st century policing. U.S. Department of Justice, Office of Community Oriented Policing Services. <https://cops.usdoj.gov/RIC/Publications/cops-p311-pub.pdf>

¹⁰⁸ Los Angeles Police Department. (2020). 2020 3rd Quarter Los Angeles Police Department Manual. https://www.lapdonline.org/lapd_manual/

¹⁰⁹ Phoenix Police Department. (2017). Phoenix Police Department Operations Order Manual.

Training

RECOMMENDATION 4:

Ensure communication and training of the EI Program is provided agency-wide.

Continue to hold a separate training for supervisors and managers regarding their role and responsibility in the review of EI alerts and determination of appropriate interventions and post-intervention monitoring and expand this training to be more comprehensive.

TBG confirmed that all LSP employees have signed off on the EI policy via PowerDMS. Yet, the EI program has not been properly communicated nor trained across LSP employees' Department-wide. During interviews across the Department with rank-and-file employees of varying regions, units, and assignments, TBG found there was a lack of understanding of the nature and purpose of the EI program unless a fellow Trooper had met an EI threshold and were called in by their supervisor, which was then shared with that Trooper. In addition, while Department-wide interviews with more tenured supervisors did largely demonstrate their general knowledge of the nature and purpose of the EI program, their knowledge regarding the expectations for handling the EI review and intervention process were inconsistent and at times unsure. Furthermore, many newly promoted supervisors indicated they had not received any training yet regarding how to handle the EI review and intervention process. And while supervisors understood per the EI policy that they were responsible to summarize the incidents that met the EI threshold, many indicated that once the EI report left their hands and went up the chain-of-command, they were often unaware of what happened with their subordinate or how decisions were made after that.

Standard components of an EI program include that personnel managing the program should have the proper training.¹¹⁰

RECOMMENDATION 5:

Revise training materials that include an EIS component to outline the nature and purpose of the EI program, properly articulate the supervisors' review in a fair and impartial manner, and to specify the expectations of monitoring employees and handling interventions, and the regular oversight and accountability of this process.

While some supervisors stated there may have been brief mention of the EI policy or program in their supervisory training, many stated that the training they received for EI did not go beyond the policy, and thus, they were unaware of how to handle the EI review and intervention process, until one or more of their subordinates had reached an EI threshold. In these cases, supervisors indicated that given the agency's lack of proper communication or training on the EI program and what is expected for a supervisor's EI review and intervention, they were forced to ask Internal Affairs or find a fellow supervisor that had experience with this process to learn how to handle the review and intervention, and the writing of the EI report. Furthermore, some EI review language in the training materials need updated to align with national best practices for progressive agencies. Finally, LSP personnel that may be subject to reaching the EI threshold but that do not have any review and accountability responsibilities can receive a more condensed version of the training to simply understand the nature and purpose of the EI program and what they may expect if an EI threshold is met based on their police incident(s).

Training on EI policy and processes is critical to the program's success. All users and all ranks should be trained on the EI program. Even if employees are not going to interact with the program on a regular basis, they should be trained on what the program is, how it functions, what it does, and—importantly—what it does not do. Progressive agencies should ensure they have an adequate EI policy and program including practices and processes in place and that agency personnel are adequately trained in it and understand the benefits of the program and the factors that are tracked. Ensure that first-line supervisors are trained on the EI system, understand their leadership role in using the system to address problems in a positive and productive manner, and to proactively identify potential

¹¹⁰ Police Executive Research Forum (PERF) (2013), "Civil rights investigations of local police: lessons learned", Washington DC. https://www.policeforum.org/assets/docs/Critical_Issues_Series/civil%20rights%20investigations%20of%20local%20police%20-%20lessons%20learned%202013.pdf

at-risk behavior in their subordinates.¹¹¹ Scholars have stated it is equally critical for all personnel to understand the EI system's limitations and the reasoning behind the agency's decisions regarding the selection of performance indicators and thresholds.¹¹²

Implementation

RECOMMENDATION 6:

Ensure that all supervisors are consistently employing the newly implemented tracking procedures for monitoring employee incidents to determine when EI thresholds are met.

RECOMMENDATION 7:

Require consistent documentation that demonstrates interventions provided to employees were completed including the meeting with employees and outcomes, if any, and when post-intervention monitoring occurs, require documentation of that process and the outcome.

TBG commends LSP leadership for implementing the EI reporting process in October 2021 in which the supervisors are tracking EI events to more easily identify those employees that reach the EI threshold given this is currently a manual process. This current process will serve as the temporary reporting structure until a long-term solution is created in the recently implemented (January 2022) Mark43 records management system. LSP requires supervisors to write an EI report that summarizes the incidents that meet the EI threshold. However, currently there is no documentation that the intervention took place with the employee, even if no action was taken, and no record for the review or outcome of post-intervention monitoring when it occurs. During interviews, LSP supervisors restated that if no action was taken, they did not meet with the employee who met the EI threshold. While some LSP personnel shared that these interventions and post-intervention monitoring have occurred intermittently, there was no proper documentation to provide evidence to verify or evaluate the efficacy of this process or its outcomes.

The following components are becoming the national best practices standard in EI systems or programs:¹¹³

- Tools are maintained and used by supervisors and managers
- Policies and protocols are developed for data collection, maintenance, analysis, security, and access
- Personnel managing the program have proper training
- Threshold criteria are developed for flagging
- Follow-up action is specified
- Interventions take place in a timely manner and outcomes are tracked
- Intervention progress is reviewed by a supervisor

For example, LAPD requires supervisors to document the intervention with the officer, providing a summary and analysis of each incident that occurred within the evaluation period, a comparison of the officer's performance against similar officers with an explanation of any significant differences, justification for the disposition selected (including no action), and a summary of the discussion with the officer regarding the supervisor's review and outcome.¹¹⁴ Seattle Police Department (SPD) requires documenting the assessment conducted for an employee who has either reached the threshold criteria or who has been referred for a discretionary assessment, and if appropri-

111 U.S. Department of Justice, Office of Community Oriented Policing Services (2019), "Law enforcement best practices: Lessons learned from the field", Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

112 Alpert, G.P. & Walker, S. (2000). Police accountability and early warning systems: Developing policies and programs. *Justice Research and Policy*, 2(2), 59-72. <https://www.doi.org/10.3818/JRP.2.22000.59>

113 Police Executive Research Forum (PERF) (2013), "Civil rights investigations of local police: lessons learned", Washington DC. https://www.policeforum.org/assets/docs/Critical_Issues_Series/civil%20rights%20investigations%20of%20local%20police%20-%20lessons%20learned%202013.pdf

114 Los Angeles Police Department. (2020). 2020 3rd Quarter Los Angeles Police Department Manual. https://www.lapdonline.org/lapd_manual/

ate, a mentoring plan, with a review of the assessment report and the mentoring plan by the managers in the chain of command.¹¹⁵

RECOMMENDATION 8:

Consider including additional performance indicators in the EI program such as traffic and pedestrian stops, arrests, domestic violence issues including an employee subject to a restraining order, failure to appear in court, sick leave, claims and lawsuits, etc.

RECOMMENDATION 9:

To achieve a balance, consider including positive performance indicators in the EI program along with the adverse events so supervisors have a holistic view of an employees' attitude, behavior, and work history.

The accuracy and timeliness of EI data is key to the EI program's overall success. LSP should determine how many, and which performance indicators will suit their specific needs when considering these additional performance indicators. When the automation process is complete, additional performance indicators also worth consideration include searches and seizures, training records, awards, compliments and commendations, performance evaluations, transfers, secondary employment, failure to qualify, and Trooper injury. If this shift to an automated process will be done in the near future, LSP may consider waiting until their EI program is automated in Mark43 or another selected platform.

In addition to adverse events, progressive agencies should include positive performance indicators such as awards, compliments, commendations, performance evaluations, etc. to have a complete and balanced perspective of that officer's work history.^{116,117} While performance indicators can include a variety of police incidents or job performance measures, a systematic review of early intervention systems for police outlined specific examples of performance indicators used by the Los Angeles, Seattle, and Phoenix Police Departments.¹¹⁸ For instance, the LAPD includes performance indicators for complaints, uses of force, traffic collisions, pursuits, stops and arrests, and claims and lawsuits.¹¹⁹ The SPD includes supervisor recommended inquiries, complaints, uses of force, vehicle collisions, and claims and lawsuits.¹²⁰ The PPD includes administrative inquiries (typically less serious complaints), integrity incidents, firearm discharges, Professional Standards Bureau (PSB) investigations (usually for more serious complaints), vehicle collisions, pursuits, and overall alerts for a combination of incidents.¹²¹ An EI program should include both positive and negative performance indicators, and be tracked historically, recording officers' assignments, activity, and performance over time.¹²²

RECOMMENDATION 10:

Assess the current EI thresholds to determine if they are appropriate based on the agency's data (i.e., average number of incidents in different time periods).

Continue to regularly assess the EI thresholds to determine if updates are needed.

¹¹⁵ Seattle Police Department. (2021). [Seattle Police Department Manual](#).

¹¹⁶ Gullion, C. L. & King, W. R. (2020). Early intervention systems for police: A state-of-the-art review. *Policing: An International Journal*, 43(4), 643-658. <https://doi.org/10.1108/PIJPSM-02-2020-0027>

¹¹⁷ Walker, S.E. and Archbold, C.A. (2013), *The New World of Police Accountability*, Sage Publications, Thousand Oaks, CA.

¹¹⁸ Gullion, C. L. & King, W. R. (2020). Early intervention systems for police: A state-of-the-art review. *Policing: An International Journal*, 43(4), 643-658. <https://doi.org/10.1108/PIJPSM-02-2020-0027>

¹¹⁹ Los Angeles Police Department. (2020). 2020 3rd Quarter Los Angeles Police Department Manual. https://www.lapdonline.org/lapd_manual/

¹²⁰ Seattle Police Department. (2021). [Seattle Police Department Manual](#).

¹²¹ Phoenix Police Department. (2017). Phoenix Police Department Operations Order Manual. https://www.phoenix.gov/policesite/Documents/operations_orders.pdf

¹²² U.S. Department of Justice, Office of Community Oriented Policing Services (2019), "Law enforcement best practices: Lessons learned from the field", Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

Review current data to determine appropriate EI thresholds that will trigger a review and intervention by supervisors. Supervisors and managers can then determine what follow-up is needed, if any.¹²³ It is also important to have a combination threshold for identifying at-risk employees that meet a certain number of performance indicators in a specified time frame. This is key as those employees in need of supervision, mentoring, or support may be exhibiting signs across multiple types of incidents that are overlooked when only considering single-type incidents in a specified time period.

Finally, periodic review to determine if these EI thresholds are appropriate is key to identifying and addressing at-risk employees given that crime, community context, manpower, budget, other resources, etc. are ever changing in police agencies.

RECOMMENDATION 11:

Consider using a “rolling” time period for the established EI thresholds and those that may be included in the future.

Using a rolling time period for EI thresholds is key for a successful EI program, as an employee could be involved in three incidents at the beginning of one time period (e.g., a 90-day period) and not be identified through the EI program for the remaining time period (e.g., 89 days). Conversely, an employee could be involved in two incidents at the end of a time period and one at the beginning of the next time period and avoid being identified through the EI program.

Several progressive agencies with successful EI programs including Seattle Police Department utilize a rolling time period for their established EI thresholds.¹²⁴

RECOMMENDATION 12:

Consider including a combination threshold that identifies an at-risk employee when a certain number of any of the performance indicators occur within a specified time frame.

As a starting point, TBG conducted an analysis of the LSP use of force incidents for 2021 and 2022. The EI threshold of three or more use of force incidents in a 90-day period seems to be appropriate at this time. TBG encourages LSP to review the additional performance indicators including pursuits, complaints, weapons discharges, at-fault vehicle crashes, personal counseling sessions, and disciplinary action, to determine if three or more of these performance indicators in a 90-day period each are appropriate EI thresholds. In addition, currently there is no combination threshold to identify at-risk employees that may need supervision, mentoring, or support, when a certain number of performance indicators are met.

Oversight & Accountability

RECOMMENDATION 13:

Require supervisors to review employee BWC footage (when available), for the incident(s) that triggered the EI alert to determine if issues or patterns and trends are occurring.

During interviews with LSP supervisors, some indicated they proactively reviewed the BWC footage when reviewing the incidents that met the EI threshold. The review of BWC footage by some supervisors was also found in the assessment team’s review of the EI reports completed. However, supervisors review of the BWC footage when conducting an EI review, writing the EI report, and having an intervention with an employee is not currently required.

¹²³ U.S. Department of Justice, Office of Community Oriented Policing Services (2019), “Law enforcement best practices: Lessons learned from the field”, Washington DC. <https://cops.usdoj.gov/RIC/Publications/cops-w0875-pub.pdf>

¹²⁴ Seattle Police Department. (2021). [Seattle Police Department Manual](#).

Ensure BWC footage is reviewed as part of the auditing function of the supervisors, as well as to assess employees' performance. This should include the review of BWC footage as a part of the role and responsibility of supervisors in handling EI interventions and the review of incidents that met the EI threshold for those identified at-risk employees.

RECOMMENDATION 14:

Require follow-up to be documented by supervisors for any EI intervention outcomes with employees and managers or internal affairs can ensure completion.

Once the LSP EI program is automated, follow-up can occur automatically without burden to the supervisors or managers.

RECOMMENDATION 15:

Require managers to regularly review the EI interventions handled by supervisors and document this review and accountability process.

RECOMMENDATION 16:

Consider conducting quarterly or semi-annual command staff meetings to review EI reports and interventions handled by supervisors to identify high performers, interventions taken, and opportunities for learning and improving this EI program and the review and accountability process.

RECOMMENDATION 17:

Share the EI policy and program with community stakeholders and community members for transparency, agency, and trooper accountability, and building trust and legitimacy.

Without sharing any specifics regarding the EI interventions or outcomes, communicating the nature and purpose of the EI program may go a long way to bridging the gap between LSP and the community.

RECOMMENDATION 18:

Require documentation that demonstrates the Training Commander conducts regular reviews of EI reports and interventions handled by supervisors for identification of any agency-wide training needs and any determinations that were made from this process.

RECOMMENDATION 19:

Continue the annual review of the EI program for effectiveness and appropriate changes to the EI policy and program, and the documentation of any determinations that were made from this process.

Consider conducting more analyses across the agency—comparing regions, units, shifts, assignments, and employees to identify patterns and trends worth correction.

TBG commends LSP leadership for conducting annual EI program evaluations to assess the functionality of the program and to make any recommendations for improvement, as demonstrated in their annual EI reports. Expand-

ing these efforts to analyze trends and patterns across the Department and among employees would assist in identifying improvements in the supervision and accountability of employees or supervisors and managers, and/or Department-wide policy changes and training opportunities.

Developing an EI program should not stop with the rollout of the EI policy. Rather, it should continue with an ongoing process and outcome evaluation that identifies successes and areas for improvement. The EI program evaluation can detect emerging patterns or trends in an agency which might call for policy revisions, training, changes to existing practices, or investigations into other factors not tracked by the program. Ultimately, a comprehensive EI program does not rely entirely on data. An EI program should only be a tool that supplements, and does not replace, a supervisor's own observations and interactions with an employee. Human interaction with the EI program and the employee identified is an absolute must.

Key LSP Transformation Opportunities

LSP has the solid foundation of an early intervention (EI) policy and program, and after moving to a more consistent structure and automated process as well as implementing recommended reforms within this report, the EI policy and program will be aligned to national best practices and progressive policing agencies.

LSP has a fundamental EI program in place and has recently been implementing some interim accountability measures for the tracking and review of EI practices. EI programs afford an agency an ability to engage in proactive supervision, counseling, and mentoring with an employee to help prevent future at-risk behavior. In addition, an automated system and practice is currently being considered through either the Mark43 platform or other available records management systems. While TBG recognizes these steps will help LSP move forward with their EI program, there remains a need for consistency, transparency, and improvements in communication, training, processes and practices, supervision, oversight, and accountability of the EI policy and program.

10.

Training Academy & Operations



Training & Academy Operations

A. INSTRUCTOR SELECTION & QUALIFICATIONS

This section of the Training and Academy assessment specifically focuses on instructor selection and qualifications, including the examination of the criteria to become an instructor at the Academy, what certifications or qualifications are required, how they are assessed, how often they are assessed, and by whom they are assessed. The Bowman Group (TBG) sought to discern if there is a state certification process or external process requisite to become an instructor.

This also included reviewing and assessing the use of outside instructors or subject matter experts (SMEs) as co-instructors or solo instructors in areas of specialization, how are they screened and selected, and who is responsible for verifying and vetting the instructors and materials.

TBG also reviewed to see how LSP integrates community voices in the Academy, classroom, or as subject matter experts with lived experience in curriculum development. The review of LSP Academy instructor selection and quality consisted of site visits, review of Academy policies, requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with current Cadet classes, Academy staff including both Academy Commanders during this evaluation period, and research of records.

Observations of outside instructors or subject matter experts consisted of site visits, review of Academy policies, requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy Commanders during this evaluation period, and observations in the classroom.

The Academy's LSP Records Management System was a paper system, but recently has been transitioning to an electronic database. Academy staff reported that CC 99 records were missing. CC 99 had several issues of hazing and Academy staff members were transferred because of their actions.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

RECOMMENDATION 1:

Establish and follow a policy outlining the selection process for instructors.

During TBG's first site visit (May 2022), the Academy staff stated they did not have a written policy regarding how LSP members become instructors or Academy staff members. Troopers interested in becoming instructors at the Academy would send an email to the Academy Operations Lieutenant stating their interest. Occasionally, the Academy will send out a survey to determine the interest among Troopers. Troopers were chosen by the Academy command staff. There were no qualifications required or criteria related to performance, merit, prior instructor experience, seniority, or other significant factors. In September 2022, TBG was provided a draft LSP Training Academy SOP Manual (dated September 2, 2022) that contains instructor qualifications and selection process. All FTOs, adjunct instructors, instructors, and role players are vetted through Internal Affairs for any open or pending investigations.

Interviews with LSP staff indicate that if “you know someone, you can get transferred” to the desired location.

Additional support for this recommendation comes from interviews with numerous LSP staff across at least six Troop Headquarters and at the Academy revealed that there is no “fair” or standardized selection process for a transfer to the Academy. As one Sergeant stated regarding promotions and transfers, “I don’t know the Governor or a Senator. I cannot get promoted or transferred.”

The demographic makeup at the full-time Academy staff is primarily White males. The Captain/Commander of the Academy, the Executive Officer, a Sergeant, and two Troopers are African American males. The rest of the staff are White males except one nurse who is a White female. Implementing a policy that is based on specific and defensible criteria may increase the number of minorities (race and gender) in the training cadre, thus being more reflective and conscious of the communities served by LSP.

RECOMMENDATION 2:

Establish and follow a policy that addresses how and by whom outside instructors or subject matter experts (SMEs) are screened, selected, and verified/vetted.

No LSP policy or procedure was located that addresses how outside instructors or SMEs are screened or selected, or who is responsible for verifying and vetting the instructors and materials.

However, sub-sections 3 and 4 of the Instructor Records Policy Section of the POST Academy Guidelines Manual states that certificates verifying credentials and resumes for all outside instructors must be on file at the Academy. Sub-section 5 of the Academy Staff Section and sub-section 2 of the Additional Instructors and Role-players Section of the *LSP Draft Academy Standard Operating Procedure Manual* speaks to having a file for each outside instructor that contains certificates and resumes.

In practice, the Cadet Coordinator screens and selects outside instructors/SMEs and is responsible for verifying and vetting the instructors and materials. TBG reviewed electronic instructor files for the Legal and Crime Scene Investigation instructors. Some contained resumes and certificates as required by the POST and LSP Academy SOP manuals.

TBG observed 5 hours of POST curricula instruction (on-site) in Criminal Law & Procedure on August 1-3, 2022. Outside instructors—an Assistant District Attorney in the Second Judicial Circuit and a Judge from the Louisiana Court of Appeals for the Second Circuit were present. The training was lecture-based using PPT slides and hand-outs with references were provided to the Cadets.

Related Best Practice: Federal Law Enforcement Training Accreditation (FLETA) Academy Standard 2.07 - *When using guest presenters, the applicant ensures training quality is maintained.* FLETA Standards are intended to ensure training programs are developed, implemented, and reviewed using an industry-recognized systematic approach to training.

RECOMMENDATION 3:

Establish and follow a policy outlining the training, assessment, and continued education of instructors at the LSP Academy.

There is no LSP policy for initial or ongoing training of Academy instructors. As per the LA POST Academy Guidelines Manual, primary Instructors who teach the POST classes (state mandated curriculum) must be POST Certified Instructors (a two-week certification course that includes an Adult Based Learning component delivered by POST). Additionally, POST requires skill area instructors (ex. Firearms, Emergency Vehicle Operations, Defensive Tactics) to possess current certification in the individual disciplines. Assistant instructors and those teaching LSP specific/enhanced curriculum do not have to be POST certified and can be subject matter experts (SMEs).

Most instructors continue their instructor education independently with no Individual Development Plan (IDP) outlining what they hope to accomplish in six months, one year, and within the next five years. The IDP process requires communication and interaction between the supervisor and employee. It involves five phases:

- Pre-Planning - supervisor and employee prepare independently for meeting.
- Employee/Supervisor Meeting - discuss employee strengths, areas for improvement, interests, goals, and organizational requirements.
- Prepare IDP - employee, in consultation with supervisor, completes a plan for individual development.
- Implement Plan - employee pursues training and development identified in the plan.
- Evaluate Outcomes - supervisor/employee evaluate usefulness of training and development experiences.

There is no procedure for “teaching an instructor how to teach” other than to observe another instructor in the classroom. TBG suggests utilizing a “monitor, co-teach, teach” practice to develop instructors, a written training plan for each instructor, and multiple “training officers” for new instructors to develop their subject matter expertise. The instructor is responsible for maintaining the certifications needed to teach (e.g., firearms). TBG reviewed instructor files that contained resumes and certifications.

There is no LSP policy for assessing/evaluating Academy instructors. However, the POST Academy Guidelines Manual states “Each Academy Director (and/or Designee) must perform evaluations of instructors and courses on an annual basis.” Academy staff advised an instructor may be assessed by a supervisor, however, there were no instructor assessment reports available for review. Cadets can evaluate instructors in the ACADIS system anonymously (TBG reviewed an example from Class 101). TBG conducted 8 instructor/class assessments of several blocks of instruction – all demonstrating vast knowledge of subject matter and effective instructional skills (evaluations on file with TBG).

There is no thorough “End of Class” report indicating issues, best practices, needs for updates, completion of student and instructor assessments. This is necessary. Occasionally, an After-Action Report (AAR) is completed by the Training Academy staff primarily to report how many began the class and how many finished (TBG reviewed AARs from 2020, 2021, and 2022).

TBG suggests utilizing a records management system for recording training, professional development, and for documenting instructor assessments.

Related Best Practices: Utilize FLETC Directive/Manual 500-12 Training Development and Certification of FLETC Staff as a best practice. This was provided to the LSP Academy in Sept. 2022 to add to their draft Training Academy SOP; FLETC Directive/FLETC Manual 500-09 Student Feedback and End of Class Reports; FLETC Directive/FLETC Manual 500-16 Student Evaluation Procedures; Review the Idaho POST Procedure 12.10 Instructor Certification, Renewal, Suspension, or Revocation policy; and U.S. Office of Personnel Management, Training and Development Policy Wiki, Individual Development Plan, (www.opm.gov)

RECOMMENDATION 4:

Develop an Instructor’s Manual that addresses day-to-day duties and responsibilities.

There is no policy or existing manual/written guidance outlining the duties of training staff (Instructors, Sergeants, or Lieutenants). TBG’s observations and interviews with Academy staff indicate that new instructors/staff members learn by “on the job” training. A written guide for all Academy staff will ensure that no project or task is overlooked by a new or existing instructor.

The Instructor's Manual should include specific preparation for:

- Cadet Class or In-Service training
- Creating and reviewing lesson plans
- Conducting and documenting risk assessments for training
- Classroom preparation
- AV equipment use
- Use and scheduling of training facilities/venues (e.g., JSTEC, fitness facilities, water training facility)
- Equipment issues
- Resources
- Field Training Officer training
- Conduct

RECOMMENDATION 5:

Establish and follow a policy involving community members—including those with lived experience—in the training and curriculum development.

No policy or procedure exists related to utilizing community members in Cadet training as guest speakers or role players. The only community group involved in the Academy is a local Mothers Against Drunk Driving (MADD) chapter who conduct a victim impact panel during Cadet instruction.

TBG suggests developing a community focus group to meet monthly/quarterly with LSP Academy staff. Discussions on how law enforcement officers are trained (and the reasons behind the training) can assist with transparency and trust building. From this group, invite members to speak to the Cadet classes or help organize a community service project for each class.

LSP could also develop a Community-Engaged Training Plan. “[W]hen citizens interact with the training process, a positive effect on police-community relations has been demonstrated. Interactions through citizen police academies increase citizens’ understanding and generate positive views of police.”

TBG suggests utilizing trained role players from the community that have developed skills which permit them to stay on script and utilize facial expressions, body language, and voice inflection when interacting with others. Drama organizations and college students trained in acting should be used for these role players. This is another opportunity for the community to interact with LSP, provide input into their training, and recruit potential Troopers.

No community members or community-based SMEs are used in the development of LSP training curriculum. A training advisory group that includes community members with a broad spectrum of lived experiences should be included in the process.

Related Best Practices: Outside The Academy: Learning Community Policing Through Community Engagement, National Policing Institute, <https://www.policinginstitute.org/ideas-in-american-policing/>; IADLEST/Academy Innovations Curricula, Motor Vehicle Stops Practical Exercises, (www.IADLEST.org); FLETC Directive/Manual: 500-16 Student Evaluation Procedures; FLETC Directive/Manual: 500-11 Training Risk Assessment; FLETC Directive/Manual: 70-09U Non-lethal weapons; FLETC Directive Manual: 500-07 Chemical Agents; FLETC Directive/Manual: 500-06 Training Management; and FLETA Academy Standards -Section 4 – Academy Training Delivery, A4.05

If professional role players are used, the Academy has a process for acquiring, preparing, and evaluating them. Advisory: Potentially not applicable. (www.fleta.gov)

The Chicago Police Department implemented the “Training Community Advisory Committee” in September of 2021: To achieve and sustain the highest standard of excellence in police training for CPD members, the CPD seeks to establish a regular process of community engagement and input.

The Training Community Advisory Committee (TCAC) is a voluntary group of diverse stakeholders from community groups that will convene regularly to provide expertise and lived experiences to enhance the quality and effectiveness of the Chicago Police Department’s training programs. (Eg. Development of curriculum, Delivery of training & Observation of courses)”

B. ACADEMY PLANNING

This section of the Training and Academy assessment specifically focuses on planning. The review included samples of training plans for the various levels of instruction to include any needs assessments; feedback from prior Academy classes, instructors, and Troopers; and based upon community feedback, regarding any areas of concern with Trooper external behavior in the community. TBG reviewed teaching outlines and curricula to discern consistency in learning objectives and principles. This also included the consideration of how those curricula translate from policy to training to behavior change, and knowledge retention and application by the Troopers.

There was particular attention to core courses and overall training plans for courses that highlight, cover, enhance, or include topics around interactions with diverse populations, vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, de-escalation (SSA), and related curricula. The purpose was also to assess the LSP curriculum and its level of coverage of these topics.

Another aspect of this review included ensuring learning objectives are aligned with the LSP goal of improving behaviors and beliefs about protecting the sanctity of life, emphasizing the concept of de-escalation techniques prior to using any level of force, minimizing use of deadly force, incorporating principles of fair and impartial policing, critical thinking and decision-making as a Trooper, and reinforcing community engaged tactics through LSP daily operations. Finally, LSP curriculum was compared to national standards and evidence-based training design.

The review of LSP Academy planning consisted of site visits, review of Academy policies, requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy commanders during this evaluation period, and research of records. Observations of classroom and practical exercise training were also included in the evaluation method.

LA POST denied TBG access to any of the mandated 496 hours of Basic Law Enforcement Cadet Training Curriculum/Lesson Plans. TBG was given a seven-page outline describing the Basic Law Enforcement topical areas. The POST cited the LA Public Records law as the reason for not being allowed to release the Curricula/Lesson Plans in full. However, TBG obtained a limited number of curricula/lesson plans through other means.

TBG could not access outlines, lesson plans, or other training materials associated with online training offered through the LEO training platform and LA POST LMS website because POST does not allow for this. This access issue was out of the Department’s control during the review.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

RECOMMENDATION 6:

Establish an Academy Training Oversight Committee (TOC).

Although LSP has a “Training Committee” in P.O. 1401 Training Academy Administration, there was little evidence of its impact on training or procedures. This type of committee should be heavily engaged in Academy operations and training. Training Oversight Committees have been successfully used in law enforcement agencies nationwide to review, recommend, and assist with the implementation of policies and procedures. The TOC would have oversight of training policy, needs assessments, curriculum, and program reviews. It would review and oversee LSP’s training program. Additionally, it would review best practices in law enforcement training from other states, local, county, Parish, and federal agencies.

LSP should develop a detailed policy that includes the TOC in Academy operations. The TOC would be composed of executive level staff from LSP, with voting members, advisory members, and reporting members included.

Related Best Practices: Training Oversight Committee, Chicago Police Department, Special Order S11-11. (June 2020); IADLEST Training Standards: What constitutes Good Training?; FLETC Directive/FLETC Manual 500-06 Training Management; Federal Law Enforcement Training Accreditation (FLETA) Standards for Programs and Academy, (FLETA - www.fleta.gov/fleta-standards)

RECOMMENDATION 7:

Create an LSP Curriculum Development Section.

No policy or procedure was found related to an evidence-based curriculum development design model. However, Academy staff advised the Use of Force & EVOC (Emergency Vehicle Operations Course) training is based on evidence and analysis of yearly statistics related to LSP data.

Based on the infrequency of review and revision by POST (TBG reviewed curricula/lesson plans that were revised in 2014), it is recommended that LSP/Training Academy create its own internal Curriculum Development Section that would develop additional curriculum with evidenced-based material and components. If there is a concern with POST material, LSP can make suggestions, however POST only updates curriculum when a Master Instructor course is held.

This section should include outside/community personnel with a background in education and curriculum development. No staff are currently trained in curriculum development.

Related Best Practices: FLETC Directive/FLETC Manual 500-10 Course Development; IPAC Science-Based Learning Report.; National Academies *Police Training to Promote the Rule of Law and Protect the Population* (2022)

RECOMMENDATION 8:

Establish and follow a policy on the curriculum design, development, and revision process that is informed by needs assessments, stakeholder feedback (prior Academy classes, instructors, and Troopers), and external input from the community.

No policy or procedure on the curriculum design, development, and revision process was located. POST Academy Guidelines Manual states all lesson plans must be updated as often as necessary for each topic and/or block of instruction.

TBG suggests exploring ways to solicit community feedback to help identify any areas of concern with Trooper external behavior in the community (surveys, citizen training review committees, citizen focus groups, etc).

Related Best Practices: FLETC Directive/FLETC Manual 500-09 Student Feedback and End of Class Reports; FLETC Directive/FLETC Manual 500-16 Student Evaluation Procedures

RECOMMENDATION 9:

Establish and follow a policy for curriculum creation, review, vetting, and approval.

Currently, LSP internal training curriculum revisions are instituted by the “Training Committee” (consisting of Academy command staff). The Training Committee reviews the training, brings in other SMEs, makes revisions, and then approves the curriculum. There is no policy that describes a vetting and approval process for curriculum.

Related Best Practices: FLETC Directive/FLETC Manual 500-10 Course Development; FLETC Directive/FLETC Manual 500-06 Training Management; Federal Law Enforcement Training Accreditation (FLETA) Standards for Programs and Academy, (FLETA - www.fleta.gov/fleta-standards)

RECOMMENDATION 10:

Establish and follow a policy requiring the annual review of curriculum and lesson plans to ensure relevant content and skills are being taught.

No policy or procedure was located requiring the annual review of curriculum and lesson plans. However, the POST Academy Guidelines Manual states each Academy director or designee must perform evaluations of instructors and courses annually and be kept on file. Additionally, it states that students must be allowed to critique instructors and courses and be kept on file.

The LSP draft Academy Standard Operating Procedure Manual states the Academy will develop and implement a process that provides data collection, analysis, and review to document the effectiveness of training and improve future instruction, course quality, and curriculum. It continues that as the Academy is committed to a continuous improvement methodology, formal course evaluations will target achievement of the learning objectives, overall classroom performance, student feedback critiques, and instructor self-assessments.

No formal data collection, analysis, or review processes were located. No annual instructor evaluations are currently conducted. Academy staff informed TBG that statistical data from annual reports, periodic internal focus groups with the Colonel, and citizen complaints help identify areas of concern (staff were unable to produce examples). TBG reviewed examples of class 101 Cadet evaluations for instructors and courses in ACADIS.

Related Best Practices: FLETC Directive/FLETC Manual 500-09 Student Feedback and End of Class Reports; FLETC Directive/FLETC Manual 500-16 Student Evaluation Procedures

RECOMMENDATION 11:

Conduct a comprehensive review of curricula to assess the use of adult teaching and learning principles.

LSP P.O. 1401 Training Administration provides a general overview a Training Committee that develops training to “enable members to perform their duties in an effective and efficient manner.” It does not address topics or modality of instruction. The LSP Training Academy Standard Operating Procedure Manual does include a brief section on Adult Learning Techniques.

Most of the training in the classroom at LSP is lecture-based. TBG reviewed POST and LSP lesson plans for examples of adult teaching and learning principles. The lesson plans included several of the adult learning principles— experiential, self-directed, and mentorship. During an interview with an Academy staff member, they said that adult learning principles are present in their curricula, but they do not always have time to do the activities and skip over them. Based on the review, the principles are present in the curricula, but are not always implemented.

However, during an evaluation of the “Relational Leadership” block of instruction, TBG observed an excellent application of adult teaching and learning principles. The instruction followed the methodology outlined in the Adult Learning Techniques section of the LSP Training Academy Standard Operating Procedure Manual, revised September 2, 2022.

Related Best Practices: Adult Learning Theory: Methods and Techniques of Teaching Adults, <https://research.com/education/adult-learning-theory>; and 6 Tips for Teaching Based on Principles of Adult Learning Theory, Dr. Laura Lohman, Director, CSUF Faculty Development Center, August 13, 2016

RECOMMENDATION 12:

Conduct a focused review of Cadet Class curriculum regarding diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation.

There is no policy requiring a review of curriculum to determine if additional training in the areas of diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation is necessary or required. There is no data or survey to follow up on recent Academy graduates to determine if additional crisis intervention and de-escalation training is necessary or required.

It is recommended that LSP conduct a thorough review of Cadet Class curriculum to determine if more crisis intervention and de-escalation topics can be added by reducing hours from LSP “add-on” classes/curricula which add another 600+ training hours to the POST requirements.

RECOMMENDATION 13:

Establish and follow a policy that requires training related to diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation.

No policy or procedure was located requiring training in areas related to diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation. TBG did locate an LSP policy related to diverse and vulnerable populations (P.O. 1106 Enforcement - Section 28, Communicating with People Who Are Deaf or Hard of Hearing). Additionally, TBG reviewed P.O. 901 Code of Conduct and Ethics. This policy addresses the Law Enforcement Code of Ethics in the first section, Courtesy in the 23rd section, and Duty to Intervene in the 64th (last) section.

TBG evaluated two Academy classes during a site visit in October and November 2022—Fair and Impartial Policing and Law Enforcement Active De-escalation. The training material of both blocks of instruction are from national vendors and were quality training. Training staff advised TBG that the entire agency had already been trained in Fair and Impartial Policing and that Law Enforcement Active De-escalation would be pushed out to the entire agency in 2023. Note: these two trainings are being deployed to the agency as stand-alone programs, not part of annual training.

TBG found that some of these topics are addressed in the following LSP & POST Academy blocks of instruction.

- Crisis Intervention (12 hrs. - dealing with mentally ill)
- De-escalation (12 hrs. - includes verbal judo and Law Enforcement Active De-escalation)
- Role/Diversity in the Community (2 hrs.)
- Bias Based Policing (4 hrs.)
- Law Enforcement and the Elderly (1 hr.)
- Victim Assistance/Reporting (1 hr.)
- Fair and Impartial Policing (8 hrs.)

TBG reviewed annual in-service training memos from 2019-2022. Except for an online segment on Code of Ethics for Public Servants in 2020, no in-service training related to diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation were found.

TBG reviewed the online training topics offered through the LEO training platform and POST LMS website. However, TBG was not granted access to outlines, lesson plans, or other training materials associated with these topics. TBG found that some of these topics are addressed in the following online courses.

LEO Online Training Platform Courses

- Customer Service Overview
- Disability Awareness
- Disability Etiquette
- Emotional Intelligence
- Exploring Diversity
- Governmental Ethics 2022
- Cowboy Ethics
- Dealing with PTSD
- Life Lessons
- Communicating with Deaf
- De-escalation Tactics

POST LMS Website Training Courses

- Elder Abuse 2022
- Elderly Victimization: Violent Crimes, Fraud, and Scams 2022
- Elder Abuse in Later Life 2022
- Autism Spectrum Disorder 2022
- Communicating with the Deaf or Hard of Hearing 2022
- Communication Techniques for Working with Older Adults 2022
- Racial Profiling 2022

Best Practices:

- Michigan State Police Policy_02-03–Bias-Free Service
- Michigan State Police Policy_02-06–Duty to Intervene

RECOMMENDATION 14:

Create a training strategy and plan for all in-service training.

No written strategy or plan for Academy or in-service training was located. Having a strategic plan in place can enable LSP to track progress toward goals. Having a training plan will help LSP organize the topics and present the information in a logical order. LSP can decide on which topics to train first and which to train last, and also plot the intervals of activities needed in training

Related Best Practices: Federal Law Enforcement Training Accreditation (FLETA) Standards for Programs and Academy, (FLETA - www.fleta.gov/fleta-standards)

RECOMMENDATION 15:

Survey student reactions (Level I of Kirkpatrick model or equivalent) to improve training of existing LSP and POST courses.

To ensure training goals are accomplished, survey student reactions (Level I of Kirkpatrick model or equivalent) to improve training. Review the examination results (Level II of Kirkpatrick model or equivalent) and gather/review feedback (Level III of Kirkpatrick model or equivalent) from graduates and others who observe the graduate's behavior.

Ensure that training programs are comprehensively reviewed within a five-year period and revised if necessary.

Related Best Practice: Federal Law Enforcement Training Accreditation (www.FLETA.gov) Program Standard 3.16 - Conducting, compiling, and reviewing student reactions (Level 1 of the Kirkpatrick model or an equivalent) to identify opportunities to improve the program, instruction, and support/administrative elements of the training received.

RECOMMENDATION 16:

Incorporate the LSP goals of improving behavior, protecting the sanctity of life, minimizing deadly force, incorporating fair and impartial policing, etc. into a policy (possibly P.O. 901 Code of Conduct and Ethics).

No policy was found that specified this goal as guiding principles. LSP Policy P.O. 901 Code of Conduct and Ethics does not address this goal. Not only can this goal be incorporated into curricula, but they can also inform the LSP Department Mission Statement, the Education and Training Mission Statement, and a future LSP Training Strategy & Plan once they become policy.

Notwithstanding, the following policies were found to contain bits and pieces of these goals: LSP Policy, P.O. 903 Law Enforcement Role - Section 2(i) states "The overall purpose of the Office of State Police is the protection of life and property." Subsection (i)(h) states "Provide assistance to persons who are unable to help themselves, are in danger, or are in need of other emergency services." LSP Policy, P.O. 1106 Enforcement - Section 5(ii)(a)(1) states "Officers making enforcement contacts should be professional in their appearance, speech, bearing and demeanor." Section 5(ii)(b)(2) states "Gestures, signals, abnormal operation of patrol vehicles, and other forms of non-verbal communication should be avoided unless necessary due to exigent circumstances." LSP Policy, P.O. 1106 Enforcement - Section 5(iii)(f) states "When speaking to the driver, the Trooper shall attempt to: (1) Greet the driver courteously, (2) Identify himself as (rank and name) an officer of the Louisiana State Police, (3) Inform the driver of the reason for the stop, and ... (5) Listen and consider any justification offered by the violator for having committed the violation."

Related Best Practices: Utilize the Kirkpatrick Model or equivalent. Federal Law Enforcement Training Accreditation (FLETA) Standards for Programs and Academy, (FLETA - www.fleta.gov/fleta-standards)

RECOMMENDATION 17:

Use the LSP goal (improving behavior, protecting the sanctity of life, minimizing deadly force, incorporating fair and impartial policing, etc.) to inform or be a basis for LSP curricula learning objectives.

LSP curricula learning objectives do not incorporate these goals specifically nor do the LA POST lesson plans (of the very few TBG have been able to review). LSP's mission, vision, and values posted on their website do not address the goal of improving behavior, protecting the sanctity of life, minimizing deadly force, incorporating fair and impartial policing, etc.

The Education and Training Mission Statement described in the Louisiana State Police Training Academy Standard Operating Procedure Manual, is loosely aligned with the goal. It states "... training shall reinforce departmental policies, establishing that in all situations, officers shall reasonably attempt to act prudently, and exercise sound judgment based on a deep reverence for human life."

RECOMMENDATION 18:

Review all curricula for consistency in creating learning objectives.

The Learning Objectives section of the Louisiana State Police Training Academy Standard Operating Procedure Manual provides three points describing an acceptable learning objective, however there is no information provided on how to develop them. TBG conducted a review of lesson plans (POST and LSP) to evaluate consistency.

Below are examples of reviewed that show inconsistencies.

LA POST Mandated Curricula Learning Objectives

Example 1: Becoming a Professional Peace Officer – The Role in the Community

Performance Objectives:

Upon completion of this period of instruction, each participant will:

- Identify roles/attributes of a peace officer's responsibility in providing community service.
- Identify at least four influences which can affect the community's attitude toward the police.
- Using case studies, formulate an ethical response to a given set of situations that involve the perspective from: The community, those involved, the law enforcement agency, the student /officer trainee.

Example 2: Legal Aspects – Probable Cause and Reasonable Suspicion. LSP Enhanced/Additional Learning Objectives:

Performance Objectives:

Upon completion of this period of instruction, each participant will:

- Identify the four (4) instances in which probable cause is required.
- Identify the three (3) general ways in which probable cause is established.
- Identify the advantages to obtaining a warrant.
- Compare probable cause with other levels of proof.
- Define:
 - Man of Reasonable Caution
 - Probable Cause
 - Totality of the Circumstances
- Give the holding of:
 - Spinelli v. U.S.
 - Illinois v. Gates
 - Alabama v. White
 - Draper v. U.S.
 - N.Y. v. Quarles

Example 3: Police Tactics and Training - Vehicle Stops

Performance Objectives:

Upon completion of the appropriate periods of instruction, each student will:

- Will be exposed to specific necessary skills that they have learned during training (including, but not limited to officer survival, radio communication, traffic stops, initial violator contact, verbal and non-verbal cues in communication, use of force, LSP Policy and Procedure, and legal aspects)
- Will perform in a manner consistent with the training received and in a safe manner
- Will evaluate their performance and identify areas in which they need to improve
- Upon completion of the scenarios, the cadets will be debriefed on their performance in each scenario
- Will be remediated on any scenario levels deemed as a failure

Example 4: Reality Based Use of Force Decision Making - TASER Energy Weapon Reactionary Drills

Performance Objectives:

Upon completion of this period of instruction, each student will:

- Demonstrate proper threat assessment skills,
- Demonstrate proper situational awareness,
- Demonstrate proper officer safety/survival skills,
- Demonstrate proper de-escalation strategies,
- Recognize verbal and non-verbal communication cues,
- Demonstrate conformance with legal principles, policies, and the constitutional standard, and
- Self-evaluate, identifying areas of improvement and articulating their reasoning after each scenario concludes.

LSP should have members of the training staff (or the previously recommended Curriculum Development Section), trained in curriculum development and adult-based learning.

Related Best Practices: Michigan Commission on Law Enforcement Standards (MCOLES) Basic Training Curriculum and Training Objectives; Idaho POST Instructor Development Training Program Manual; AAMC Writing Learning Objectives Document; Learning Objectives - A Practical Overview by Amy Acito Praxis Learning Networks; Federal Law Enforcement Training Accreditation (FLETA, (www.fleta.gov)), Program Section 3 – Program Training Development, Standards 3.01 - 3.19. FLETA Section 3 standards are intended to ensure training programs are developed, implemented, and reviewed using an industry-recognized systematic approach to training.

RECOMMENDATION 19:

Survey students who receive training to determine retention and behavior changes.

There is no process or policy in place to determine retention or changes in Trooper behavior. The FTO Program provides an early warning of retention and application. During the 16 to 22 weeks (about 5 months) of the FTO Program, recruits are evaluated daily during their 12-hour work shift. The Daily Observation Report (DOR) indicates the recruit's retention of curriculum from the Academy to the actual work of being a Trooper.

The In-Service Training provides an opportunity to observe retention and changes in behavior of Troopers who have moved beyond the FTO phase and are no longer probationary employees.

LSP was accredited by The Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA – www.calea.org) but dropped its accreditation in 2008. Discussions with LSP staff determined no one knew the reason for eliminating accreditation.

Related Best Practice: The Federal Law Enforcement Training Accreditation (FLETA - www.fleta.gov/fleta-standards) standards for Academy and Programs is a Best Practice model. Accreditation standards for academies require Level I, II, and III follow up reviews (Kirkpatrick model or equivalent) and Lesson Plan reviews every five years can determine changes in behavior/retention.

C. ACADEMY INSTRUCTION

Overview

Observation of training course instruction was a part of the assessment while on-site or remote (if instruction is provided on alternative platforms). TBG observed and reviewed the types of instruction provided (i.e., e-learning, simulation, in person, web-based, scenario-based), for what topics, the process for deciding which modality is best used for which topics, and how that was determined, what criteria was used, and who approved modes of instruction.

This review of LSP Academy instruction included observations by TBG, online Zoom reviews, and on-site classroom observations at the LSP Training Academy in Baton Rouge and the Joint Emergency Services Training Center (JESTC) in Zachary, LA. The review consisted of site visits, review of Academy policies, requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy commanders during this evaluation period, and research of records. Observations of classroom and practical exercise training were also included in the evaluation method. TBG noted no data exists for scenarios risk assessment, training injuries, or use of role players. Also, TBG was able to only review Cadet Class#100 for practical exercises utilizing role players (who were LSP Troopers). LSP Policy P.O. 1401 Training Academy Administration does not address training topics or modality of instruction.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

RECOMMENDATION 20:

Review and assess the effectiveness of the current basic Cadet Academy training model.

The Bowman Group Interview Notes (Troopers/Employees):

In Baton Rouge, you have guys training on use of force who have never been in a use of force.

Someone can become an instructor after 6 months on the road because the right people like them.

LSP Academy “was the hardest thing in my life.”

I learned a lot at Alexandria PD Academy and even taught there. I didn’t get anything useful from LSP Academy. LSP could cut the Academy time in half and teach more. I sacrificed a lot, left behind family, etc. for it.

The POST training courses still have the same materials as they were from 1970.

The way they train “took a lot of confidence out of me.” “I almost quit after that.” “It took 6 months to recover.”

They do a lot of “mind game crap” and take away all your confidence. Then they expect you to go out there and have the confidence to make stops and do your job. I fumbled through my first stop because I had no confidence.

They have duty officers that are “on a power trip.” “We were getting punished for stuff all the time.”

It was “a lot of wasted time.” We should have the best training in the state. Instead, it’s “all old school.” The mentality is “I went through it, so you have to.”

Later said training needs to prepare Troopers for the reality of what they’ll see on the job/the tough parts of the job – for example, “you will see a person who died in a fatal crash.”

RECOMMENDATION 21:

Rewrite all scenarios for practical exercises, especially those for several Patrol Tactical Training (PTT) exercises, and include a Lesson Plan Risk Assessment Matrix.

PTT scenarios were observed at JESTC where Cadets approached a vehicle for a traffic violation and had to respond to the actions of the role player (LSP Trooper). Staff members were in the vehicle with the Cadet. Cadets had Body Worn Cameras.¹²⁶ The 1.7-mile driving track is more than adequate to allow multiple scenarios to be conducted simultaneously.

Three PTT scenarios were observed – one involving an intoxicated suspect, one with an active shooter in a house, and one officer-involved shooting.

Each scenario had a specific use of force level from level one (compliant) through level five (deadly force). After each scenario, the student explained what he/she did and why. The role players and staff offered suggestions and guidance, including one staff member who stated, “not every incident requires use of force.” Scenarios were pre-selected by Academy staff and relayed to the role players. All of the suspects (role players) were White men.

During the PTT scenarios, every encounter had the potential to end in a deadly use of force because of the written scenarios and use of law enforcement officers to act as role players. TBG strongly suggests changes to the scenarios to offer several compliant encounters. TBG suggests the scripts include scenarios depicting minorities, people in crisis and with lived experience, people of faith, senior citizens, children (properly vetted and approved), and other groups that reflect a cross-section of the culture of Louisiana.

Several of the instructors were retired Troopers who returned as full-time instructors. While this is good from an institutional knowledge perspective, there is still a concern that some of the returned instructors may not be teaching more contemporary 21st Century policing methods.

Safety protocols are in place to eliminate any weapon from being introduced during the scenarios. However, there is no written Risk Assessment for the PTT. A nurse is present during the PTT scenarios and tracks injuries on a log sheet. A report is written if the injury requires Worker’s Comp. TBG noted some injuries during the observations. For example, one Cadet suffered an Achilles tendon injury and another Cadet suffered a concussion.

126 TBG observed POST curricula instruction: Legal (5 hours of lecture, Aug 1 – 3, 2022 on-site); Introduction to Patrol Rifle (3 hours of lecture, Sept 20, 2022 virtual); Traffic Stop Tactics (3 hours of lecture, Sept 22, 2022 virtual); Defensive Tactics Classroom & Practical (3 hours, Sept 26, 2022 virtual); and Civil Disturbances Classroom Segment (2 hours of lecture, Oct. 6, 2022 virtual). Additionally, the observations also included LSP enhanced/additional curricula instruction: Fair & Impartial Policing (5 hours of lecture, Oct. 28, 2022 on-site); Relational Leadership (16 hours of lecture, Oct. 31, 2022 & Nov. 1, 2022 on-site); and Law Enforcement Active De-escalation Strategies - LEADS (4 hours of lecture, Nov. 2022 on-site)

Related Best Practices: FLETC Directive/Manual: 500-10 Course Development Process; FLETC Directive/Manual: 500-11 Training Risk Assessment; FLETC Directive/Manual: 500-14 Student Medical and Physical Requirements; and FLETA Academy Standard - 3.09 When the training program is inherently dangerous and/or creates potential safety risks, the applicant conducts risk assessments and implements procedures to mitigate identified hazards.

TBG Interview Notes (Troopers/Employees):

At the Academy, we only had one normal traffic stop like I usually deal with every day. The rest were these very extreme situations where you must be prepared to ‘fight for your life’ – it was ‘officer survival week’.

These scenarios teach officers what to expect on the road, but it’s not what most traffic stops are really like. There needs to be more balance – “the balance isn’t all the way there.”

RECOMMENDATION 22:

Utilize trained role players in all practical exercises.

During the PTT scenarios for Cadet Class#100, every encounter had the potential to end in a deadly use of force, as a written scenario. TBG strongly suggest changes to the scenarios for several alternative, compliant encounters and the use of trained role players (actors instead of law enforcement officers/Troopers).

Trained role players have developed skills which permit them to stay on script and utilize facial expressions, body language, and voice inflection when interacting with others. Law enforcement staff typically may not have these professional acting skills. For example, there can be a tendency to “ad lib” to create stress for the Cadet when the scenario does not warrant action.

With the importance of being graded on responses to scenarios, it is necessary to ensure that all Cadets get the same role player’s responses to the extent possible. This consistency is more likely to be accomplished with the use of trained role players. Further, trained role players may more reliably follow the script and be consistent for every Cadet who is being evaluated.

Related Best Practices: IADLEST/Academy Innovations Curricula, Motor Vehicle Stops Practical Exercises, (www.IADLEST.org); FLETC Directive/Manual: 500-11 Training Risk Assessment; and FLETA Academy Standard - 4.06 *When used, role players are prepared to perform roles required by the training program.*

RECOMMENDATION 23:

Provide training and education on Adult Based Learning principles and implementation for all instructional staff.

LSP P.O. 1401 Training Administration provides a general overview of training using a Training Committee which develops training to, “enable members to perform their duties in an effective and efficient manner.”

The Academy Administration P.O. 1401 is too general. The policy does not address the modality of instruction or topics such as the development of lesson plans, instructor qualifications/selections, daily Academy operations, fraternization with students, training injuries and accidents, and many other important considerations.

Most of the Cadet classes are lecture-based instruction with little Adult Learning being modeled for the student. Adult learning techniques include scenario based training, problem-based learning, teach backs, and active engagement with course participants. This was not widely observed. On a few occasions, the lesson plan had a rhetorical question in which groups were prompted to answer collectively for the topic. This approach is more of an “ice-breaker” than utilizing Adult Learning throughout a lesson plan. In this example, if it is used only once in an eight-hour class model, it is difficult to state that Adult Learning is being promoted in the course instruction observed during the assessment.

Related Best Practices: FLETC Directives/Manuals: 500-11 Training Risk Assessment; 066-04 Heat Stress Guidance; 91-00A Assessment of Instruction; 121-18 Training Accident Investigations; 500-12 Training Development and Certification of FLETC Staff; 500-14 Student Medical and Physical Requirements; and 510-05 Training Resources Coordination; Adult Learning Theory: Methods and Techniques of Teaching Adults, <https://research.com/education/adult-learning-theory>; Field Training Programs: Understanding Adult Learning Styles, NCJ Number 226222, Journal, FBI Law Enforcement Bulletin, Volume: 78 Issue: 2 Dated: February 2009 Pages: 1-5.

RECOMMENDATION 24:

Utilize more qualified outside instructors as assistant or full-time faculty, instead of relying primarily on retired Troopers.

Currently, the LSP Academy must deliver “all things training” with limited staffing, and a reliance on retired Troopers to fulfill teaching loads. LSP should consider using outside instructors who are vetted and shown to have subject matter expertise to supplement staffing levels.

RECOMMENDATION 25:

Ensure that all LSP instructors, including returning instructors, are using “21st Century” training content, principles and techniques.

The retired officers TBG observed had no refresher training or formal training to supplement the function in which they assisted LSP Academy staff.

Incorporating fresh ideas and proven training techniques can enhance the quality of the LSP Academy. The Training and Education portion of the COPS Office report on 21st Century policing states “Law enforcement officers and leaders must be trained in a wide variety of areas involving youth, including how to engage young people positively, de-escalation techniques, understanding youth brain development, the impact of trauma and other mental health issues, cultural differences among youth populations, and more.”¹²⁷

More specifically, for example, the six pillars of the US DOJ Community Oriented Policing Strategy are: Building Trust and Legitimacy; Policy and Oversight; Technology and Social Media; Community Policing and Crime Reduction; Officer Training and Education; and Officer Safety and Wellness.

D. SUPERVISOR TRAINING & COMPLIANCE

TBG reviewed LSP training and supervisory curriculum (pre-service and in-service training for first line supervisors) to ensure first-line supervisors (both sworn and non-sworn) and command staff have received effective training in areas of supervision to include but not limited to: mentoring, procedural justice pillars, fair and impartial policing, unconscious bias, community policing, recognizing crisis and intervention techniques, feedback, performance evaluations, facilitating the proper handling of complaints, and identifying behaviors of at-risk employees, and other related leadership development skills, consistent with LSP policies, and procedures.

The review of Supervisor training and compliance consisted of site visits, review of Academy policies, requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law

127 Final Report of the President's Task Force on 21st Century Policing, NCJ Number 248928, Date Published May 2015.

Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy commanders during this evaluation period, and research of records. Observations of classroom and practical exercise training were also included in the evaluation method. No in-service or pre-service training took place during the review period.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

There was no formal policy requiring pre-service and in-service training for sworn and non-sworn first line supervisors and command staff. TBG assessed the quality of this training by reviewing the training materials provided. In general, there was some quality information contained in these slides; however, these courses did not identify specific learning objectives or lesson plans to further evaluate the quality of the course content. Therefore, the assessment of this area was primarily based on the content of PowerPoint course materials. Some of these training areas included Adult Based Learning activities and EIS overview, but most did not reference or include the important elements of 21st Century policing such as procedural justice pillars, fair and impartial policing, unconscious bias, or community policing.

RECOMMENDATION 26:

Review and update supervisory training.

Over 40 interviews with LSP Troop Headquarters supervisors (Lieutenants and Sergeants) revealed that there was little preparation for leadership or supervision. There are two required courses prior to taking a promotion examination for Sergeant: Relational Leadership (16 hours) and First Line Supervision/Sergeant (16 hours). Currently, the 16-hour Relational Leadership is provided to all Cadet classes prior to graduation. The First Line Supervision class is offered on an as-needed basis by the Academy staff but instructed by Sergeants, Lieutenants, and Captains.

LSP Policy P.O. 229 Promotions, Section 3, (l), (d) states - “During this period all eligible candidates who are interested in the position shall complete an availability form and return it to the State Police Commission prior to the closure of the announcement period.” However, there is no description of who “eligible candidates” are.

In Section 6. PROMOTION TRAINING REQUIREMENTS (i) of LSP Policy P.O. 229 Promotions, it states “Effective with the 2013 promotion testing cycle, all commissioned officers under the purview of the Louisiana State Police Commission and wishing to test for Sergeant, Lieutenant or Captain must satisfy the requirements of this policy before being permitted to take the promotion test.”. Again, there is no definition or description of what is meant by “the requirements of this policy.”

In Section 7. EMPLOYEE’S RESPONSIBILITY (i) of LSP Policy P.O. 229 Promotions, it states “Officers wishing to take the promotion test for Sergeant, Lieutenant or Captain shall: a) Know and understand the course requirements applicable to their desired rank. b) Apply for the required courses well in advance of the promotion test to ensure adequate time to complete the courses before the promotion test date.” There is no clear definition or description of what the “course requirements” are in this policy.

TBG Interview Notes (Sergeants and Lieutenants):

Did LSP offer adequate supervisory training?

Supervisory itself, NO. After five years on the road, yes. For the first time Trooper who has never been a supervisor, yes. It is good to understand liability for all the folks who work for you now. Not from LSP Training, but through experience. Sgt.

I took First Line Supervisor training. No, it did not prepare me to be a sergeant. The preparation is on the job.

Was the training adequate?

No. I learned some principles and personalities. After I was promoted, there has been no training.

LSP tried LSU leadership training before. It was a failure because professors were not law enforcement (LE). Now leadership is done by [Louisiana] State police. I think it would be better if it came from outside LSP. Use “expert” and LSP supervisor.

Leadership training is required to attend if Sergeant, Lieutenant, or Captain. At ten years, I wanted to be a Sgt. so I went to my Lt. and said I want to work the Sgt. desk to get exposed to the job. He did that for a year to learn. I had to ask for that unfortunately. There is no training other than leadership. You learn those things as you go. I am not a fan of our promotional process. It is jacked up! You may go five years w/o getting promoted after taking the leadership training. One of my Troopers went from great score to re-take and did not pass. He was going through a tough time at home with a child. How do you go from the best to not even on the list?? Not a fan of promotional process and we are limiting the State police to get the best. This is the weakest part of State police. The Colonel has the right to pick and override the panel.

A lot of supervisors do not understand that training must be fluid and changes constantly and applicable across the state. We (LSP) teach supervision, not leadership.

The current leadership program is “silly” – “it’s a hodgepodge mess.”

The materials are outdated, not citing any sources – “it’s just a hoorah moment.”

Didn’t receive any formal training on what a Sergeant’s role/responsibilities should be. No training on how to review uses of force.

For Sergeants, it’s mostly on the job training. He was fortunate to have good mentors here who know the job and can teach you something.

After reviewing use of force BWC, we just write “reviewed” without any details/recommendation because we were instructed not to write a lot. “I’m not sure what else I would say.”

“It could be beneficial” to get additional training on use of force report writing and review/supervisor’s review.

We could use more training on use-of-force, updating people on the standards.

There’s “not a lot of training” when you make the transition from Trooper to supervisor.

There’s always going to be an experienced supervisor on shift. Received no formal training on what to do as a Sergeant – “it’s pretty much on the job training.”

He also recommended hosting the FBI for the LEEDA leadership training – it would be good for supervisors. But the agency is always focused on “what can we pull off by ourselves?”¹²⁸

RECOMMENDATION 27:

Review and update LSP Policy P.O. 229 Promotions.

The review of P.O. 229 Promotions must address in greater detail how promotions are conducted, who is eligible, what the requirements for each rank will be, and what course requirements are required. These were not in LSP Policy P.O. 229 Promotions currently. This policy should make clear and concise definitions of “eligible candidates,” “requirements of the policy,” and “course requirements.”

¹²⁸ LSP hosted the full FBI LEEDA trilogy beginning in early 2023.

Related Best Practices: Administrative Policy 11-1 Promotion Policy for Sworn Police Department Personnel, City of Lawton, OK.; and Promotion Procedure Guidelines Police Sergeant, Police Lieutenant, And Police Captain, City of Little Rock, Arkansas, November 13, 2014.

E. FIELD TRAINING OFFICER (FTO) PROGRAM

TBG also conducted a review of the Field Training Officer (FTO) Program. Although LSP has policy P.O. 1402 Field Training Officer (FTO) Program (effective 01/2020), the Field Training Officer (FT) program did not outline specifically how FTOs are selected, trained, or current trends, and some forms and documents related to the FTO Program need to be updated.

The assessment of the FTO Program included site visits, observations of classroom and practical exercises, review of Academy policies and requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy commanders during this evaluation period, and research.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

RECOMMENDATION 28:

Conduct a thorough review of the Field Training Officer (FTO) Program, and revise P.O. 1402 Field Training Officer (FTO) Program policy.

Although the FTO policy is relatively current (effective in 2020), its content needs to be revised by a “working group” to review the practices of the FTO Program. The components of a complete FTO program include FTO recruitment, selection, retention, and evaluation. In addition, there should also be mechanisms for considering both structured and anonymous feedback from FTOs and Cadets throughout the program. All of these elements make up a comprehensive FTO program structure and should be included in policy.

A key reason for a review of the FTO Program is the lack of a specific selection process for FTOs. There are qualifications for FTOs noted, but no rules for how the FTO is chosen. In addition, several aspects are outdated: the documentation forms for the program are nearly 25 years old, one PowerPoint FTO training is outdated and provided by a vendor, and another PowerPoint FTO training cites resources from 2011 and 2014.

Furthermore, recruits should be evaluated on de-escalation, fair and impartial policing, ethics and integrity, interactions with diverse and vulnerable populations, procedural justice, constitutional policing, community policing, and especially interactions with persons in crisis.

These are critical areas that need to be modernized to move forward from an outdated “way we’ve always done it” FTO program from 20 years ago. This working group should consist of LSP members such as a Troop commander (Captain) and the Training Academy Captain, three FTO Coordinator Lieutenants (one from each Region), six FTO Sergeants (two from each Region), the TEAP (Troopers Employees Assistance Program) coordinator, and six FTOs (two from regions different than the FTO Sergeants). The working group should also include community members representing all three Regions (if possible) and be facilitated by a neutral party whose primary function is to keep the group moving toward the goal of reviewing the FTO Program.

Related Best Practices: Michigan State Police Field Training Officer Program policy - Procedure Manuals/15 - Department Training and Professional Development, 15-02 - Field Training Officer (FTO) Program; Nassau County (FL) Sheriff's Office Field Training Program – 3522.00, Supervisor Monthly Grade Categories; and Jacksonville (FL) Sheriff's Office Field Training Officer Program policy. *Waiting on this policy from a FOIA (Freedom of Information Act) request (December 2022).

TBG Interview Notes (FTOs, FTO Sergeants, and FTO Lieutenants):

A vendor, Applied Police Training and Certification, provides the Field Training Officer training curriculum. LSP staff use these Power Point (PPT) slides to provide FTO training. There was no curriculum for review, only PPT. The PPT training is very dated in its design and references. For example, some of the court cases are dated 1963 and 2008.

The Daily Observation Reports (DOR) and other reports used in the FTO Program are dated 1999. The FTO supervisory report is dated 2000. Many FTO staff suggested more explanations for performance rather than a check box on the DOR.

Most FTOs, FTO Sergeants, and a FTO Coordinator Lieutenant suggested that the FTO Program be revamped, should last longer than the current ten-week to sixteen-week period, and have more latitude for extending the training period because of the investment into training the Cadet, when appropriate or necessary.

RECOMMENDATION 29:

Assess Cadet/Student evaluations at the end of each block of FTO Program instruction.

Cadet/Student evaluations at the end of each block of instruction is a determining factor of whether training is retained, especially after each examination. This could be used to determine retention when compared to the Recruit's performance in the FTO Program phases.

There is no process or policy in place to determine retention or changes in Trooper behavior. FTO Programs provide an early warning of retention and application.

TBG Interview Notes (FTOs and FTO supervisors):

FTO training is more than just the LE part of the job. FTO makes the Trooper, not the Academy. Need to be more open minded and not my way or highway. Spend more time on how to connect with trainees. Lot of them feel like the FTOs need to interject all the time. Need to make the 10-week length a lot longer. Needs to be completely redone. We need it for longer than 10 weeks (about 2.5 months). We can extend it if necessary. FTO would be minimum of six months. I worked a crash near Mississippi and later that day worked a crash near Texas. Just learning the area takes a long time. The thought process is to get them out ASAP to at least do the minimum. Six months at least. Maybe, give a test to get out of FTO to trainee. This is the practical part of FTO.

LSP should have a different set of curricula for POST certified recruits in FTO Program. Teach them how to investigate crashes and use LSP computer. I had a 7–8-year experienced recruit and nothing on her computer worked. We spent the first three days on the phone with the Help Desk. It was a waste of time. I do not understand why all their stuff doesn't work while they are in the Academy BEFORE coming to FTO. It's a pawn off, no connection to computer, BWC (Body Worn Camera), etc. I don't expect it to change.

Should changes be made to the FTO Program?

Yes, what we have is written in stone. Qt 16 weeks (the recruit) must pass or fail? No, we have invested time and money into a person, why can't we extend that to 20 weeks (about 4 and a half months) or longer? We shouldn't give up on them at 16 weeks. Maybe 24 weeks (about 5 and a half months) which is the length of the Academy.

F. TRAINING & ACADEMY OPERATIONS

The review focused on operations, specifically training completion, records, and certification management techniques, how learning objectives are measured in the classroom, and after the Trooper is engaging with the public to determine if policy and training has translated to appropriate actions and behaviors. TBG reviewed how training is being disseminated throughout LSP and what mechanisms are being used to track compliance with the training, understanding, retention, and Trooper comprehension of new materials.

TBG also reviewed and assessed LSP methodologies for measuring changes in complaints, discipline, and behavioral indicator systems data after training to determine if effective state-wide processes exist to ensure effective learning needs assessments are being conducted and helping to drive training and adjusting training priorities.

The review included training related to topical areas covered across the assessment and consisted of site visits, review of Academy policies and requirements from the Louisiana Peace Officers Standards and Training Council (POST) - Louisiana Commission on Law Enforcement (LCLE), one-on-one interviews with Academy staff including both Academy commanders during this evaluation period, and research of records. Observations of classroom and practical exercise training were also included in the evaluation method.

Overall limitations of the review for the Training Academy operations assessment consisted of:

- Lack of lesson plans – POST refusal to release for review and LSP not having for each block of instruction
- Inability to observe all types of training due to scheduling – supervisory training, FTO training, and annual in-service training
- Lack of or outdated policies – addressing selection, assessment, and training of instructors; requirements and eligibility for promotions; curriculum development; Cadet training; Duty Officers; storage of training records; Academy daily operations; use of role players; Field Training Officer Program; mission and vision statement; developing practical exercise scenarios; adult-based learning; using outside instructors; using community members to review and/or develop training; a training oversight committee; and measuring changes to training and behavior.

When asked whether a record could be produced showing which LSP employees attended a certain training course, TBG was told that each employee had to be looked up in the POST LMS system individually in order to see a training record. There seemed to be no accessible system in place or being used to record or track training (specifically, for example, annual in-service training). When asked about training records for previous years, very few student training or class assessment records were available for review. TBG was told that there is no real record kept and that there may be some written lists in a file.

Proposed Recommendations & Findings

Goal 10: Train personnel to support a “guardian” style service delivery approach.

RECOMMENDATION 30:

Create policies covering all operational areas associated with training.

The overall lack of policies is a major concern. Policies help staff make decisions more efficiently and provide instruction on how to perform tasks. Policies also provide consistency, create confidence, may reduce bias in decision-making, and help reduce liability.

The most common answer during the review to the question about whether an Academy or training related policy existed was, “No, we probably should though.” Whether with LSP P.O. or standard operating procedure focused on this specialized unit, LSP must develop clearly written operational procedures.

RECOMMENDATION 31:

Right-size LSP Academy staffing to adequately carry out the training mission.

In general, personnel assigned to the training unit were competent, trained, and well-intentioned. However, the dwindling number of staff could limit LSP’s capacity to address many of the findings. For example, the Academy’s capacity for planning would be significantly impacted by the number of available personnel.

RECOMMENDATION 32:

Create a training strategy and plan to inform LSP Command Staff and Academy Staff of the way forward.

This training and strategy plan should aim to strategically move the LSP training model forward and incorporate recommendations in the assessment report related to training and professional development.

RECOMMENDATION 33:

Move from a “warrior” culture to a “guardian” culture.

LSP has a proud, long-standing tradition of using a military “boot camp” approach to introducing Cadets to the Academy atmosphere, which begins immediately when the Cadets report to the Academy.

During interviews TBG was told on numerous occasions that completing the Academy was a “rite of passage” but the hardest thing they had ever done and did not want to do it again.

Related Best practices: Creating Guardians or Warriors? Examining the Effect of Non-Stress Training on Policing Outcomes, Li, Nicholson-Crotty, Nicholson-Crotty. The American Review of Public Administration, 2021, Vol. 51 (1) 3-16.; and Transforming Police Recruit Training: 40 Guiding Principles. November 2022, Police Executive Research Forum.

RECOMMENDATION 34:

Revise Day One indoctrination for Cadet classes.

LSP should consider moving from a military “bootcamp” style of training that promotes a “warrior” culture to a professional collegiate style of training that promotes a “guardian” culture.

In the AAR reported, LSP claims, “this model (military boot camp) has and continues to best prepare the men and women for the demands of the job.” According to the LSP Training Academy (TA) Review and Assessment of Attrition Report Cadet Class 99, “the LSP Training Academy has historically conducted physically and mentally challenging Cadet classes. LSP Cadet classes are similar in difficulty and structure to a combination of military boot camps and Trooper candidate schools. LSP believes this model has and continues to best prepare the men and women for the demands of the job.”

TBG recommends starting the Academy with problem solving and team building activities, instead of a “Hell Day” format. The form of the “Day One” for the LSP Cadet Academy may be compared to the first day of an Army/

Marine bootcamp, known as “Hell Day.” This form of indoctrination and training environment may impact Troopers’ application of procedural justice. For example, their interactions with the public may reflect learned behavior from their first and subsequent days at the Academy.

More professional approaches should be employed to train law enforcement officers in the 21st Century, other than the existing military boot-camp style used by LSP. For example, TBG observed Day One at the Academy. LSP Cadets were observed being directed to carry their duffel bags and luggage to the breezeway of the Academy between the classroom and War Room gymnasium and stand at attention in alphabetical order. After approximately 15-20 minutes, the LSP Academy staff (approximately 15) ran towards the Cadets yelling instructions (very loudly) which included moving the line from one end to the other end of the breezeway and back several times (for no apparent reason). The staff made Cadets perform push-ups for letting their bags touch the ground during this line shuffling event. Cadets were also made to perform fitness exercises in the grass, run into the auditorium and back out, stand and sit in formation, and observe how to respond to orders (loudly), march, and turn. According to one staff member, this was to “break them down and instill stress” so the Cadets could be evaluated prior to becoming a Trooper. However, it instills fear of the staff and rules, and also enforces robotic behavior that the staff tries to undo just prior to graduation.

The culture of the Training Academy is one of strict discipline and extreme physical fitness, creating robotic behavior. Cadets must adhere to strict guidelines from the 38-page Cadet Manual.

Learning principles in the Cadet Class environment could be coined as “Don’t speak unless spoken to” due to the military boot camp atmosphere which begins on Day One with indoctrination through extremely strict discipline. Some described the Academy as “hazing.” Physical exercises are imposed as punishment for disobeying rules (which have not been clearly explained to the Cadets) and results in demeaning and disrespectful screaming and yelling that no one should have to endure. Moreover, the Cadets are required to walk or run in formation, look forward and have no eye contact with others, and jump (literally) to attention when an LSP Trooper enters the room or classroom.

Many of the training facilities and training operations are labeled as “tactical” or “war” related, furthering a military mindset throughout the entire Academy. As an example of the warrior mindset, the gymnasium at the Academy has signage designating it as the “WAR ROOM.”

Several seasoned Lieutenants, Sergeants, and Field Training Officers mentioned that when Cadets come to their Troop, they are very “robotic”. For example, during a Subject Control training segment near the end of a Cadet Class, the lead instructor provided feedback on the performance observed during a Cadet’s Traffic Stop Scenarios: “You can’t be robotic, you have to let your personality come out, just like you are talking to someone at the gym, be human.” Such comments from an instructor are on point, however, Cadets had been indoctrinated into the “Robo Cop”, military culture persona created in the Academy. The instructor was trying to undo a mindset instilled over the previous 22 weeks (about 5 months) before that training segment.

The extreme physical demands of the Academy starting with Day One creates an atmosphere where even those at the peak of their physical prowess find it exceedingly difficult. Beyond the demands of physical training, the incessant punishment in the form of physical “training” for “disobedience” also contributes to the attrition of promising applicants. LSP After Action Reports (AAR) find an average of 25% attrition rate, which primarily was attributable to physical conditioning.

Related Best Practices: Creating Guardians or Warriors? Examining the Effect of Non-Stress Training on Policing Outcomes, Li, Nicholson-Crotty, Nicholson-Crotty. *The American Review of Public Administration*, 2021, Vol. 51 (1) 3-16.; and Transforming Police Recruit Training: 40 Guiding Principles. November 2022, Police Executive Research Forum.

RECOMMENDATION 35:

Treat Cadets with dignity and respect.

During the Day One indoctrination of Cadet Class 101, LSP staff continuously told/shouted to the Cadets such things as:

“You are not the police anymore.”

“If you are ready to pull out of here, go ahead and save us some time.”

“If this is not for you, raise your hand. We will collect by your sweat.”

“There is a reason for everything we do.” (Consultants question that statement.)

“Get with my program or go away.”

“This is an abbreviated class. Think it’s going to be easy? The sheriff just gives you a star.”

“Get your trash (luggage) and follow me.”

“Sound like you want to be here or you can go away.”

“This is how you will move around MY compound.”

“We don’t want to see your personality or bad look on your face.”

“On my compound, don’t walk like robots. Natural walk from the waist down.”

“If your name is wrong, I couldn’t read your writing. And you’re not using my pen.”

“That’s the worst picture I have ever seen.”

“Did you have a shield? A five-point star? A six-point star?”

“If you’ve had enough, this is the voluntary resignation form.”

“If you’re ready to go home, it will save us a lot of trouble up front.”

Most of these statements and questions carried a loud, often derogatory, tone. On the first day in the classroom, the Cadets stood at attention until ordered to be seated. After several practices, the Cadets finally were told they would be given a second command to “Adjust” so they could sit comfortably in their seats.

The approach may also impact LSP’s ability to successfully attract and retain more veteran officers as lateral Cadets who bring decades of experience to the organization. Lateral hires noted being attracted to joining LSP mainly because of benefits, pay, and professionalism. Some lateral hires noted leaving a department where they may have spent up to fifteen years in order to commit to LSP in the hopes of a more professional organization. Yet, with the existing para-military orientation style in place at the Academy, LSP may be missing an opportunity to attract and retain more lateral Cadets who may bring valuable professional experience to the Academy. Specifically, TBG noted that some lateral Cadets were demeaned, as no longer having a law enforcement commission, to the point of making light of their previous badge shape (shield or star). Day One orientation fell short of giving lateral Cadets the respect of their combined 200+ years serving the public safety of Louisiana.

No data exists for real reason that Cadets leave the Academy other than “physical preparation,” “academics,” or “family matters,” however, humiliation, degradation, and disrespect during Academy, in addition to the relentless physical demands often handed out as punishment to the Cadet class, may be contributing to elevated attrition rates.

TBG Interview Notes (Troopers/Employees):

LSP Academy “was the hardest thing in my life.”

I learned a lot at my former PD’s Academy and even taught there. I didn’t get anything useful from LSP Academy. LSP could cut the Academy time in half and teach more. I sacrificed a lot, left behind family, etc. for it.

The POST training courses still have the same materials as they were from 1970.

The way they train “took a lot of confidence out of me.” “I almost quit after that.” “It took 6 months to recover.”

They do a lot of “mind game crap” and take away all your confidence. Then they expect you to go out there and have the confidence to make stops and do your job. I fumbled through my first stop because I had no confidence.

They have duty officers that are “on a power trip.” “We were getting punished for stuff all the time.”

It was “a lot of wasted time.” We should have the best training in the state. Instead, it’s “all old school.” The mentality is “I went through it, so you have to.”

Training needs to prepare Troopers for the reality of what they’ll see on the job/the tough parts of the job – for example, you will see a person who died in a fatal crash.

It seems many good Cadets are being lost to the Academy’s current practices.

Related Best Practices: Creating Guardians or Warriors? Examining the Effect of Non-Stress Training on Policing Outcomes, Li, Nicholson-Crotty, Nicholson-Crotty. *The American Review of Public Administration*, 2021, Vol. 51 (1) 3-16.; and Transforming Police Recruit Training: 40 Guiding Principles. November 2022, Police Executive Research Forum.

RECOMMENDATION 36:

Develop and follow a policy for measuring learning objectives in the classroom.

LSP identifies two methods for measuring learning objectives in their New (Draft) Training Academy SOP: 1) Knowledge-based Testing & Exams and 2) Performance-based Testing & Practical Exercises. TBG recommends expanding this measuring paradigm to include additional measures like oral quizzing and teach backs. These objectives and measures should also be reflected in the policy.

RECOMMENDATION 37:

Establish a policy to comprehensively track records, measure learning objectives, and assess the efficacy of LSP training.

Trooper behavior can indicate the efficacy of training over time. LSP can incorporate surveys and analyze training records to measure training impacts on Trooper behavior, and determine needed changes to training and policy.¹²⁹

Related Best Practices: FLETA Academy Standards, A1.15, A1.16, and A1.17 (www.fleta.org)

¹²⁹ For example, the Kirkpatrick-type model of follow-up on training can provide valuable data on behavior.

RECOMMENDATION 38:

Establish a policy that outlines how in-service training notifications are disseminated.

LSP policy notes that the “In-Service Sergeant shall approve all training conducted by the Training Academy staff.”¹³⁰ An In-Service Training Memorandum is disseminated annually with the current year’s training and schedule, however the official policy and procedure still references Lotus Notes and needs to be updated to reference an annual memorandum.

RECOMMENDATION 39:

Conduct a well-informed annual training needs assessment.

The training needs assessment should be conducted at least annually or bi-annually. This process should be informed by several key elements, such as statistical data and analyses, use of force and complaint findings and trends, new laws and case laws, societal changes and community mandates. The findings of the assessment should regularly and systematically inform LSP training priorities and curricular objectives.

Related Best Practices: FLETA (www.fleta.gov) Section 3, Program Training Development Standards - 3.04 The applicant defines and validates tasks to derive training objectives. Advisory: The applicant may use subject matter experts, policies, legislation, etc. to determine: the tasks to be trained, the organization/grouping of job-related tasks, and the special conditions under which tasks will be performed; and 3.05 Objectives are derived from job tasks (job requirements). Advisory: A task-to-objective matrix may be used to demonstrate this relationship.

RECOMMENDATION 40:

Develop a process to review and address training related complaints and feedback.

TBG reviewed the policy, LSP P.O. 901 Code of Conduct and Ethics, which barely addresses complaints. “44. CITIZEN COMPLAINTS (i), A commissioned officer shall courteously accept any written and signed complaint made by a citizen against any officer or the Department in accordance with these policies and procedures. ii) Officers may attempt to resolve the complaint consistent with Departmental policies and procedures but shall never attempt to dissuade any citizen from lodging a complaint against any officer or the Department.”

LSP should outline a process to review and address complaints or feedback related to Cadet, Field Training Officer, or In-Service training.

Related Best Practice: Federal Law Enforcement Training Accreditation (FLETA), Program Standard 3.16 - Conducting, compiling, and reviewing student reactions (Level 1 of the Kirkpatrick model or an equivalent) to identify

RECOMMENDATION 41:

Develop a “Detective” or “Investigator” training program.

There is no formal training program offered to LSP staff when they are transferred to the Detective division as an investigator. When Troopers/investigators are transferred to Detectives, they are enrolled in an Officer Involved Shooting/Use of Force 5-day course, as required by Peace Officers Standards & Training, as well as Interview & Interrogation.

Much like the Field Training Officer Program, there is a need for more formalized training for Detectives, especially since the day-to-day roles of investigators can be much different than those of a Trooper. LSP should consider

130 LSP training is pushed out for Annual In-Service Training, Online Training Courses (LEO & POST LMS), Roll Call Training, Specialized Training, and by Training bulletins. Training bulletins are developed if there should be a change to a law, standard, etc., or to communicate an urgent or necessary explanation to LSP personnel. Before those bulletins are disseminated, Training Academy Staff make a submittal for consideration through the chain of command.

implementing a two-day (minimum) detective training program, and prioritize investigators responsible for critical decisions and reviewing offenses, such as those working in the Internal Affairs office since currently there is no formal training for Internal Affairs investigators.¹³¹

Related Best Practices: Institute of Police Technology and Management (IPTM)¹³² at the University of North Florida, Jacksonville, FL.; Police Internal Affairs training course.; Criminal Investigation Techniques.; Interviews and Interrogations.; and Advanced Interviews and Interrogations.

RECOMMENDATION 42:

Review, revise, and redevelop the use of force training components related to direct when to use force, appropriate use of force, and when to avoid using force (de-escalation).

TBG Interview Notes (Troopers/Employees):

At the Academy, we only had one normal traffic stop like I usually deal with every day. The rest were these very extreme situations where you must be prepared to “fight for your life” – it was “officer survival week.” These scenarios teach officers what to expect on the road, but it’s not what most traffic stops are really like. There needs to be more balance – “the balance isn’t all the way there.” There isn’t a lot of instruction about how to avoid the use of force in the first place. At [Different Training Academy] we got instruction on verbal judo; something like that is missing in the Training Academy at LSP.

During force training, we watch videos from other agencies. We should be looking internally for training opportunities. We should consider videos from LSP officers – what worked and what could have been better.

Training/guidance re: supervisor’s use of force review - Didn’t receive any formal training on what a Sergeant’s role/responsibilities should be. No training on how to review uses of force.

Recommended the FLETC use of force train the trainers – got pushback because it’s geared towards trainers, but it would be helpful to anybody; it’s grounded in the legal standards, discusses the difference between subjective and objective use of force report writing, etc.

RECOMMENDATION 43:

Provide training for supervisors on use of force reviews, BWC reviews, and report writing.

TBG Interview Notes (Troopers/Employees):

After reviewing use of force BWC, we just write “reviewed” without any details/recommendation because we were instructed not to write a lot. “I’m not sure what else I would say.” “It could be beneficial” to get additional training on use of force report writing and review/supervisor’s review.

We could use more training in the use of force and updating subordinates on the standards. There’s “not a lot of training” when you make the transition from Trooper to supervisor. Received no formal training on what to do as a Sergeant – “it’s pretty much on the job training.” The Lt. walked him through the force review process when one occurred recently. It was helpful – “you can get lost in Mark43.”

¹³¹ This was left to their learning from other detectives and the use of a “checklist” for internal affairs matters.

¹³² It is not the intent of TBG to endorse a training vendor, however, numerous LSP Academy staff members have attended IPTM trainings in the past and are familiar with the quality of the instruction. This is only a suggestion.

RECOMMENDATION 44:

Expand training to include bias awareness, how to interact with diverse community members, and de-escalation.

Presently, the Academy curriculum does not include these topics. For example, de-escalation is only a 12-hour block during the Academy, with no real in-service follow up to reinforce these tactics. Also, de-escalation should not be stand-alone training and also should be integrated into various training elements, such as firearms, Taser, and defensive tactics.

Procedural justice, communication skills, and conflict resolution skills should be included as well, since these skillsets will help break down existing barriers that may lead to increased bi-lateral trust. Training should include impartial policing initiatives, including how to interact with 1) communities of color; 2) persons living with intellectual and/or physical disabilities; 3) and people living with mental or behavioral health conditions; 4) the LGBTQIA+ community; and 5) immigrant populations.

Implicit bias training, while not the only solution, can be helpful; however, it is important to understand historical trauma around policing.¹³³ Further, recent lessons learned from incident reviews should inform policy and training needs.

RECOMMENDATION 45:

Restructure the role and purpose of Duty Officers in the Academy and the application of remedial measures during Cadet training.

Interviewees noted that Duty Officers conduct “extra” [interviewee used air quotes] physical training (PT) sessions, also termed “paying penance.”

Appendix F states “[a]nother form of Counseling used to reinforce the LSP core values and correct minor infractions are corrective physical training exercises.” Appendix F specifically states “While the Duty Officer acts in a supervisory manner and has the authority to administer corrective PT, they are not a drill instructor. In addition to their role in PT, Duty Officers also conduct, “remedial training” during the Academy off hours (evening/night).

Remedial training and all counseling should be within reason, including PT. Further, Cadets should be made aware of why they are doing corrective PT. For example, a Cadet noted that there were times corrective PT was required, but they were not told why.

Key LSP Transformation Opportunities

TBG’s evaluation of the LSP Academy is that their current military bootcamp style of training creates an adverse learning environment and an “enemy” mindset (us versus them) for Cadets toward the public.

Key findings include the LSP has:

- A military-style Academy eliminates many prospective law enforcement officers, either prior to or during the Cadet Academy.
- No training strategy.
- No training plans – Cadet Academy, detective, or in-service.
- No policies addressing most of the training and Academy operations.

¹³³ Resource: *Civil Rights and Restorative Justice Project (CRRJ) at Northeastern University School of Law.*

The demeaning treatment of Cadets, instances of military like procedures, military/warrior labels and designations, and a regimen of continuous physical “punishment” for the slightest of rule violations, has created a warrior culture. There are more professional ways to develop and train Cadets than the military style boot camp used by LSP.

The Field Training Officer (FTO) Program and policy is the cornerstone for preparing Cadets yet lacks updated training, updated forms, policy clarity, and flexibility for extending training periods in unique situations.

The Academy policies or procedures are lacking details for:

- Establishing instructor selection, assessment, continuing education, and daily operations.
- Training staff in Curriculum development.
- Utilizing a Records Management System.
- Delivering extensive training in de-escalation and dealing with mentally ill individuals.
- Establishing an Academy/training unit mission and vision statement.
- Establishing an Academy/training unit strategic plan.
- Establishing an Academy/training unit training plan.
- Being gender neutral in all policies and procedures.

TBG’s evaluation of the LSP Academy instructors and command staff determined that they are a dedicated, experienced, and hardworking group who work well together to complete Cadet classes and in-service training programs.

Key findings include the LSP has:

- Dedicated staff who are experienced instructors.
- Generally a good reputation across Louisiana especially compared to other departments regarding training, equipment, benefits, and pension.
- Adequate training facilities at the Academy and practical exercise location at Joint Emergency Services Training Center (JESTC).

They express a commitment to turning out the best Cadets for LSP as they know how based on their legacy, knowledge, and historical traditions of how the LSP Academy is operated. Their instructors are dedicated to the mission of training and do the best with what they have. TBG was provided a draft LSP Training Academy SOP Manual (dated September 2, 2022) that contains the following Education and Training:

Mission Statement¹³⁴:

The mission of the Louisiana State Police Training Academy is to provide Cadet, In-service, and professional development training, grounded in constitutional and community policing and procedural justice. Additionally, training shall reinforce departmental policies, establishing that in all situations, officers shall reasonably attempt to act prudently, and exercise sound judgment based on a deep reverence for human life.

134 It should be noted that during TBG’s first site visit (May 2022), the Academy staff stated they did not have a mission statement for the Academy or training.

11.

Technology



Technology

Overview

This section provides a summary of the work conducted to assess Louisiana State Police (LSP) Information Technology (IT). The Bowman Group (TBG) also provided observations and recommendations for strengthening the gaps identified in foundational IT support and governance processes and provide policy guidance.

TBG was asked to conduct a review of information technology (IT) processes and systems currently in place at LSP, including its: (1) Records Management System (RMS); (2) Computer Aided Dispatch (CAD) system; (3) State Message Switch System (SMSS); and (4) Communications Management Systems.

Although not within the four subject areas TBG was specifically asked to review, TBG is compelled to also discuss gaps identified during this assessment in several foundational IT support and governance processes that LSP must address to set itself up for success in modernizing its IT and supporting its workforce and the community into the future.

Approach

TBG conducted multiple interviews on-site and remotely. Those interviewed included IT leaders and staff and end users in the field, including those in dispatch, patrol operations, and investigations. Troopers, managers, and LSP leadership were all interviewed to identify current IT systems and capabilities and to understand how users engage with technology and data systems across LSP.

While there are dozens of other data systems in place at LSP, the scope of this assessment focused on the (1) Records Management System (RMS); (2) Computer Aided Dispatch (CAD) system; (3) State Message Switch System (SMSS); and (4) Communications Management Systems.

There are other efforts underway to modernize LSP technology. In particular, LSP is working to implement a document management solution to assist in the tracking of public records requests, and the movement of documentation across the Department of Public Safety.

While that effort was not specifically covered in this assessment, TBG has recommended that LSP and the Office of Technology Services (OTS) ensure this project is approached with proper IT Governance and related business processes. Specifically, TBG recommends that LSP engage subject matter experts to help document LSP's operational and business requirements for a document management solution, prior to selecting a technology solution.

Proposed Recommendations & Findings

Goal 11: Modernize technology, data collection, and assessment tools.

Foundational IT Support

When utilized effectively, technology can help shape a more efficient and transparent agency; one that emphasizes the appropriate use of data and analytics to put the right resources and services in the right places at the right time; leverages technology as a force multiplier; and uses technology to better serve the community. LSP can strengthen its technological capabilities by first focusing on three fundamental issues: (1) IT strategy; (2) IT governance; and (3) IT resources and capacity.

IT Strategy and Roadmap

An agency's vision for technology must be driven by its goals for public safety. Once those overarching operational goals are established, an agency must then develop an IT Strategy and Roadmap that include IT objectives and initiatives specifically tied to those agency goals.

A proper process for developing such a strategy should include the following steps:

- Identify overarching Department goals and objectives
- Interview executive and operational stakeholders to understand how each of their functional areas support those goals and objectives, and how technology and data systems come into play for each.
- Review existing IT and related infrastructure. Identify the state of core IT solutions and infrastructure. Identify challenges posed by current IT solutions or paper-based processes. Understand what is working and what is not.
- Create a Roadmap over a defined period of time (3-5 years) based upon identified priorities, define resource allocation, and budget.
- Define metrics to determine how progress and outcomes of the IT strategy will be measured.
- Update the strategy annually to ensure it remains in line with Department needs.

As LSP continues with its Mark43 implementation, sets out to better manage its records, and ultimately seeks to improve upon its collection and use of data, a formal IT Strategy will become even more critical.

RECOMMENDATION 1:

Develop and adopt an organization-wide IT Strategic Plan to align technology modernization and data collection priorities.

The IT Strategic Plan should directly support the overall goals and objectives of LSP and set forth a Roadmap for the IT initiatives that are a priority for the Department. The Strategic Plan should be developed in consultation with OTS, to ensure that fundamental IT needs (e.g., aging hardware and software, security, etc.) are considered during the development of the plan and roadmap.

IT Governance

Supporting the development and implementation of the IT vision should be a formal IT governance structure to help set and manage priorities. Clear lines regarding IT governance are critical to the operation of a public safety department, as IT serves as the foundation for all operations including mission-critical communications, accurate reporting, investigations, management, and transparency. Without a proper governance structure that includes both IT staff and task owners, IT can become misaligned with workload and tasking, or implemented in an IT “vacuum,” which is rarely successful.

A governance structure that allows leadership to define operational goals and objectives and ensure that all IT initiatives directly support those goals is key to successful IT. A proper IT governance structure should enable sound IT decision making, ensure silos are not created, advocate for proper funding, plan for ongoing training and education, develop proper policies, and work to understand the needs and requirements of its users. Such a structure should also enable leadership to reprioritize initiatives as new or unexpected priorities arise.¹³⁵

Currently within LSP, IT governance appears to rest mainly with the processes established by the Louisiana State Office of Technology Services (OTS). OTS is the centralized IT service provider to all Louisiana executive branch

¹³⁵ See *IT Governance* – [The MITRE Corporation](#).

agencies. OTS is responsible for all IT procurement and supports the infrastructure, network, applications, information security, and end user devices across the LSP.

OTS has established the Enterprise Governance Group (EGG), in which LSP participates, as well as a Technical Working Group, who support IT projects by providing technical expertise and input. LSP, however, does not appear to have its own formalized IT governance structure, processes in place to assist with long-term IT strategic planning, and/or the documentation of business/functional requirements to work in conjunction with the OTS governance processes.

The following outlines a recommended governance framework.

Executive Level Governance

An executive level steering committee (ESC), comprised of leadership from various areas across an organization, should set and oversee priorities for IT needs, ensuring all long-term plans for technology and data are in line with the organization's operational goals and objectives.

Often reporting up to the ESC is one or more working groups that develop and make recommendations on IT initiatives. For example, a working group could focus on documenting business requirements and use cases for a particular business need the ESC has identified. They would then present that information to the ESC for review and approval.

The ESC should participate in the development of and ultimately oversee the implementation of the IT Strategic Plan, ensuring a roadmap is in place, and that each IT initiative that has been prioritized directly supports the goals and objectives of the larger organization.

If implemented effectively, leadership will know what stage each IT project or data initiative is in, what approvals are pending, and what business leaders and stakeholders (internal and external) are involved. The ESC must also be able to re-prioritize initiatives as new or unexpected priorities arise, and to coordinate with the OTS EGG accordingly.

Project Level Governance

Any technology initiative must include a clear governance structure to ensure best practices are followed for the planning, implementation, and support of each technology or data system initiative. When IT initiatives fail, it is often not due directly to failures in the technology itself; rather, failures are often the result of gaps in the planning, management, and governance of the technology initiative.

A working group assigned to an IT initiative should define user needs and functional business requirements, work with IT resources to understand what capabilities or improvements are possible, communicate those user needs and business requirements to the appropriate IT resources, and then serve as subject matter experts to test new systems and capabilities to ensure they meet the needs of the business. They might also help provide input into use policies and procedures and even serve in a "train-the-trainer" capacity during deployment of the new technology.

The relationship between the LSP IT Governance framework, and the processes established by OTS must also be made clear. There is currently considerable confusion between LSP and OTS regarding which entity is responsible for which activities at both an executive level and project level. For example, during interviews, many at LSP thought OTS was responsible for documenting business/functional requirements for new IT initiatives, while many at OTS believed it is the responsibility of the requesting Department (LSP) to document those requirements. As such, large IT initiatives, such as the search for a records management solution for the Department of Public Safety, are beginning in a space of confusion, with either party wondering when the other is going to begin their documentation process.

RECOMMENDATION 2:

Implement an IT governance framework.

This should include an Executive Steering Committee (ESC) and a working group. A representative from OTS leadership should participate in the LSP IT ESC, as described below in Recommendation 4, so they can gain a direct understanding of business and policy goals/objectives and provide input regarding foundational IT considerations (e.g., information security issues, timelines re gaining legacy hardware or software, etc.)

RECOMMENDATION 3:

Document business/functional requirements and use cases for each initiative included in the IT Strategy and Roadmap.

Those functional requirements should be shared within the OTS governance framework so that OTS can help add technical requirements that best support the functional requirements and ensure LSP ultimately identifies the best IT solutions to meet its needs.

It should be noted that if LSP does not possess the expertise to implement the above recommendations, external subject matter experts should be engaged to assist with the development and implementation an IT governance structure, related processes, and ultimately the IT Strategy and Roadmap.

RECOMMENDATION 4:

Assign an LSP Portfolio Manager to work with the information technology executive-level steering committee and OTS.

Such a position would focus on plans for IT modernization within LSP and work directly with LSP on the development of an IT Strategy, ultimately producing a roadmap and schedule to support the IT Strategy. This position should be a management or leadership position within OTS, as this will require strategic planning capabilities and management

IT Support

Without the proper resources in place, an organization cannot be successful in implementing and supporting modern technology and its users. Recently, as the need for IT has grown, the IT organization within LSP has not kept pace.

LSP IT is supported jointly by the LSP Technology and Business Support (TBS) Section, and OTS. Coordination between LSP and OTS, however, appears to be disjointed. If the governance processes described above are to be successful, the confusion surround the LSP/OTS working relationship must be clarified.

When interviewed, LSP staff and leadership were unclear as to how and when OTS resources are made available and whether there are OTS resources dedicated to supporting LSP. Further, LSP cited instances where they thought they had a project team assembled to support an LSP IT initiative, only to have the OTS resources swapped out, leaving LSP feeling as if they were starting from scratch on a project. Moreover, LSP indicated there are some occasions wherein they believe a project has been formalized and OTS resources have been assigned, yet resources were not readily available during critical phases of the project. Additionally, LSP indicated that OTS would sometimes make changes to an area of IT infrastructure (e.g., network equipment), without making the proper notifications across LSP, resulting in outages and connectivity issues for end users.

During interviews of OTS, on the other hand, OTS leadership conveyed a clear picture of how projects should be initiated, how resources are assigned, and how changes are to be managed. As such, it appears that much of

the confusion between the two organizations is a communications issue. Without both parties being in lockstep through every phase of a project, however, IT initiatives will not be successful.

Moreover, while OTS focuses on traditional IT support (e.g., desktop support, IT security, infrastructure), it is not able to support other critical functions that directly impact the end users of LSP IT. Rather, LSP TBS manages those functions, as it should, given that those functions specifically require knowledge of public safety policies and business processes. A dedicated team within TBS must manage critical functions, such as system administration, end user training, reporting and quality assurance processes.

LSP TBS, however, is critically understaffed to perform these functions. For example, approximately 1.5 to 2 full-time equivalent (FTE) resources have been dedicated to those responsibilities for the rollout of the Mark43 CAD and RMS; two mission-critical, enterprise-wide systems, that impact every facet of LSP. In most cases, a team of at least five to ten resources would be assigned to just one of these systems during implementation

If IT staff with the necessary subject matter expertise are not in place, proper support for existing systems becomes problematic and the expansion of IT and data systems will not be feasible. DPSS must address its IT staffing issues if it intends to maintain, let alone expand and improve, its use of technology and data systems.

- **System Administration** – Configuring software applications to ensure a smooth end-user experience (e.g., are the right fields in the RMS mandatory vs. optional, is a user prompted to complete the right forms for a specific crime type, etc.); ensuring appropriate records retention rules are built in based on evidentiary rules; and other tasks specific to public safety use cases.
- **End-User Training** – Ensuring all end-users are trained in the policies and procedures pertaining to each system, not just from a technical perspective, but also from a practical/functional perspective. (e.g., training should not solely focus on how to click through a screen but should be based in operational policy and procedure.)
- **Reporting and Analysis** – Understanding the data to build reports, dashboards and analyses to support the needs of LSP management, leadership and external stakeholders. (e.g., produce regular statistics, reports for data-driven decision making, risk management analyses, etc.)
- **Quality Assurance** – Ensuring that IT systems are being used according to policy, quality data is being captured, and that gaps are identified and remedied.
- **End-User Support** – Ensuring that users encountering issues as they interface with LSO systems are supported 24/7.
- **Continuous Improvement** – Identifying frequently occurring end-user issues and ensuring system improvements are vetted and implemented accordingly.

RECOMMENDATION 5:

Define, document, and communicate exactly how IT supports LSP with OTS.

This communication should cover:

- Exactly what the division of responsibilities is between OTS and LSP TBS, from the inception of an IT project through support and maintenance.
- The process by which a joint OTS/LSP TBS team is formed to plan for and support an IT initiative from inception of an IT project through support and maintenance.
- The process by which the right OTS resources will be assigned through each phase of a project, and a formalized process for phasing an OTS resource on or off a project, including the knowledge transfer process.

RECOMMENDATION 6:

Develop and implement a staffing plan to enable TBS to support LSP IT and data systems.

Responsibilities of TBS staff should include: system administration, training, reporting/analysis, quality assurance, end-user support, and system support/improvements. The staffing plan should include a near-term plan to support its ongoing Mark43 deployment and other new technology being deployed in the next 12 months, and a long-term plan to support the implementation of the initiatives to be included in an IT Strategy and Roadmap. Related costs should include annual training needs for all staff (e.g. system administrator training, instructor training, etc.)

Data & Communications Systems

TBG was asked to specifically assess the following four IT solutions: (1) Records Management System; (2) Computer Aided Dispatch system; (3) State Message Switch System; and (4) Communications Management Systems. The following offer observations about LSP's implementation of each technology, and recommendations for any improvements that should be considered.

Records Management System

A modern Records Management System (RMS) should serve as the foundation to enable a law enforcement agency to collect, manage, and produce data that is integral to agency operations. An RMS should provide the ability to complete incident/crime/arrest reports, report crime to the public and the FBI/DOJ, produce copies of reports for those members of the community involved in an incident (e.g., traffic collision reports), maintain the chain of custody of property and evidence, and provide the necessary documentation to file cases.

LSP has deployed a commercial off-the-shelf (COTS) RMS developed by Mark43 in a phased manner over the course of the past two years. The RMS is web based, user friendly, and appears to be generally accepted by those in the field in a positive manner.

Because the RMS has been deployed in a phased manner, with additional features and functionality still to come, most users expressed frustration in the duplicative data entry that is currently required. For example, citations are still handwritten on paper, but information must also be typed into Mark43; DWIs are either entered into a separate system or handwritten and then also typed into Mark43.

Other users expressed frustration regarding RMS functionality not working as expected. In some cases, the root cause of this frustration appears to be user error, however, these types of issues are difficult to assess in the absence of an RMS user support team.

While deploying an RMS in a phased manner is in line with best practices, it is not common that such a large scale, enterprise-wide IT deployment would be executed by such a small team of resources. Typically, such an endeavor would require an IT configuration team, a training cadre, and a user support/deployment team. The Mark43 RMS has been deployed with essentially only 1.5 full-time resources assigned to the project. While it should be noted that this very small team has accomplished a great deal, in deploying the Mark43 platform without additional resources, the issues regarding duplicative data entry and the need for additional user support and training will not be addressed in an effective manner.

Moreover, LSP does not have centralized Records Section to manage the day-to-day use of the RMS. Critical tasks, such as a quality assurance review of the data entered into the RMS, fall on LSP TBS resources. A centralized Records Section should be responsible for a variety of tasks pertaining to the RMS, such as ensuring the proper use of the RMS and responding to records requests. Such a section should also be responsible for implementing a data management strategy, in conjunction with TBS. A data management strategy should involve verifying the quality of the data being entered by users, cleansing data as needed (e.g., removing duplicate records when a person has been entered into the system on two separate occasions), and identifying areas of needed improvement in the RMS (e.g., updating drop down lists, recommending mandatory fields, etc).

Currently, there is no entity responsible for these tasks and users interviewed expressed concern about reporting data out of Mark43 when they are not sure if they can trust the data. A law enforcement agency's data must be accurate, reliable, and accessible to the right people at the right time. Without accurate data, an organization's statistics will be called into question, and management will be unable to make data driven decisions about deployment, crime strategies, and the like.

The Bureau of Justice Assistance and National Institute of Justice *Standard Functional Specifications for Law Enforcement Records Management Systems* describes the general requirements of an RMS as:¹³⁶

- Single entry (i.e., no duplicate data entry)
- RMS should automatically submit data to external sources as defined by the agency
- Maximum use of code tables
- Ability to enter and query narrative(s)/text fields
- Spell check and formatting capability on narrative(s)/ text fields
- Ability to access multiple systems from a single RMS workstation
- Single database (i.e., virtual or physical)
- Validation on data entry (i.e., logical edits, edit checks for all fields)

An RMS should also include master indices that connect and aggregate information in various areas, including people, locations, property, vehicles, etc. "Master indices eliminate redundant data entry by allowing the reuse of previously stored information and the automatic update of the master indices upon the entry of report information." (See *Standard Functional Specifications for Law Enforcement Records Management Systems*, p. 3.)

Moreover, the *International Association of Chiefs of Police Standard Functional Specifications for Law Enforcement Records Management Systems Version III*, "[w]ithout strict data quality controls and reviews, inaccurate information entered in the RMS can propagate through justice agencies creating significant issues in the processing of a case." (See *Standard Functional Specifications for Law Enforcement Records Management Systems Version III*, April 2021, p. 11.)

RECOMMENDATION 7:

Establish a centralized Records Section.

The Records Section should ensure the proper use of the RMS, conduct data quality reviews, cleanse data as needed, identify areas of needed improvement, produce data as needed, and respond to records requests.

RECOMMENDATION 8:

Develop a Data Management Strategy.

This should include a plan for how data is reviewed, corrected, maintained, and reported.

RECOMMENDATION 9:

Conduct a review of manually created reports and reports requiring duplicate data entry and develop a plan to incorporate all relevant reports into the RMS.

This should include the incorporation of eCitations and DWI forms, as well as the inclusion of data that should be captured by LSP but has not been collected to date. (e.g., stops data, search data, etc.)

¹³⁶ See *Standard Functional Specifications for Law Enforcement Records Management Systems*, p. 1.

RECOMMENDATION 10:

Add resources to the LSP TBS team responsible for the deployment and support of the Mark43 platform.

The details of this need have been described throughout this report but are so critical to the continued success of the Mark43 implementation that it is called out again here.

Computer Aided Dispatch

A modern and reliable Computer Aided Dispatch (CAD) system is critical to the operation of a police department. CAD enables officers to be dispatched quickly to calls for service and be provided with the necessary information to respond to the call.

LSP deployed a commercial off-the-shelf (COTS) CAD developed by Mark43 in March 2021. This is the first CAD to be deployed and utilized by LSP, and Dispatchers appear to be very happy with the addition. The system is easy to use and provides much more robust functionality than the Lotus Notes applications Dispatchers had to use in the past.

There were some needed areas of improvement noted by end users. Mapping capabilities were noted as needing improvement, as the initial version of the map in CAD did not have state highways and interstates labeled appropriately, and “common” names for certain roadways, bridges, and other locations were not present in some instances. Dispatchers also expressed concerns that some of the older desktop computers in use might not be sufficient to support the demands of the CAD and related mapping software.

The remaining gaps identified to date regarding CAD appear to be less about actual IT needs, and more about business process and the lack of standard operating procedures and policy. Each regional dispatch center operates independently, without an overarching command or policy in place to standardize operations or the procedures Troopers should follow when interacting with Dispatch. There is also no official dispatcher training in place, which poses a risk to LSP given that the dispatch resources were traditionally viewed as radio operators and transcribers but are now expected to serve in a more traditional dispatch capacity.

Moreover, while Troopers are responsible for updating their status and clearing their calls, there does not appear to be an accountability mechanism in place to ensure Troopers are following proper protocol when interacting with Dispatchers and interfacing with CAD. This lack of accountability can lead to several issues related to data quality, and most importantly, Trooper safety.

RECOMMENDATION 11:

Develop and implement a training program for Dispatchers.

This should include operational policies and protocols that apply to Dispatchers and Troopers in the field. A dispatch training coordinator should also be established to ensure new Dispatchers receive consistent training, and that regular in-service training is provided to all Dispatchers.

RECOMMENDATION 12:

TBS and Dispatchers should meet regularly to identify potential areas for improvement within CAD.

This should include a review of system capabilities, as well as hardware needs for Dispatchers.

State Message Switch

A State Message Switch System (SMSS) enables law enforcement agencies throughout the state to connect in a secure manner to run the criminal history of an individual. LSP deployed a new web based SMSS in December 2021. While the SMSS is currently functioning well and no known issues have been reported recently, many interviewed about the SMSS expressed concern about the support provided by OTS during the deployment and day-to-day.

While the OTS resources appear to be well qualified, the primary concern is that OTS staff is often rotated throughout a project or project support. As new OTS support staff come into a project mid-stream, LSP resources must take several steps back to bring the OTS resource up to speed. This concern was echoed throughout interviews generally, even outside of SMSS discussions.

As the issues related to OIT are discussed previously in this report, no further recommendations are necessary in this area.

Communication Management Systems

Communication Management Systems within LSP fall into two categories: (1) radio communications and (2) Smartphones/mobile devices.

Radio Communications

LSP manages a Statewide Motorola radio network system that hosts all statewide emergency responders. This includes 40 state-owned radio towers, which LSP IT staff inspect and test on a periodic basis. LSP recently contracted to replace T1 lines with Fiber for better network reliability and upgraded all handheld subscribers/radios to the most recent model. The State also owns six deployable assets to help with coverage during major incidents.

The radio network appears to be well maintained via vendor support. IT staff, however, indicated that training on the maintenance of the system is provided via only two classes a year from the vendor, which is minimal, given the complexity of the system and its mission-critical nature to all first responders throughout the State. Additionally, updated vehicles are required to support towing deployable network assets, as many of the current aging vehicles are struggling to tow the heavy loads.

RECOMMENDATION 13:

Develop and implement a training plan to ensure LSP IT staff can properly support the day-to-day operation and use of the radio system.

This should include a review of current IT staff capabilities, the identification of any gaps in skills, and an annual training plan that is updated each year.

RECOMMENDATION 14:

Conduct an assessment of deployable assets and the vehicles assigned to deploy those assets and develop a plan to ensure the regular life cycle replacement of all assets and vehicles.

This should include a review of each deployable asset, site batteries, and vehicle capabilities.

Smartphones/Mobile Devices

Quickly evolving mobile technologies provide the ability to capture, submit and receive data continuously, and enable technology to serve as a force multiplier. This increases efficiency and effectiveness, enables crime reduction, and aides in investigations. Mobile technology can also help strengthen police-community interactions, in that modern mobile technologies can empower a member of the community to interact with LSP in a more efficient and effective manner.

Currently, Troopers are offered a stipend toward a smartphone plan, but not all Troopers take advantage of this, as many prefer to keep their personal phone for personal use only. LSP is looking to move toward all department issued mobile devices, particularly in light of the Mark43 RMS deployment, which offers mobile features and functionality, such as the ability to capture evidence via video or photographs directly into Mark43 RMS.

During interviews, Troopers expressed a need for mobile devices to enable secure messaging, to categorize body worn video in a timely manner, and to capture critical data in the field.

RECOMMENDATION 15:

Develop a mobility strategy as part of an IT Strategy and Roadmap that includes the deployment of smartphones/mobile devices to all personnel.

This strategy should include how best to support critical operational needs such as mobile field reporting. This should also include a discussion with the wireless vendor regarding the potential use of FirstNet certified communications/messaging apps and any other available features or functionality.

Technology Policy Review

LSP P.O. 1117 Body Worn Camera and In-Car Camera Systems¹³⁷

RECOMMENDATION 16:

Consider revising BWC and In-Car Camera Systems policy.

The following modifications are recommended for consideration: Noting exceptions to wearing or deploying BWCs and/or ICC system such as detectives/investigators, undercover officers, etc.; Are desk/station officers required to record in-person contacts? If so, consider adding language. And, if applicable, are officers required to wear body worn cameras for special events or overtime assignments? If so, consider adding.

RECOMMENDATION 17:

Consider updating policy to state that officers are required to activate their cameras prior to the initiation or response to an investigative or enforcement activity with a member of the public, and identify examples of such instances.

These include but are not limited to:

- Pedestrian stops and detentions including consensual encounters to investigate potential criminal activity
- Vehicle stops
- Vehicle pursuits

¹³⁷ The Bowman Group will submit a proposed redlined draft of this policy to the LSP, which makes recommendations for specific edits and modifications.

- Foot pursuits
- Witness interviews
- Suspect interviews
- Vehicle collision investigations
- Arrest
- Use of force
- Search of a person
- Response to a call for service involving a member of the public
- Transport

The policy should also indicate that the body worn camera shall be activated in specific investigative or enforcement activities without a member of the public present such as:

- Vehicle or building search
- Money count
- Use of force against an animal
- Booking process for an uncooperative arrestee

Consider highlighting the following with suggested language: “Inability to activate prior to initiating enforcement or investigative activity. If an officer is unable to activate his or her BWC and/or in-car system prior to initiating any of these enforcement or investigative activities, the officer shall activate the device as soon as it is practical and safe to do so. As in all enforcement and investigative activities including vehicle and pedestrian stops, the safety of the officers and members of the public are the highest priorities.”

Livestreaming – Is the Department planning to use the Axon Respond livestreaming features available with the AB3 and Axon Evidence platform? If yes, these features must be added to the policy.

Consider reorganizing the existing policy to ensure that responsibilities are called out by role (e.g., officers’ responsibilities, supervisor responsibilities, etc.) to make the policy clearer.

RECOMMENDATION 18:

Issue a separate body worn camera policy instead of combining it with a policy regarding other video or audio equipment systems.

Each of the tools have unique features and different circumstances in which the Department may want them utilized. While it is important that the policies for in-car video, interview room video, and digital audio recorders are harmonized with a body worn camera policy, TBG recommends that the Department issue a separate policy for body worn cameras to provide clear directions and reduce potential confusion in a combined policy document.

Draft Wireless Voice/Data Communications Equipment Policy¹³⁸

RECOMMENDATION 19:

Simplify draft policy to make the responsibilities of those issued wireless devices clear under one heading in the policy.

In its present form, the draft policy includes not only policy, but procedures for completing request forms, reviewing wireless bills, etc. TBG recommends focusing on the development of a Use Policy that makes the guidelines that dictate how wireless devices may be used clear to end users.

¹³⁸ This policy was submitted to TBG in draft form and had not yet been finalized or published. Upon review, TBG provided recommendations on the draft.

Key LSP Transformation Opportunities

While LSP has recently made great strides in modernizing its technological capabilities, there is much more progress to be made. As LSP continues with its Mark43 implementation, sets out to better manage its records, and ultimately seeks to improve upon its collection and use of data, a formal IT Strategy will become even more critical. Without such a plan, LSP risks falling into the trap that so many public safety agencies experience, wherein IT is implemented in silos, with no overall vision for how everything should work together, resulting in cumbersome business processes and disparate data sets of questionable quality and effectiveness.

As things currently stand, LSP has made great strides in modernizing its technological capabilities over the past few years. The small but mighty team at TBS should be commended for enabling this progress. However, without an IT Strategy and Roadmap, proper IT governance, resources and support, and a data management plan, the evolving use and need for tech can quickly become unwieldy and problematic. LSP must take steps to close the gaps identified in these foundation areas of IT if it is to be successful in truly modernizing to best support its Troopers and the community they serve.

12.

LSP Data Analysis



LSP Data Analysis

Overview

Data collection and analysis improves law enforcement interactions, Trooper deployment, and strategic decision making to improve public safety outcomes. Several areas of the Louisiana State Police (LSP) Strategic Plan identify performance indicators for reducing vehicular and commercial fatalities by 5% under the Traffic Enforcement Program and increasing criminal investigations by 5% under the Criminal Investigation Program. These metrics are also attached to internal management decisions, and performance-based budgetary purposes.

In development of performance indicators, preexisting data should support the achieved outcome. The Strategic Plan shares no comparison data from the previous five years representative of defined core areas surrounding police-citizen traffic stops contacts, density of traffic accidents, traffic fatalities, or employee demographics. For example, LSP does collect numerical data on the number of traffic stops and arrests that are made, but failed to collect indicators on race, ethnicity and gender, and the reasons for a traffic stop. A failure to improve in this area supports increased risk of civil rights violations, racial profiling, and enforcement disparities.

More robust data could provide more information and analytical capacity to determine geographical density on where traffic stops and fatalities have occurred or criminal enterprises to direct police resources. LSP is in the process of improving their reports management system, but improving data collection should be a key priority area.

The Bowman Group (TBG) reviewed data describing internal affairs through community policing engagement and civilian complaints, use of force; crisis and de-escalation; stop, search and arrest; and recruitment, hiring, promotion, and retention. The following summary describes data received and analysis findings (where available) from each area. This information is a reference of the available data inventory and analysis conducted by TBG using LSP data.

The key proposed recommendation in this area is for LSP to leverage oversight, technological and analytical capabilities to advance 21st Century policing.

Proposed Recommendations & Findings

Goal 12: Leverage oversight, technological, and analytical capabilities to advance 21st Century policing.

RECOMMENDATION 1:

Research and develop technological advancements to improve data latency, data retention, and accountability.

Paper management systems and failure to standardize policies can lead to organizational dysfunction. Centralizing an internal data system that interfaces with different programs creates sustainable solutions. By formalizing systems for policies, audits, procedural manuals, and reports, clarity is provided among employees and management functions are improved.

Community Policing/Engagement + Civilian Complaints Data Received

LSP IA staff collected general information on complaints filed from 2019 to 2021 and sent PDFs for each year to TBG. TBG manually entered the information from the PDFs into an Excel document to be able to analyze the information. Note that while IA staff indicate that in-depth information is collected about complaints, the review process, and outcomes, detailed data collection was not feasible due to the data format (e.g., PDFs, hard copied and in different locations). IA information provided by LSP included the following data elements:

- Year of complaint
- Complaint identifier
- Rank
- Description of complaint (e.g., ‘Procedure Complaint by Internal Affairs Captain’, ‘Notarized Citizen Complaint Affidavit’)
- Allegation(s)
- Findings
- DCR decision
- Criminal Investigation

LSP implemented an internal affairs tenant of Mark43 in 2022 that provides a structure for tracking complaints. LSP also provided TBG with complaint information from Mark43; however, TBG was not able to perform analyses on these data due to their incomplete nature. TBG found that about half of all complaints had no trooper offense information recorded. At the time a complaint is submitted to LSP, there are allegations against the officer. This demonstrates a failure to consistently enter appropriate information into Mark43.

Analysis Findings

The tables below provide descriptive analyses for complaints between 2019-2021.

Table 1: Number of Complaints by Year

Year	Number of Complaints	Internal Affairs		Non-Internal Affairs	
		N	%	N	%
2019	50	34	68.0	16	32.0
2020	36	25	69.4	11	30.6
2021	85	64	75.3	21	24.7

Table 2: Rank of Complainant

Rank of Complainant N=171	N	%
Trooper	91	53.2
Sergeant	21	12.3
Civilian	21	12.3
Lieutenant	14	8.2
Deputy Fire Marshal	10	5.8
Captain	5	2.9
No Target	4	2.3
Pilot	2	1.2
Cadet	2	1.2
Major - State Fire Marshal	2	1.2
Officer	2	1.2
Lt Colonel	1	0.6
Major	1	0.6
Investigator	1	0.6

Table 3: Findings of Complainant

Finding of Complainant 2019-2021 N = 171	N	%
Sustained	109	63.7
Unfounded	24	14.0
Exonerated	22	12.9
Not Sustained	22	12.9
Missing	15	8.8

Table 4: Allegation and Sustained Allegations on Complaints 2019-2021

Allegation	Distribution		Sustained	
	N	%	N	%
Conduct Unbecoming an Officer	45	26.3%	37	82.2
Unsatisfactory Performance	32	18.7	25	78.1
Conformance to Laws	24	14.0	16	66.7
Dissemination of Information	19	11.1	6	31.6
False Statements	15	8.8	11	73.3
Use of Force	14	8.2	5	35.7
Courtesy	12	7.0	8	66.7
Body Worn Camera	11	6.4	9	81.8
Conduct Unbecoming an Employee	11	6.4	6	54.5
Use of Force Reporting	9	5.3	8	88.9
Carrying and Storage of Firearms	8	4.7	8	100.0
Performance of Duty	7	4.1	7	100.0
Use of Firearms	6	3.5	6	100.0
Violence in the Workplace	6	3.5	4	66.7
Lawful Orders	5	2.9	5	100.0
Administrative Shooting Officer Involved Shooting	5	2.9	0	0.0
Reporting of Information	4	2.3	4	100.0
Use of Deadly Force	4	2.3	1	25.0
Use of Intoxicants	4	2.3	4	100.0
Cheating on Examinations	3	1.8	2	66.7
Department Records	3	1.8	3	100.0
Body Worn Cameras	3	1.8	3	100.0
Use of Force Officer Involved Shooting	3	1.8	0	0.0
Body Worn Camera In Car Camera Systems	3	1.8	3	100.0
Interference	3	1.8	0	0.0
Body Worn Camera and Inca Camera System	3	1.8	3	100.0
Treatment of Prisoners in Custody	2	1.2	1	50.0
Outside Employment	2	1.2	0	0.0
Use of Deadly Force Officer Involved Shooting	2	1.2	0	0.0
Communications	2	1.2	2	100.0
Vehicle Use Maintenance and Repair	2	1.2	2	100.0
Command Notification Procedures	2	1.2	1	50.0
Bias Based Profiling	2	1.2	0	0.0
Reporting for Duty	2	1.2	2	100.0
Neglect of Duty	2	1.2	2	100.0

Computer Compliance Provisions	2	1.2	2	100.0
Treatment of Prisoners	2	1.2	1	50.0
Pursuit Reporting Requirements	2	1.2	2	100.0
MDT MVR Internet Intranet	2	1.2	2	100.0
Badge of Office	2	1.2	2	100.0
Social Media Networking	2	1.2	2	100.0
Arrest Search Seizure	1	0.6	0	0.0
Use Care and Storage of Assigned Vehicles	1	0.6	0	0.0
Relations with other Commissioned Officers	1	0.6	1	100.0
Body Worn Camera Activation	1	0.6	0	0.0
Vehicle Use	1	0.6	0	0.0
Petty Cash	1	0.6	0	0.0
Compulsory Insurance Enforcement	1	0.6	1	100.0
Prohibited Use of Labor	1	0.6	1	100.0
Offender Hobby Craft	1	0.6	1	100.0
Carrying and Storing of Firearms	1	0.6	1	100.0
Prohibited Political Activity	1	0.6	1	100.0
Relations with Other Commissioned Officers	1	0.6	0	0.0
Carrying and Storage of Firearms Closed Administratively	1	0.6	0	0.0
Relations with other Employees	1	0.6	1	100.0
Use Deadly Force	1	0.6	0	0.0
Use of Taser CEW	1	0.6	0	0.0
Use of Taser Conducted Electrical Weapon CEW	1	0.6	0	0.0
Body Worn Camera Inca Camera System	1	0.6	1	100.0
Use of Non Deadly Force	1	0.6	1	100.0
Use of Force Medical Aid	1	0.6	1	100.0
BWC ICC Systems Categorization	1	0.6	1	100.0
Interactions with Offenders	1	0.6	1	100.0
Department Vehicles	1	0.6	1	100.0
Administrative Shooting Review	1	0.6	0	0.0
Notification of Illness or Injury	1	0.6	1	100.0
Arrest and Searched	1	0.6	0	0.0
Stopping Violators	1	0.6	0	0.0
Carrying and Storage of Firearm	1	0.6	0	0.0
Discrimination and Harassment	1	0.6	1	100.0
Police Action While Off Duty	1	0.6	1	100.0
Body Worn Camera Categorization	1	0.6	1	100.0
Evidence	1	0.6	1	100.0
Conduct of Unbecoming an Officer	1	0.6	1	100.0
Secondary Employment	1	0.6	1	100.0
Firearms Accidental Discharge	1	0.6	1	100.0
Public Statements	1	0.6	1	100.0%
Loyalty to the Department	1	0.6%	1	100.0%
Seeking Publicity	1	0.6%	1	100.0%
Mechanically Recording Conversations	1	0.6%	1	100.0%
Involvement in Altercations	1	0.6%	1	100.0%
Political Activity	1	0.6%	0	0.0%

Use of Force Ramming	1	0.6	0	0.0
Interaction with and Supervision of Offender Labor	1	0.6	0	0.0
Internet and Email Activities	1	0.6	1	100.0
Accrual of Time	1	0.6	1	100.0
Cardholder Responsibilities	1	0.6	1	100.0
Use of Drugs	1	0.6	1	100.0
Identification	1	0.6	1	100.0
Use of Department Equipment	1	0.6	1	100.0
Use of Tobacco While in Uniform	1	0.6	1	100.0
General Investigative Responsibilities	1	0.6	1	100.0
Crash Photography	1	0.6	1	100.0

Table 5: DRC Decision

DRC Decision 2019-2021 N = 171	N	%
Suspension	39	22.8
No Action	35	20.5
Letter of Reprimand	26	15.2
Terminate	18	10.5
Exonerated	15	8.8
Resigned	14	8.2
Letter of Counseling	12	7.0
Retired	5	2.9
No Information to Support Allegation	4	2.3
Reduction in Pay	3	1.8
Demotion	3	1.8
Counseled	2	1.2
Unfounded	2	1.2
Letter of Caution	1	0.6
DRC Decision 2019-2021 N = 171	N	%
Removed	1	0.6
Separated from Service	1	0.6
Referred to Trooper's Commander for investigation	1	0.6
Closed Administratively	1	0.6
No Policy Violations Occurred to Warrant Administrative Investigation	1	0.6

Table 6: Criminal Investigation

Criminal Investigation 2019-2021 N = 171	n	%
Criminal Investigation	n	%
Investigation Conducted	52	30.4
No Criminal Case/Investigation	119	69.6
Not Sustained	22	12.9
Missing	15	8.8

Investigation Conducted Includes:

- Accidental Discharge
- Compliance Program Section (Equal Employment Opportunity Commission) determined a violation may have occurred
- Conducted by City Court - Nolle Pros
- Conducted by Local Law Enforcement Agency
- Conducted by LSP/CID
- Conducted by LSP/CID - Arrest of Trooper
- Conducted by Out of State Law Enforcement Agency (Indicted on a Bill of Information)
- Conducted by Out of State Law Enforcement Agency (No Bill of Information)
- Criminal case conducted by local law enforcement agency
- Criminal Case worked for Officer Involved Shooting
- Criminal Investigation completed by LSP/CID
- Criminal Investigation completed by LSP/CID (Officer Involved Shooting)
- Criminal Investigation completed by LSP/Patrol
- Criminal Investigation conducted by Attorney General's Office
- Criminal Investigation conducted by local law enforcement agency
- Criminal Investigation conducted by LSP/CID
- Criminal Investigation conducted by LSP/CID; Trial ongoing
- Criminal Investigation done by LSP/CID; DA did not prosecute
- Outside law enforcement agency completed an incident report for theft of issued weapon

Table 7: Appeals

Appeals 2019-2021 N=171	N	%
Appealed	18	10.5
No Appeal	151	88.3
Unknown*	2	1.2
Missing	15	8.8

*No appeal information recorded

Appealed

- Appeal; Currently stayed pending criminal trial
- Appealed - Awaiting Decision Page from LSPC
- Appealed - Awaiting Hearing from LSPC
- Appealed - LSPC Upheld DRC Decision
- Appealed - LSPC Will Have Final Decision
- Appealed - No Date Set
- Appealed - Pending with LSPC
- Appealed - Resigned before Completion of Administrative Investigation
- Appealed - Settlement Reached with Civil Service Commission; Letter of Voluntary Resignation Submitted
- Appealed Termination to the Louisiana State Police Commission; Termination overturned and 720 hour suspension without pay imposed; Reduction in rank to Sergeant; Retired upon return to work
- Appealed Termination to the Louisiana State Police Commission; Termination upheld by the Commission
- Appealed to the Civil Service Commission; Discipline overturned
- Appealed with LSPC; Discipline overturned
- Termination appealed by Trooper; Louisiana State Police Commission upheld Termination

Table 8: Citizen and Procedural Complaints by Year

Year	Number of Complaints	Citizen Complaint		Procedural Complaint	
		n	%	n	%
2019	50	8	16.0	41	82.0
2020	36	6	16.7	30	83.3
2021	85	0	0.0	78	91.8

TBG categorized complaints into ‘citizen’ and ‘procedural’ based on the description of who made the complaint. Below are details on which descriptions were categorized into the two groups.

Citizen Complaint

- Citizen Complaint
- Citizen Complaint (Complaint Referral Form Completed)
- Citizen Complaint (No Affidavit)
- Citizen Complaint (Not Notarized)
- Citizen Complaint; No Complaint Affidavit
- Civilian Complaint; Notarized Complaint Affidavit
- Notarized Citizen Complaint
- Notarized Citizen Complaint Affidavit
- Civilian Complaint; Notarized Complaint Affidavit
- Notarized Citizen Complaint
- Notarized Citizen Complaint Affidavit

Procedural Complaint

- Complaint Procedure by Captain of Internal Affairs
- Procedure Complaint by Captain of Internal Affairs
- Procedure Complaint by Captain of Internal Affairs (No Target)
- Procedure Complaint by Internal Affairs Captain
- Procedure Complaint by Internal Affairs Captain (Accidental Discharge)
- Procedure Complaint (Civilian Employee) by Internal Affairs Captain
- Procedure Complaint by Troop/Section Captain
- Procedure Complaint; No Complainant
- Procedure Complaint by Civilian Employee
- Procedure Complaint; No Complainant
- Procedure Complaint by OMV Supervisor
- Procedure Complaint by OMV Supervisor

A handful of complaints description did not fit into either category.

In 2019, one complaint

- Written Complaint by outside Law Enforcement Agency

In 2021, seven complaints

- Anonymous Complaint (1)
- Anonymous Complaint Letter (1)
- Employee Complaint (1)
- Notarized Complaint Affidavit (3)
- Notarized Complaint by LSP Sergeant (1)

Assessment of Agency's Use of Force Policies, Procedures, & Protocols Data Received

LSP provided TBG an Excel document containing data for use of force reports between 2010-2021. During this timeframe, LSP recorded use of force reports in Lotus Notes. LSP maintained a high-level dataset of use of force reports, which LSP sent to TBG. In addition, LSP provided PDF of Lotus Notes report for all 2021 use of force reports that were utilized for case reviews by TBG. The 2010-2021 use of force data included the following data elements:

- Force date
- Reporting officer
- Reporting officer's section
- Race
- Sex
- Type(s) of force
- Officer injured
- Extent of officer injury
- Subject injured
- Extent of subject injury
- Parish

TBG noted, and confirmed in conversations with LSP, that some data elements in the file (type(s) of force, officer, and subject injury information) were not consistently collected until 2018. Therefore TBG focused on 2018-2021 for analyses using this data.

In 2022, LSP began collecting use of force reports in Mark43 through a Pursuit/Use of Force report. LSP provided TBG with an extract of pursuit/use of force data from Mark43 in July 2022 that included use of force report between 1/1/2022-7/20/2022. In August 2022, LSP provided TBG with an extract of use of force report and case review data from Mark43.

The Mark43 pursuit/use of force data including the following elements:

- Event Start Date
- Day of Week
- Hour of Day
- Report - Event Information CAD #
- Call for Service
- Disposition
- Primary Officer Badge #
- Primary Officer Full Name
- # of Distinct Reports
- Report - Labels
- Report - Event Information REN
- Report - Use of Force De-escalations De Escalation Type
- Report - Use of Force De-escalations Officer Full Name
- Report - Use of Force De-escalations Was De Escalation Successful (Yes / No)
- Report - Uses of Force Did Incident result in Crime report? (Yes / No)
- Report - Uses of Force Dress
- Report - Uses of Force Duty Assignment
- Report - Uses of Force Medica Aid Received
- Report - Uses of Force Name
- Report - Uses of Force Rank
- Report - Uses of Force Race
- Report - Uses of Force Sex
- Report - Uses of Force Years of Service
- Report - Uses of Force Officer Date of Birth Year
- Report - Uses of Force Full Address
- Report - Uses of Force Subdivision 1
- Report - Uses of Force Subdivision 2
- Report - Uses of Force Subdivision 3
- Report - Uses of Force Subdivision 4
- Report - Uses of Force Use of Force Location Category
- Report - Uses of Force Use of Force Reason
- Report - Use of Force Subjects Charges
- Report - Use of Force Subjects Number of Shots Fired
- Report - Use of Force Subjects Number of Shots Hit
- Report - Use of Force Subjects Attempted to Disarm (Yes / No)
- Report - Use of Force Subjects Deceased (Yes / No)
- Report - Use of Force Subjects Used Force on Subject (Yes / No)
- Report - Use of Force Subjects Location of Force Used By Officer
- Report - Use of Force Subjects Subject Injury Severity
- Report - Use of Force Subjects Subject Injury Type
- Report - Use of Force Subjects Type of Force Used By Officer
- Report - Use of Force Subjects Behavior was Erratic (Yes / No)
- Report - Use of Force Subjects Confirmed Armed With
- Report - Use of Force Subjects Deceased (Yes / No)
- Report - Use of Force Subjects Perceived Armed With
- Report - Use of Force Subjects Subject Disability Type
- Report - Use of Force Subjects Used Force on Officer (Yes / No)
- Report - Use of Force Subjects Location of Force Used By Subject
- Report - Use of Force Subjects Officer Injury Severity

- Report - Use of Force Subjects Officer Injury Type
- Report - Use of Force Subjects Type of Force Used By Subject
- Report - Use of Force Subjects Was Arrested (Yes / No)
- Report - Use of Force Subjects Was Firearm Discharge Accidental (Yes / No)
- Report - Use of Force Subjects Was Firearm Discharge Intentional (Yes / No)
- Contexted Persons - Uses of Force Age
- Contexted Persons - Uses of Force Ethnicity
- Contexted Persons - Uses of Force Race
- Contexted Persons - Uses of Force Sex
- Report - Use of Force Subjects Person ID
- Contexted Persons - Uses of Force Full Name
- Contexted Persons - Uses of Force Drivers License Number
- Contexted Persons - Uses of Force Ssn
- Contexted Persons - Uses of Force State ID Number
- Contexted Persons - Uses of Force Involvement Type
- Report - Event Information # of Distinct Reports

The report review data included the following elements:

- Report - Event Information REN
- Report - Event Information Event Start Date
- Report - Event Information Primary Officer Full Name
- Report - Approval Statuses Approval Status
- Report - Approval Statuses Supervisor Approval Date
- Report - Approval Statuses Supervisor Approval Time
- Report - Approval Statuses Supervisor Approved By

The case review data included the following elements:

- Cases REN
- Cases Case Type
- Cases Case Name
- Cases Case Created Date
- Cases Case Created Time
- Cases Case Status
- Cases Updated Date
- Cases Updated Time
- Cases Updated By Full Name
- Cases Review Date
- Cases Review Time
- Case Supervisor Last Name
- Cases Approval Status
- Cases Approved By Full Name

Analysis Findings - Descriptive Tables

LSP provided two use of force datasets, one containing use of force incidents from 2018-2021 and one containing use of force data from Mark43 (2022). Data elements differed between the two datasets. This section presents data elements that were similar between the two use of force datasets by year.

Table 9: Use of Force Type by Year

Use of Force Type	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Baton	1	0.4	2	0.8	0	0.0	0	0.0	0	0.0
Defensive Tactics	104	45.0	146	57.3	117	60.9	106	58.2	21	25.6
Firearm	4	1.7	5	2.0	7	3.6	7	3.8	0	0.0
OC Spray	1	0.4	4	1.6	0	0.0	0	0.0	0	0.0
Taser	130	56.3	96	37.6	63	32.8	35	19.2	9	11.0
Other	15	6.5	23	9.0	22	11.5	41	22.5	1	1.2
Missing	0	0.0	0	0.0	0	0.0	0	0.0	8	9.8
Hands On	-	-	-	-	-	-	-	-	50	61.0
K-9	-	-	-	-	-	-	-	-	1	1.2
Probe Contact	-	-	-	-	-	-	-	-	2	2.4
Probes Missed	-	-	-	-	-	-	-	-	4	4.9

Table 10: Troop by Year

Troop	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Troop A	16	6.9	27	10.6	20	10.4	29	15.9	7	8.5
Troop B	45	19.5	46	18.0	36	18.8	34	18.7	33	40.2
Troop C	22	9.5	16	6.3	19	9.9	17	9.3	4	4.9
Troop D	11	4.8	9	3.5	12	6.3	6	3.3	2	2.4
Troop E	11	4.8	28	11.0	19	9.9	21	11.5	12	14.6
Troop F	31	13.4	21	8.2	17	8.9	12	6.6	4	4.9
Troop G	19	8.2	30	11.8	11	5.7	14	7.7	7	8.5
Troop I	12	5.2	14	5.5	15	7.8	10	5.5	4	4.9
Troop L	34	14.7	26	10.2	16	8.3	8	4.4	2	2.4
Other	30	13.0	36	14.1	27	14.1	31	17.0	-	-
Missing	0	0.0	2	0.8	0	0.0	0	0.0	14	17.1

Table 11: Subject Race by Year

Subject Race	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
American Indian or Alaskan Native	1	0.4	1	0.4	0	0.0	0	0.0	0	0.0
Asian or Pacific Islander	1	0.4	1	0.4	1	0.5	0	0.0	2	2.4
Black or African American	169	73.2	166	65.1	109	56.8	116	63.7	53	64.6
White	48	20.8	79	31.0	66	34.4	54	29.7	23	28.0
Unknown/Other	12	5.2	8	3.1	16	8.3	12	6.6	-	-
Hispanic	-	-	-	-	-	-	-	-	5	6.1

Table 12: Subject Sex by Year

Subject Sex	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Male	213	92.2	222	87.1	165	85.9	155	85.2	71	86.6
Female	18	7.8%	33	12.9	27	14.1	27	14.8	12	14.6

Table 13: Officer Race by Year

Officer Race	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
American Indian or Alaskan Native	-	-	-	-	-	-	-	-	0	0.0
Asian or Pacific Islander	-	-	-	-	-	-	-	-	2	2.4
Black or African American	-	-	-	-	-	-	-	-	12	14.6
White	-	-	-	-	-	-	-	-	69	84.1
Hispanic	-	-	-	-	-	-	-	-	5	6.1
Missing	-	-	-	-	-	-	-	-	4	4.9

Table 14: Subject Sex by Year

Subject Sex	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Male	-	-	-	-	-	-	-	-	81	98.8
Female	-	-	-	-	-	-	-	-	1	1.2

Table 15: Subject Injury by Year

Subject Injured	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Yes	79	34.2	88	34.5	59	30.7	56	30.8	21	25.6
No	152	65.8	167	65.5	133	69.3	126	69.2	61	74.4

Table 16: Subject Injury Severity by Year

Extent of Subject Injury	2018 N=79		2019 N=88		2020 N=59		2021 N=56		2022 N=21	
	n	%	n	%	n	%	n	%	n	%
Possible/complaint	68	86.1	71	80.7	44	74.6	45	80.4	-	-
Non-incapacitating/moderate	9	11.4	16	18.2	13	22.0	6	10.7	-	-
Incapacitating/severe	1	1.3	0	0.0	0	0.0	1	1.8	-	-
Fatal	1	1.3	1	1.1	2	3.4	4	7.1	-	-
Minor	-	-	-	-	-	-	-	-	19	90.5
Moderate	-	-	-	-	-	-	-	-	2	9.5

Table 17: Officer Injury by Year

Officer Injured	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Yes	36	15.6	45	17.6	29	15.1	31	17.0	4	4.9
No	195	84.4	210	82.4	163	84.9	151	83.0	78	95.1

Table 18: Officer Injury Severity by Year

Extent of Officer Injury	2018 N=36		2019 N=45		2020 N=29		2021 N=31		2022 N=4	
	n	%	n	%	n	%	n	%	n	%
Possible/complaint	30	83.3	36	80.0	23	79.3	26	83.9	-	-
Non-incapacitating/moderate	6	16.7	9	20.0	6	20.7	4	12.9	-	-
Incapacitating/severe	0	0.0	0	0.0	0	0.0	1	3.2	-	-
Minor	-	-	-	-	-	-	-	-	4	100.0
Moderate	-	-	-	-	-	-	-	-	0	0.0
Moderate	-	-	-	-	-	-	-	-	2	9.5

In 2022, officers recorded subject behavior erratic in 31 (37.8%) use of force events.

In 2022, officers recorded subjects used forced on officers in 42 (51.2%) use of force events.

- One (2.4%) of the 42 events involved vehicle contact by a subject
- Twenty (47.6%) of the 42 events are recorded as 'Pursuit Only', it is unclear why this is considered subject use of force on an officer
- Twenty-one (50.0%) of the 42 events involved 'Other Use of Hands, Fists, Feet, etc.' by the subject

Table 19: Initial Contact Type

Initial Contact Type 2022 Use of Force Reports N=82	N	%
Affecting Arrest	25	30.5
Assisting Another Agency	14	17.1
Defending Self	3	3.7
Foot Pursuit	7	8.5
Medical, mental health, or welfare assistance	1	1.2
Other	5	6.1
Public Contact/Flag Down	1	1.2
Response to unlawful or suspicious activity	2	2.4
Routine patrol other than traffic stop	5	6.1
Traffic Stop	27	32.9
Vehicle Pursuit	12	14.6
Missing	4	4.9

Bivariate Analysis

The historical (2018-2021) use of force dataset provided was large enough to explore bivariate relationship between certain attributes/characteristics. This section examines which attributes were significantly related to use of defensive tactics, Taser, subject injury, and officer injury.

Note, the 2022 use of force data is from a different source (Mark43). Given differences in information collected and the general process of entering use of force incidents, the 2022 data was not combined with the 2018-2021 data in this analysis.

The 2018-2021 use of force data included few attributes (listed above). The analyses focused on examining relationships between different attributes and the two most prevalent types of use of force – defensive tactics and Taser, whether a subject was injured, and whether an officer was injured. Results of the analyses are presented below.

Type of Force: Defensive Tactics

TBG compared the proportion of use of force incidents involving the use of defensive tactics across year, Troop, subject race, and subject sex. TBG identified a significant (0.05) difference in use of defensive tactics across year and subject sex.

Table 20: Use of Defensive Tactics by Year

Officers used defensive tactics in a significantly smaller proportion of use of force incidents in 2018 compared to 2019, 2020, and 2021. No significant difference was detected between 2019, 2020, and 2021.

Use of Force Type	2018 N=231		2019 N=255		2020 N=192		2021 N=182		2022 N=82	
	n	%	n	%	n	%	n	%	n	%
Defensive Tactics	104	45.0	146	57.3	117	60.9	106	58.2	4	4.9

Table 21: Use of Defensive Tactics by Subject Sex

Officers used defensive tactics in a significantly smaller proportion of use of force incidents involving a male subject compared to a female subject.

Subject Sex		Defensive Tactics Used	
	N	N	%
Male	755	393	52.1
Female	105	80	76.2

Type of Force: Taser

TBG compared the proportion of use of force incidents involving the use of a Taser across year, Troop, subject race, and subject sex. TBG identified a significant (0.05) difference in use of a Taser across year, Troop, subject race, and subject sex.

Overall, the proportion of use of force incidents involving Taser use has decreased from 2018 to 2021. Officers used a Taser in a significantly larger proportion of use of force incidents in 2018 compared to 2019, 2020, and 2021. Officers used a Taser in a significantly larger proportion of use of force incidents in 2019 compared to 2021. Officers used Tasers in a significantly larger proportion of use of force incidents in 2020 compared to 2021. Note, no significant difference was detected between Taser use is 2019 and 2020.

Table 22: Use of Taser by Year

Use of Force Type	2018 N=231		2019 N=255		2020 N=192		2021 N=182	
	n	%	n	%	n	%	n	%
Taser	130	56.3	96	37.6	63	32.8	35	19.2

Table 23: Use of Taser by Troop

Troop	Taser Used		
	N	N	%
Troop A	92	28	30.4
Troop B	161	65	40.4
Troop C	74	34	45.9
Troop D	38	7	18.4
Troop E	79	37	46.8
Troop F	81	32	39.5
Troop G	74	39	52.7
Troop I	51	12	23.5
Troop L	84	39	46.4
Other	124	30	24.2
Missing	2	1	50.0

Table 24: Description of ‘Other’ Troop and Use of Taser

For reference, the table below presents the reporting officer’s section for the ‘Other’ category including the percentage of use of force reports including use of Taser.

Other Troop	Taser Used		
	N	N	%
Reporting Officer's Section	N	n	%
Central Operations	1	0	0.0
CID - Region 1	14	6	42.9
CID - Region 2	8	0	0.0
CID - Region 3	22	4	18.2
Commercial Vehicle Enforcement	4	0	0.0
Crisis Response	2	0	0.0
DPS Capitol Detail	24	7	29.2
DPS Crescent City Connection	12	6	50.0
DPS JESTC	2	1	50.0
DPS JESTC Physical Security	1	0	0.0
Investigative Support (ISS)	6	0	0.0
Northwest Operations	3	1	33.3
Operational Development	2	0	0.0
Operations	1	0	0.0
Southeast Operations	11	3	27.3
Special Investigations	1	0	0.0
Training Academy	3	0	0.0
Weight Enforcement	7	2	28.6
Total	124	30	24.2

Table 25: Use of Taser by Subject Race

Officers used a Taser in a significantly larger proportion of use of force incidents involving a Black or African American subject compared to a White subject or a subject whose race was indicated as unknown or other.

Subject Race		Taser Used	
	N	N	%
American Indian or Alaskan Native	2	0	0.0
Asian, Native Hawaiian, or Other Pacific Islander	3	0	0.0
Black or African American	560	252	45.0
White	247	66	26.7
Unknown/Other	48	6	12.5

Table 26: Use of Taser by Subject Sex

Officers used a Taser in a significantly larger proportion of use of force incidents involving a male subject compared to a female subject.

Subject Sex		Taser Used	
	N	N	%
Male	755	314	41.6
Female	105	10	9.5

Subject Injured

TBG compared the proportion of use of force incidents involving an injury to the subject across year, Troop, subject race, subject sex, whether the officer was injured, use of defensive tactics, and use of a Taser. TBG identified a significant (0.05) difference in subject injury across whether the officer was injured and use of a Taser.

Table 27: Subject Injury by Officer Injury

A significantly larger proportion of use of force incidents involved a subject injury when an officer was also injured compared to when an officer was not injured.

Officer Injured		Subject Injured	
	N	N	%
No	719	215	29.9
Yes	141	67	47.5

Table 28: Subject Injury by Taser Use

A significantly larger proportion of use of force incidents involved a subject injury when a Taser was used compared to when no Taser was used.

Taser Used		Subject Injured	
	N	N	%
No	536	161	30.0
Yes	324	121	37.3

Extent of Subject Injury

Table 29: Extent of Subject Injury

Extent of subject injury was also included in the 2018-2021 use of force dataset. The table below presents the extent of subject injury recorded for the 282 use of force incidents in which a subject was injured.

Extent of Subject Injury	N	%
Possible/complaint	228	80.9
Non-incapacitating/moderate	44	15.6
Incapacitation/severe	2	0.7
Fatal	8	2.8

For the 282 use of force incidents in which a subject was injured, TBG compared the proportion of injuries indicating a moderate, severe, or fatal to injuries compared to a possible/complaint across year, Troop, subject race, subject sex, whether the subject was injured, use of defensive tactics, and use of a Taser.

Table 30: Subject Injury Severity by Subject Sex

TBG identified a significant (0.05) difference in the extent of subject injury across subject sex.

Subject Sex		Moderate, Severe, or Fatal Injury	
	N	N	%
Male	247	53	21.5
Female	35	1	2.9

Officer Injured

TBG compared the proportion of use of force incidents involving officer injury across year, Troop, subject race, subject sex, whether the subject was injured, use of defensive tactics, and use of a Taser. TBG identified a significant (0.05) difference in officer injury across whether the subject was injured, subject race, and use of defensive tactics.

Table 31: Officer Injury by Subject Injury

A significantly larger proportion of use of force incidents involved an officer injury when a subject was also injured compared to when a subject was not injured.

Subject Injured		Officer Injured	
	N	N	%
No	578	74	12.8
Yes	282	67	23.8

Table 32: Officer Injury by Subject Race

Officer injury occurred in a significantly larger proportion of use of force incidents involving a Black or African American subject compared to use of force incidents involving a White subject.

Subject Race	Officer Injured		
	N	N	%
American Indian or Alaskan Native	2	1	50.0
Asian, Native Hawaiian, or Other Pacific Islander	3	1	33.3
Black or African American	560	103	18.4
White	247	27	10.9
Unknown/Other	48	9	18.8

Table 33: Officer Injury by Defensive Tactics Used

A significantly larger proportion of use of force incidents involved an officer injury when defensive tactics were used compared to when defensive tactics were not used.

Defensive Tactics Used	Officer Injured		
	N	N	%
No	387	48	12.4
Yes	473	93	19.7

Extent of Officer Injury

Extent of officer injury was also included in the 2018-2021 use of force dataset. The table below presents the extent of officer injury recorded for the 141 use of force incidents in which an officer was injured.

Table 34: Extent of Officer Injury

Extent of Officer Injury	N	%
Possible/complaint	115	81.6
Non-incapacitating/moderate	25	17.7
Incapacitation/severe	1	0.7

For the 141 use of force incidents in which an officer was injured, TBG compared the proportion of injuries indicated a moderate or severe to injuries indicated as possible/complaint across year, Troop, subject race, subject sex, whether the subject was injured, use of defensive tactics, and use of a Taser. TBG did not identify any significant (0.05) differences.

While not significantly different, for the use of force incidents in which an officer was injured, 29.6% (8 of 27) incidents involving a white subject involved a moderate or severe injury to an officer compared to 14.6% (15 of 103) incidents involving a black or African American subject. This is somewhat different than the finding that officer injury occurred more frequently when the subject was Black or African American compared to when the subject was White.

De-Escalation

Beginning in 2022, information on de-escalation is collected on use of force reports. This section used non-parametric methods to examine the small sample of use of force reports to explore what attributes are related to using de-escalation tactics and those tactics being successful.

In 2022, 65 (79.3%) of the 82 Use of Force incidents had at least one type of de-escalation attempted. In 10 (15.4%) of the 65 events de-escalation was recorded as successful.

- Sixty (92.3%) of the 65 use of force incidents in which de-escalation was recorded as used, included 'Verbal'
- None (0.0%) included 'Warning Arc'
- Five (7.7%) included 'Stabilization Tactics'
- Two (3.1%) included 'Dispatch Requests (Addt'l Personnel)'

Due to the smaller sample of use of force incidents, non-parametric analyses were used to examine the use of de-escalation tactics. A recursive partitioning tree was used to examine which attributes available in the 2022 (i.e. Mark43) use of force report data was related to the use of de-escalation during a use of force incident.

As mentioned above, officers indicated the use of at least one de-escalation tactic in most (79.3%) of the 82 use of force incidents. The recursive partitioning algorithm detected difference in the use of de-escalation tactics across the following attributes:

- Initial Contact: Traffic Stop
- Years of service of officer
- Subject behavior erratic
- Troop B

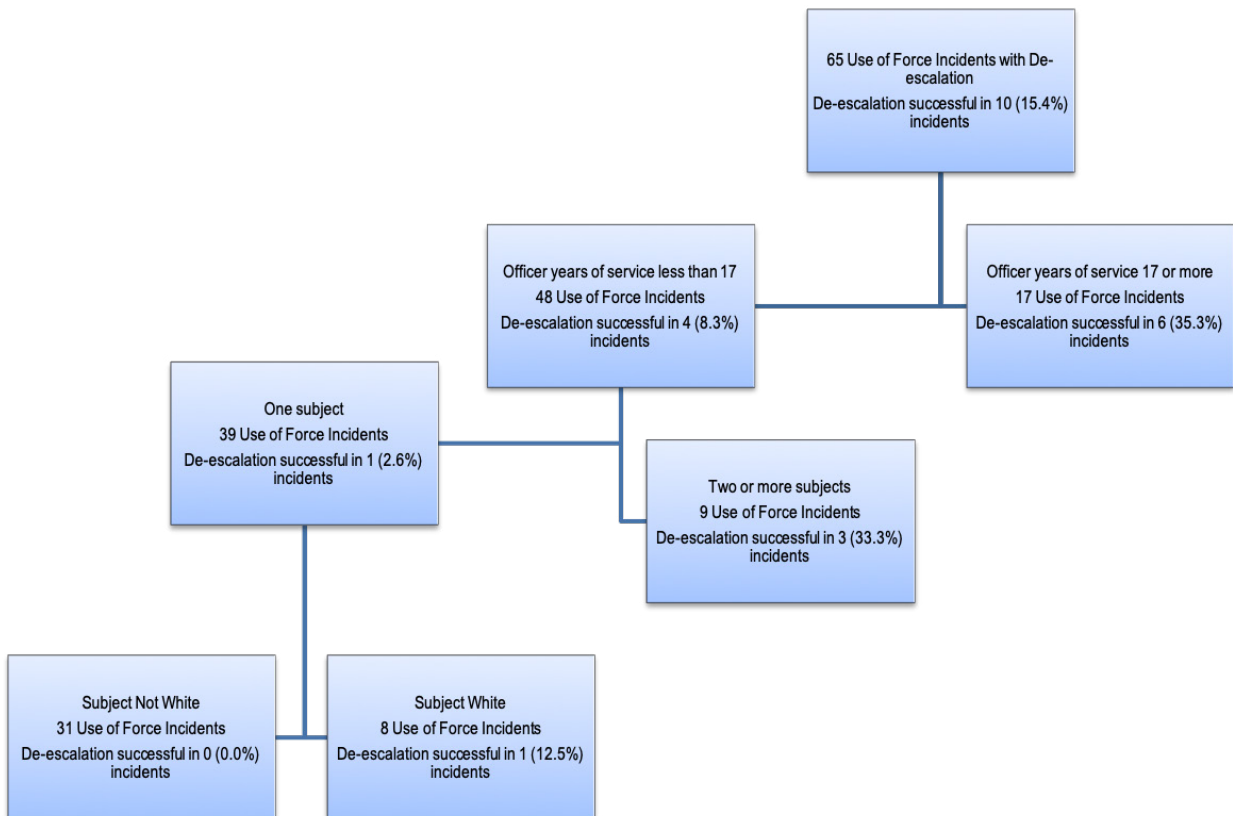
De-escalation tactics were used less when the initial contact was recorded as traffic stop (55.6%) compared to when a different initial contact reason was recorded (90.9%). Other initial contact reasons included:

- affecting arrest,
- assisting another agency,
- defending self,
- foot pursuit,
- medical, mental health, or welfare assistance,
- other,
- public contact/flag down,
- response to unlawful or suspicious activity,
- routine patrol other than traffic stop,
- vehicle pursuit, and
- four incidents missing an initial contact reason

When the initial contact reason was traffic stop, de-escalation tactics were used more when the officer had five or more years of service (73.3%) compared to if the officer had less than five years of service (33.3%).

When the initial contact reason was not traffic stop, de-escalation tactics were always used when the subject's behavior was recorded as erratic. When the subject's behavior was not recorded as erratic, de-escalation tactics were still often used (83.9%). When the initial contact reason was not traffic stop and the subject's behavior was not erratic, de-escalation tactics were always used when the officer was from Troop B. When the officer was from a Troop other than Troop B, de-escalation tactics were still often used (73.6%).

Figure 1: Use of Force Incidents with De-Escalation



Only 10 (15.4%) of the 65 use of force incidents in which de-escalation tactics were used were recorded as successful. A second recursive partitioning tree was used on the 65 use of force incidents in which de-escalation tactics were used to examine which attributes were related to successful de-escalation tactics. The recursive partitioning algorithm detected difference in the use of de-escalation tactics across the following attributes:

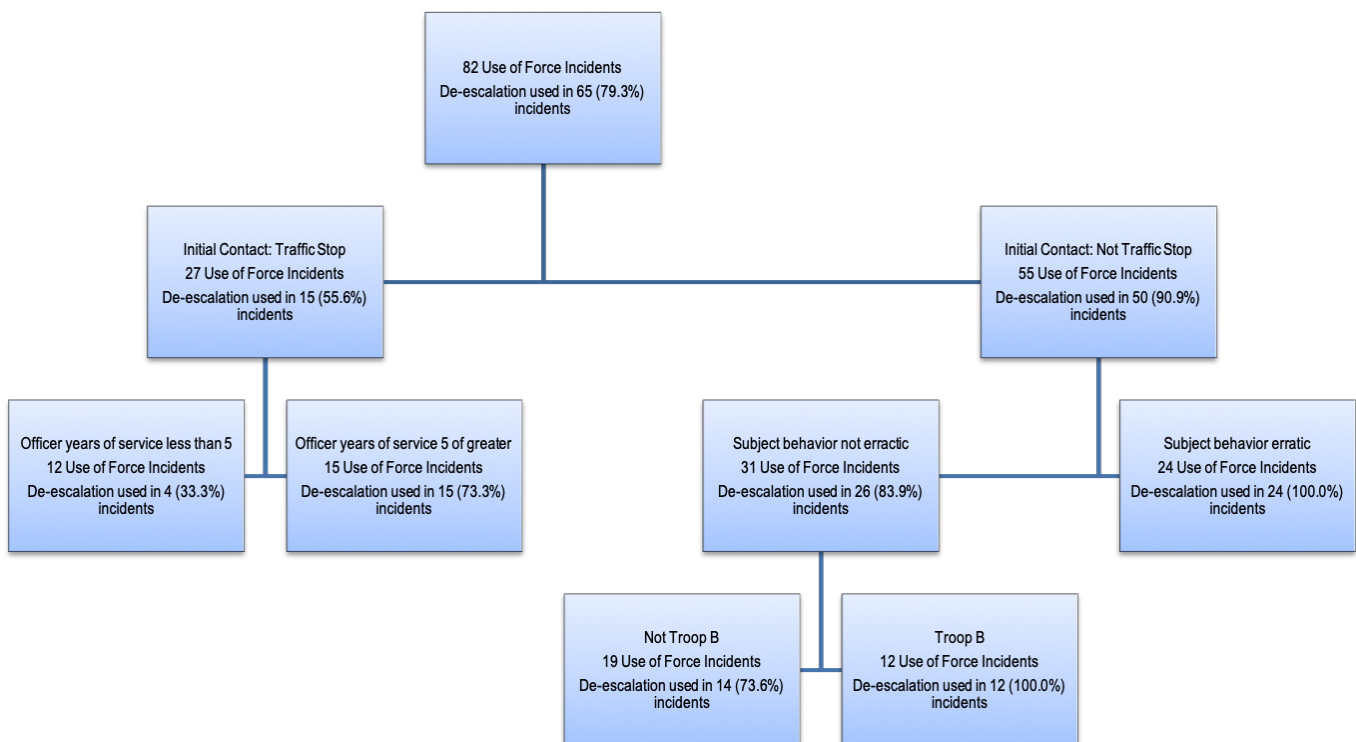
- Years of service of officer
- Number of subjects involved in incident
- Subject race

A larger proportion of de-escalation tactics were successful when the officer had 17 or more years of service (35.3%) compared to if the officer had less than 17 years of service (8.3%).

When officers had less than 17 years of experience, de-escalation tactics were more successful when there were two or more subjects (33.3%) compared to when there was one subject (2.6%).

When officers had less than 17 years of service and there was one subject, de-escalation tactics were more successful when the subject was white (12.5%) compared to when the subject was not white (0.0%).

Figure 2: Use of Force Incidents with De-Escalation



Report and Case Review

TBG received report and case review information from Mark43 for the sample of Pursuit/Use of Force reports between 1/1/2022 – 7/20/2022. While the Pursuit/Use of Force report data was received in July 2022, review/approval status information was received in August 2022. Currently, LSP uses a two-level review process for use of force reports. The first level supervisor is responsible for reviewing and approving the use of force report, and all other reports associated with the use of force report (i.e., in the same case containing the use of force report). Once the supervisor reviews and approves all reports in the case, the case is sent to the Major to review, approve, and close the case.

By August 2022 (when the review/approval data was received), most use of force reports had been approved by the first level supervisor (73, 89.0% - Approved or UCR Approved). A handful of use of force report cases had not been completed approved (i.e., at least on report in the use of force case was pending approval). The date of these pending use of force cases included use of force report event dates ranging from January-May 2022.

Table 35: Use of Force Case Approvals

Use of Force Case Approvals N = 82				
Report Approval Status*	N	%	Minimum Report Date	Maximum Report Date
Approved	28	34.1	1/1/2022	7/20/2022
UCR Approved	44	53.7	1/11/2011	7/20/2022
Approved, UCR Approved	1	1.2	5/29/2022	5/29/2022
Approved, Pending Approval	2	2.4	2/25/2022	3/1/2022
Pending Approval	7	8.5	1/2/2022	4/30/2022
Troop F	81	32	39.5	
Troop G	74	39	52.7	
Troop I	51	12	23.5	
Troop L	84	39	46.4	
Other	124	30	24.2	
Missing	2	1	50.0	

*This table presents report statuses for all reports associated with the use of force report(s). Therefore, there can be multiple reports with differing status on a single case included use of force report(s).

For the 73 use of force cases approved by August 2022, TBG examined the time to approval. TBG examined the first and last report approval date within the 73 use of force cases (Table 2). Half (38, 52.1%) of cases had a first report approval within 4 days of the use of force report event date. About half (41, 56.2%) of cases had a last report approval within 8 days of the use of force report event date.

Eighteen (24.7%) of cases had a first report approval between 9-83 days after the use of force report event date. Most (13, 72.2%) of the 18 cases had a first report review between 9-18 days. Five (27.8%) of the 18 cases had a first review between 32-83 days. Seventeen (23.3%) of cases had a last report approval between 17-164 days after the use of force report event date. About half (8, 47.1%) of the 17 cases had a last report review between 17-32 days. Eight (47.1%) of the 17 cases had a first review between 50-83 days and one (5.9%) of the 17 cases had a last review at 164 days.

Table 36: Time to Review Approval

Time to Review Approval N = 73	N	%
Time to First Report Review Approval		
0-1 day	20	27.4
2-4 days	18	24.7
5-8 days	17	23.3
9-83 days	18	24.7
Time to Last Report Review Approval		
0-3 days	22	30.1
4-8 days	19	26.0
9-16 days	15	20.5
17-164 days	17	23.3

Due to nature of the review and approval data, TBG could not determine which report approval dates relate to which report within the use of force report case. For example, if the use of force report case included one use of force report and one arrest report, the review and approval data would have two rows—one for each report—without identification of which row represents which report. In some instances, the use of force case included only one report, which meant the only report in the case was a use of force report.

TBG examined time to first and last report approval for the use of force cases, broken out into cases with one report and cases with two or more reports. While time to the first report approval did not vary, time to the last report approval did vary by number of reports.

Table 37: Time to Review Approval by Number of Reports

Time to Review Approval by Number of Reports	One Report N=42		Two or More Reports N=31	
Days to Approval	n	%	n	%
Time to First Report Review Approval				
0-1 day	10	23.8	10	32.3
2-4 days	11	26.2	7	22.6
5-8 days	8	19.0	9	29.0
9-83 days	13	31.0	5	16.1
Time to Last Report Review Approval				
0-3 days	18	42.9	4	12.9
4-8 days	11	26.2	8	25.8
9-16 days	8	19.0	7	22.6
17-164 days	5	11.9	12	38.7

For the 73 use of force cases indicated as approved by the first level supervisor, TBG examined the case status. As mentioned previously, once approved by the first level supervisor, the Major is responsible for reviewing, approving, and closing the use of force case. Half (41, 56.2%) of the approved (first level) use of force cases were active as of August 2022. Of the 41 active cases, 16 (39.0%) were designated as approved, but had not been closed.

Table 38: Case Status

Case Status N=73	N	%
Active	41	56.2
Cleared	16	21.9
Closed	12	16.4
Missing	4	5.5

Crisis Intervention (De-Escalation) Data Received

SWAT deployment information is tracked and recorded in a shared drive in PDF and Word documents. This format does not allow for analyses. TBG did not receive data related to SWAT, or any crisis intervention deployment or activity.

TBG received limited de-escalation information specifically related to the Pursuit/Use of Force reports recorded in Mark43 (2022). Results related to de-escalation in use of force reports are present above in the use of force section.

Analysis Findings

No analyses were conducted.

Fair and Impartial Policing Practices (Stop, Search, Arrests) Data Received

LSP does not currently track stops in Mark43 RMS. TBG did not receive data related to stops. TBG is providing recommendations on where in the Mark43 case flow to create a stop report and what data elements to include in the report.

LSP does track arrests in Mark43 through an Arrest report. TBG received an extract of arrest report data from Mark43. Arrest dates ranged from October 2020 through November 2022. For this analysis, TBG examined arrest reports between January 2021 and November 2022.

The arrest report data provided included the following information:

- Arrest date
- Event information REN
- Arresting officer badge number
- Arresting officer full name
- Arrest assisting officer badge number
- Arrest assisting officer full name
- Arrest assisting officer assist type
- Arrest charges
- Arrest defendant full name
- Arrest defendant age
- Arrest defendant race
- Arrest defendant sex
- Event information personnel unit
- Arrest – Labels

In addition, LSP extracted commissioned officer demographics to provide officer demographics and assignment. The data provided included the following information:

- Internal users sex
- Internal users race
- Internal users employee type
- Internal users assignment unit
- Internal users age
- Internal users badge number
- Internal users full name
- Internal users is disabled

Analysis Findings

Arrests

For this analysis, TBG examined distinct arrest reports and defendants (referred to in this analysis as arrests). For example, if a single arrest report (i.e., single REN) had two defendants listed, analyst examined each defendant, including their demographics and charges, separately. This method was chosen to allow easier examination of defendant demographic information.

TBG identified 10,916 arrests. Forty-eight arrests had no arrest date recorded and were excluded from this analysis. An additional 13 arrests had an arrest date recorded but had no charges recorded, these 13 arrests were also excluded. Finally, an additional 54 arrests were excluded because the recorded arrest date was prior to 2021.

TBG identified 10,801 arrests between January 2021 and November 2022. Although 2021 represented a full year (January-December) and 2022 was only a partial year (January – November), TBG identified 1,693 more arrests in 2022 (Table 1). This could potentially be related to the Troopers integrating Mark43 into practice in 2021 or the COVID pandemic.

Table 39: Number of Arrests by Year

Year	Number of Arrest Reports
2021	4,554
2022*	6,247
Total	10,801
Missing	5.5

*Includes January-November 2022

Across 2021 and 2022, most arrests included more than one charge (75.4%, Table 2). Number of charges reflects the number of different charge types recorded on the arrest.

Table 40: Number of Charges Per Arrest

Number of Charges Per Arrest N=10,801	N	%
One	2,657	24.6
Two	3,174	29.4
Three	2,452	22.7
Four	1,352	12.5
Five or more	1,166	10.8

About a quarter (23.3%) of arrests involved a defendant aged 18-25 years. Almost a third (31.4%) of arrests involved a defendant aged 26-35 years (Table 3). Most (77.6%) arrests involved defendants between the ages of 18-45 years.

Table 41: Defendant Age

Defendant Age* N=10,801	N	%
14-17	145	1.3
18-25	2,521	23.3
26-35	3,389	31.4
36-45	2,472	22.9
46-55	1,342	12.4
56-83	907	8.4

*Excludes 25 arrests where defendant's age seemed to be entered in error or was missing

In 2021 and 2022, about half of arrests (48.8%) involved a White defendant and 40.9% of arrests involved a Black defendant (Table 4). Between 2021 and 2022, the percentage of arrests involving a black defendant decreased slightly (2021: 42.9%; 2022: 39.5%, not shown) while the percentage of arrests involving a white defendant increased slightly (2021: 47.2%; 2022: 50.0%, not shown). This trend should be interpreted in the context of the smaller number of arrests recorded in 2021 compared to 2022, and the undetermined reason for this difference in number of arrests.

Table 42: Defendant Race

Defendant Race N=10,801	N	%
American Indian or Alaska Native	19	0.2
Asian, Native Hawaiian or Other Pacific Islander	80	0.7
Black	4,421	40.9
Hispanic	941	8.7
White	5,272	48.8
Unknown or missing	68	0.6

Table 43: Defendant Sex

In 2021 and 2022, most (79.0%) arrests involved a male defendant.

Defendant Sex N=10,801	N	%
Female	2,251	20.8
Male	8,531	79.0
Unknown or missing	19	0.2

TBG received information for “active” commissioned officers. TBG could not determine demographic information for 285 arrests because the arresting officer was not included in the commissioned officer data. It is possible these officers have left the Department and have been deactivated. This seems feasible given 213 of the arrests with arresting officers not in the commissioned officer data were in 2021 and only 72 arrests in 2022.

Twenty-three (0.2%) arrests had multiple arresting officers recorded. Table 6 presented the minimum arresting officer age.

Table 44: Arresting Officer Age

Arresting Officer Age N=10,801	N	%
22-29	2,460	22.8
30-39	4,200	38.9
40-49	2,405	22.3
50-59	606	5.6
60-69	12	0.1

**Excludes 1,118 arrests where officer age was unknown or seemed to be entered in error.*

Table 45: Arresting Officer Race

Most (75.5%) arresting officers were white.

Arresting Officer Age N=10,801	N	%
American Indian or Alaska Native	153	1.4
Asian, Native Hawaiian or Other Pacific Islander	107	1.0
Black	1,300	12.0
Hispanic	313	2.9
White	8,152	75.5
Unknown or missing	782	7.2

* Percentages will sum to over 100%, 23 arrests included multiple arresting officers recorded. Officers may have had differing races.

Table 46: Arresting Officer Sex

Most (90.0%) arresting officers were male.

Arresting Officer Sex N=10,801	N	%
Female	341	3.2
Male	9,723	90.0
Unknown or missing	741	6.9

* Percentages will sum to over 100%, 23 arrests included multiple arresting officers recorded. Officers may have had differing sexes.

Table 47: Arresting Officer Assignment Unit

Arresting Officer Assignment Unit	N	%
Troop A	1,732	16.0
Troop B	1,048	9.7
Troop C	693	6.4
Troop D	694	6.4
Troop E	1,258	11.6
Troop F	875	8.1
Troop G	850	7.9
Troop I	587	5.4
Troop L	843	7.8
Non-Troop Assignment	1,741	16.1
Missing	492	4.6

Percentages will sum to over 100%, 23 arrests included multiple arresting officers recorded. Officers may have had differing assignment units.

Table 48: Most Prevalent Charges

Analysts identified over 400 distinct charges recorded for the 2021-2022 arrests. The 10 most prevalent chargers are presented below. Half (5,827; 53.9%) of arrests included a charge for operating a vehicle while intoxicated.

Charge	N	%
14:98.1 Operating a vehicle while intoxicated; first offense	2,346	21.7
14:98 Operating a vehicle while intoxicated	2,229	20.6
32:58 Careless operation	1,965	18.2
32:79 Driving on roadway landed for traffic	1,819	16.8
14:000 Fugitive	1,358	12.6
32:415 Operating vehicle while license is suspended; offenses in other states; record of offenses given other states	1,215	11.2
32:52 Driver must be licensed	1,037	9.6
2:300 Possession of alcoholic beverages in motor vehicles	974	9.0
14:98.2 Operating a vehicle while intoxicated; second offense	791	7.3
40:967 Prohibited actions – schedule II, penalties	759	7.0
Missing	492	4.6

Recruitment, Hiring, Promotion + Retention Data Received

Prior to this project, LSP began tracking individuals who pass the initial application exam. LSP provided TBG with tables of the number of individuals (1) who took and (2) who passed the exam by month from November 2020-May 2022. The number of individuals who took and passed the exam was also presented by race/ethnicity and gender groups.

LSP provided TBG an Excel document with information for Cadets from the past five Cadet classes and the current Cadet class. The data included the following elements:

- Class
- Start date
- Failure date
- Failure reason
- Graduate
- Graduation date
- Complete FTO
- If FTO not complete, reason
- Complete Probation
- If Probation not complete, reason
- Gender
- Race/ethnicity
- DOB or age

LSP provided promotion information for 2017-2021, however because this information included no demographic information no analyses were performed. The data included the following elements:

- Job title
- rank
- issue date
- promotional panel date
- promotional candidates
- promotional panel members
- employee was promoted

LSP provided an extract of users from Mark43 including rank, Troop, race, and sex. Users are responsible for entering their demographic profile in Mark43. To date, some users have not entered their information and are included in the ‘Unknown’ categories. This information was used to examine demographics of Troops.

Analysis Findings

Initial Application Exam – Percent of Applicants Passing Cadet Exam

TBG performed a Chi-Squared test to detect if there is any difference in the percent passing the Cadet exam by race/ethnicity. A difference was detected. TBG followed up with a pairwise t test (with Bonferroni correction) comparing the passing percentage of each race/ethnicity group to each other and detected a significant difference in passing percentage between White and Black individuals.

Table 49: Percent of Applicants Passing Cadet Exam by Race/Ethnicity

Applicant Race/Ethnicity	Took Exam	Passed Exam	% Pass Exam
White	167	153	91.6
Black	116	81	69.8
Unknown	10	7	70.0
Hispanic	10	10	100.0
Asian	3	3	100.0
American Indian	4	2	50.0

Table 50: Percent of Applicants Passing Cadet Exam by Gender

TBG performed a Chi-Squared test to detect if there was a difference in the percent passing the Cadet exam by gender and found no significant difference in passing percentage between male and female individuals.

Gender	Took Exam	Passed Exam	% Pass Exam
Male	271	222	81.9
Female	39	34	87.2

Initial Application Exam – Number of Applicants Taking Cadet Exam

Table 51: Number of Applicants Taking Cadet Exam by Race/Ethnicity and Gender

The table below presents the number of Black and White male and female applicants who took exams and the percentage of each group who passed the exam. Due to the small number of individuals in other race/ethnicity and sex groups, results are only presented for Black and White applicants.

Race/Ethnicity & Gender	2020*		2021		2022*	
	# took exam	% passed exam	# took exam	% passed exam	n	%
White Male	21	100.0	79	89.9	51	88.2
White Female	2	100.0	9	100.0	5	100.0
Black Male	12	83.3	56	62.5	28	75.0
Black Female	2	100.0	12	58.3	6	100.0

*2020 includes November and December 2020 **2022 includes January – May 2022

Cadet Classes – Demographic Description of Cadet Classes

The tables below present demographic information for past and current Cadet classes. Note, LSP was unable to collect information for Class 98.

Table 52: Cadet Class by Gender

Class	N	Female		Male	
		N	%	N	%
96	39	4	11.1	32	88.9
97	49	5	10.2	44	89.8
99	62	5	8.1	57	91.9
100	64	11	17.2	53	82.8
101	28	2	7.1	26	92.9

Table 53: Cadet Class by Race/Ethnicity

Class	N	Asian		Black		Hispanic		American Indian		Other		White	
		N	%	N	%								
96	39	0	0.0	9	25.0	1	2.8	0	0.0	0	0.0	26	72.2
97	49	1	2.0	10	20.4	3	6.1	0	0.0	1	2.0	34	69.4
99	62	0	0.0	9	14.5	1	1.6	0	0.0	2	3.2	50	80.6
100	64	1	1.6	17	26.6	4	6.3	1	1.6	0	0.0	41	64.1
101	28	0	0.0	9	32.1	2	7.1	0	0.0	0	0.0	17	60.7

Table 54: Cadet Class by Age

Class	N	Age 20-24		Age 25-29		Age 30-34		Age 35-39		Age 40-51	
		N	%	N	%						
96	39	9	25.0	13	36.1	7	19.4	5	13.9	2	5.6
97	49	13	26.5	9	18.4	17	34.7	6	12.2	4	8.2
99	62	20	32.3	19	30.6	16	25.8	4	6.5	3	4.8
100	64	14	21.9	25	39.1	14	21.9	9	14.1	2	3.1
101	28	2	7.1	8	28.6	11	39.3	4	14.3	3	10.7

Academy Graduation by Cadet Demographics

TBG examined how many Cadets graduated from the Academy, how many individuals who completed field training, and how many individuals completed probation. TBG found almost all individuals who graduated from the Academy completed field training and probation and attrition is primarily occurring during Academy.

Table 55: Cadet Trajectory

Class	N	Graduate Academy		Complete Field Training		Complete Probation	
		N	%	N	%		
96	36	27	75.0	27	100.0	27	100.0
97	49	35	71.4	35	100.0	34	97.1
98	59	-	-	-	-	-	-
99	62	51	82.3	51	100.0	51	100.0
100	64	51	79.7	51	100.0	51	100.0
101	28	-	-	-	-	-	-

LSP was unable to collect information for Class 98. Class 101 was the current Cadet class during the observation phase of this review, graduation was set for 11/4/2022

Table 56: Academy Failure Reasons

TBG examined reasons for failure from the Academy for the 47 Cadets who failed to graduate in Class 96, 97, 99, and 100. In some instances, multiple failure reasons were given for a single Cadet. Therefore, the percentages in the table below add to over 100.0%.

Failure Reason N=47	N	%
Not mentally prepared	15	31.9
Not physically prepared	15	31.9
Academic failure/problems	7	14.9
Family issues/problems	6	12.8
Medical	5	10.6
DT practice failure	2	4.3
Cheating	2	4.3
PTT failure	1	2.1

TBG examined how graduation from the Academy varied by demographics of Cadets. The tables below present graduation percentage across gender, race/ethnicity, and age (excluding Cadet classes 98 and 101).

Table 57: Percent Graduate by Cadet Gender

Gender	N	Graduate Academy	
		N	%
Female	25	14	56.0
Male	186	150	80.6

Table 58: Percent Graduate by Cadet Race/Ethnicity

Race/Ethnicity	N	Graduate Academy	
		N	%
Asian	2	1	50.0
Black	45	30	66.7
Hispanic	9	6	66.7
American Indian	1	1	100.0
Other	3	1	33.3
White	151	125	82.8

Table 59: Percent Graduate by Cadet Age

Age	N	Graduate Academy	
		N	%
Age 20-24	56	43	76.8
Age 25-29	66	57	86.4
Age 30-34	54	43	79.6
Age 35-39	24	13	54.2
Age 40-51	11	8	72.7

TBG performed a logistic regression to examine if gender, race/ethnicity, and age were significantly ($p < 0.05$) related to likelihood to graduate. In a logistic regression (graduate, Yes/No), TBG found age, gender, and race/ethnicity were related to likelihood to graduate:

- As age increases likelihood to graduate decreases
- Males are more likely to graduate than females
- White Cadets are more likely to graduate than Black Cadets

LSP Demographics

Race

The table below presents the race recorded by users – category names in this analysis reflect category names from Mark43. Some users have not recorded their race information in Mark43 and are included in the ‘Unknown’ category. Note, there is also one user who recorded their race as ‘Unknown’ and are also included in the ‘Unknown’ category.

For an example of how to read the table, consider the rank Captain. There are 9 users recorded as Captain, of these 2 (22.2%) have not recorded their race or recorded their race as ‘Unknown’, 4 (44.4%) recorded their race as white, 1 (11.1%) recorded their race as Black, 1 (11.1%) recorded their race as Hispanic, and 1 (11.1%) recorded their race as Asian, Native Hawaiian, or Other Pacific Islander.

Table 60: Race of User by Rank

Assignment Rank	N	Unknown		White		Black		Hispanic		American Indian or Alaskan Native		Asian, Native Hawaiian, or Other Pacific Islander	
		N	%	N	%	N	%	N	%	N	%	N	%
Captain	9	2	22.2	4	44.4	1	11.1	1	11.1	0	0.0	1	11.1
DPS Lieutenant	1	0	0.0	0	0.0	1	100.0	0	0.0	0	0.0	0	0.0
Lieutenant	51	3	5.9	37	72.5	8	15.7	0	0.0	1	2.0	2	3.9
Master Trooper	36	6	16.7	21	58.3	6	16.7	2	5.6	1	2.8	0	0.0
Senior Trooper	36	2	5.6	26	72.2	5	13.9	3	8.3	0	0.0	0	0.0
Sergeant	80	1	1.3	67	83.8	9	11.3	0	0.0	2	2.5	1	1.3
Trooper	239	20	8.4	173	72.4	36	15.1	6	2.5	2	0.8	2	0.8
Trooper First Class	23	2	8.7	17	73.9	4	17.4	0	0.0	0	0.0	0	0.0
WAE*	6	0	0.0	4	66.7	2	33.3	0	0.0	0	0.0	0	0.0

*WAE stands for When Actually Employed or part time.

Table 61: Race of Troopers by Troop

The table below presents the recorded race of Troopers (Assignment Rank: Master Trooper, Senior Trooper, Trooper First Class, or Trooper) by Troop.

Troop	N	Unknown		White		Black		Hispanic		American Indian or Alaskan Native		Asian, Native Hawaiian, or Other Pacific Islander	
		N	%	N	%	N	%	N	%	N	%	N	%
Troop A	55	10	18.2	30	54.5	11	20.0	3	5.5	0	0.0	1	1.8
Troop B	48	5	10.4	29	60.4	13	27.1	1	2.1	0	0.0	0	0.0
Troop C	29	1	3.4	22	75.9	4	13.8	1	3.4	1	3.4	0	0.0
Troop D	29	6	20.7	14	48.3	5	17.2	2	6.9	2	6.9	0	0.0
Troop E	44	3	6.8	39	88.6	1	2.3	0	0.0	0	0.0	1	2.3
Troop F	34	3	8.8	28	82.4	3	8.8	0	0.0	0	0.0	0	0.0
Troop G	24	1	4.2	20	83.3	2	8.3	1	4.2	0	0.0	0	0.0
Troop I	33	0	0.0	25	75.8	8	24.2	0	0.0	0	0.0	0	0.0
Troop L	38	1	2.6	30	78.9	4	10.5	3	7.9	0	0.0	0	0.0

Table 62: Race of Supervisors by Rank

The table below presents the recorded race of supervisors (Assignment Rank: Captain, DPS Lieutenant, Lieutenant, or Sergeant) by Troop.

Troop	N	Unknown		White		Black		Hispanic		American Indian or Alaskan Native		Asian, Native Hawaiian, or Other Pacific Islander	
		N	%	N	%	N	%	N	%	N	%	N	%
Troop A	16	2	12.5	13	81.3	1	6.3	0	0.0	0	0.0	0	0.0
Troop B	15	3	20.0	9	60.0	3	20.0	0	0.0	0	0.0	0	0.0
Troop C	14	0	0.0	11	78.6	1	7.1	0	0.0	1	7.1	1	7.1
Troop D	15	0	0.0	7	46.7	5	33.3	0	0.0	2	13.3	1	6.7
Troop E	14	1	7.1	13	92.9	0	0.0	0	0.0	0	0.0	0	0.0
Troop F	17	0	0.0	14	82.4	1	5.9	1	5.9	0	0.0	1	5.9
Troop G	16	0	0.0	14	87.5	1	6.3	0	0.0	0	0.0	1	6.3
Troop I	15	0	0.0	11	73.3	4	26.7	0	0.0	0	0.0	0	0.0
Troop L	19	0	0.0	16	84.2	3	15.8	0	0.0	0	0.0	0	0.0

Sex

Table 63: Sex of User by Rank

The table below presents the sex recorded by users – category names in this analysis reflect category names from Mark43. Some users did not record their sex information in Mark43 and are included in the 'Unknown' category. For an example of how to read the table, consider the rank Captain. There are 9 users recorded as Captain, of these 2 (22.2%) have not recorded their sex and 7 (77.8%) recorded their sex as male.

Class	N	Unknown		Female		Male	
		N	%	N	%	N	%
Captain	9	2	22.2	0	0.0	7	77.8
DPS Lieutenant	1	0	0.0	0	0.0	1	100.0
Lieutenant	51	3	5.9	1	2.0	47	92.2
Master Trooper	36	6	16.7	0	0.0	30	83.3
Senior Trooper	36	2	5.6	0	0.0	34	94.4
Sergeant	80	0	0.0	3	3.8	77	96.3
Trooper	239	20	8.4	11	4.6	208	87.0
Trooper First Class	23	1	4.3	0	0.0	22	95.7
WAE	6	0	0.0	1	16.7	5	83.3

Table 64: Sex of Troopers by Rank

The table below presents the recorded sex of Troopers (Assignment Rank Master Trooper, Senior Trooper, Trooper First Class, or Trooper) by Troop.

Class	N	Unknown		Female		Male	
		N	%	N	%	N	%
Troop A	55	10	18.2	3	5.5	42	76.4
Troop B	48	5	10.4	1	2.1	42	87.5
Troop C	29	1	3.4	0	0.0	28	96.6
Troop D	29	5	17.2	0	0.0	24	82.8
Troop E	44	3	6.8	2	4.5	39	88.6
Troop F	34	3	8.8	0	0.0	31	91.2
Troop G	24	1	4.2	1	4.2	22	91.7
Troop I	33	0	0.0	2	6.1	31	93.9
Troop L	38	1	2.6	2	5.3	35	92.1

Table 65: Sex of Supervisors by Rank

The table below presents the recorded sex of Troopers (Assignment Rank: Captain, DPS Lieutenant, Lieutenant, or Sergeant) by Troop.

Class	N	Unknown		Female		Male	
		N	%	N	%	N	%
Troop A	16	2	12.5	1	6.3	13	81.3
Troop B	15	2	13.3	0	0.0	13	86.7
Troop C	14	0	0.0	0	0.0	14	100.0
Troop D	15	0	0.0	1	6.7	14	93.3
Troop E	14	1	7.1	0	0.0	13	92.9
Troop F	17	0	0.0	1	5.9	16	94.1
Troop G	16	0	0.0	0	0.0	16	100.0
Troop I	15	0	0.0	0	0.0	15	100.0
Troop L	19	0	0.0	1	5.3	18	94.7

Education Level

Table 66: Education Level of User by Rank

The table below presents the education level recorded by users – category names in this analysis reflect category names from Mark43. Some users have not recorded their education level information in Mark43 and are included in the ‘Unknown’ category. For an example of how to read the table, consider the rank Captain. There are 9 users recorded as Captain, of these 6 (66.7%) have not recorded their education level, 1 (11.1%) has a high school diploma, and 2 (22.2%) have a bachelor’s degree.

Assignment Rank	N	Unknown		GED or high school equiv- alency		High school diploma		Bachelor's degree		Master's degree		Doctorate degree	
		N	%	N	%	N	%	N	%	N	%		
Captain	9	6	66.7	0	0.0	1	11.1	2	22.2	0	0.0	0	0.0
DPS Lieutenant	1	0	0.0	0	0.0	0	0.0	1	100.0	0	0.0	0	0.0
Lieutenant	51	5	9.8	3	5.9	20	39.2	21	41.2	2	3.9	0	0.0
Master Trooper	36	7	19.4	1	2.8	8	22.2	16	44.4	3	8.3	1	2.8
Senior Trooper	36	4	11.1	1	2.8	19	52.8	12	33.3	0	0.0	0	0.0
Sergeant	80	3	3.8	2	2.5	37	46.3	32	40.0	6	7.5	0	0.0
Trooper	239	31	13.0	6	2.5	100	41.8	89	37.2	13	5.4	0	0.0
Trooper First Class	23	5	21.7	1	4.3	7	30.4	10	43.5	0	0.0	0	0.0
WAE	6	2	33.3	0	0.0	3	50.0	1	16.7	0	0.0	0	0.0

Table 67: Education Level of Trooper by Troop

The table below presents the recorded Education Level of Troopers (Assignment Rank Master Trooper, Senior Trooper, Trooper First Class, or Trooper) by Troop.

Assignment Rank	N	Unknown		GED or high school equiv- alency		High school diploma		Bachelor's degree		Master's degree		Doctorate degree	
		N	%	N	%	N	%	N	%	N	%		
Troop A	55	11	20.0	3	5.5	16	29.1	21	38.2	4	7.3	0	0.0
Troop B	48	9	18.8	0	0.0	17	35.4	18	37.5	4	8.3	0	0.0
Troop C	29	1	3.4	0	0.0	16	55.2	11	37.9	1	3.4	0	0.0
Troop D	29	6	20.7	1	3.4	8	27.6	12	41.4	1	3.4	1	3.4
Troop E	44	4	9.1	1	2.3	24	54.5	15	34.1	0	0.0	0	0.0
Troop F	34	2	5.9	2	5.9	12	35.3	14	41.2	4	11.8	0	0.0
Troop G	24	2	8.3	1	4.2	9	37.5	11	45.8	1	4.2	0	0.0
Troop I	33	5	15.2	0	0.0	17	51.5	10	30.3	1	3.0	0	0.0
Troop L	38	7	18.4	1	2.6	15	39.5	15	39.5	0	0.0	0	0.0

Table 68: Education Level of Supervisor by Troop

The table below presents the recorded Education Level of Troopers (Assignment Rank: Captain, DPS Lieutenant, Lieutenant, or Sergeant) by Troop.

Assignment Rank	N	Unknown		GED or high school equivalency		High school diploma		Bachelor's degree		Master's degree		Doctorate degree	
		N	%	N	%	N	%	N	%	N	%	N	%
Troop A	16	2	12.5	1	6.3	6	37.5	6	37.5	1	6.3	0	0.0
Troop B	15	3	20.0	1	6.7	3	20.0	7	46.7	1	6.7	0	0.0
Troop C	14	1	7.1	0	0.0	12	85.7	1	7.1	0	0.0	0	0.0
Troop D	15	0	0.0	0	0.0	4	26.7	9	60.0	2	13.3	0	0.0
Troop E	14	2	14.3	1	7.1	7	50.0	4	28.6	0	0.0	0	0.0
Troop F	17	0	0.0	0	0.0	9	52.9	7	41.2	1	5.9	0	0.0
Troop G	16	2	12.5	0	0.0	6	37.5	7	43.8	1	6.3	0	0.0
Troop I	15	1	6.7	0	0.0	7	46.7	7	46.7	0	0.0	0	0.0
Troop L	19	3	15.8	2	10.5	4	21.1	8	42.1	2	10.5	0	0.0

Tenure/Year of Hire

The table below presents the tenure using the hired date recorded by users – category names in this analysis reflect the year of the hire date from Mark43. Some users have not recorded their hire date in Mark43 and are included in the ‘Unknown’ category.

For an example of how to read the table, consider the rank Captain. There are 9 users recorded as Captain, of these 4 (44.4%) have not recorded their hire date, 1 (11.1%) was hired between 2004-2008 (i.e., has worked with LSP 14-18 years), 3 (33.3%) were hired between 1999-2003 (i.e., has worked with LSP 19-23 years), and 1 (11.1%) was hired between 1994-1998 (i.e., has worked with LSP 24-28 years).

Table 69: Year of Hire/Tenure of User by Rank

The table below presents the recorded Education Level of Troopers (Assignment Rank: Captain, DPS Lieutenant, Lieutenant, or Sergeant) by Troop.

Rank	N	Unknown		2020-2021 (1-2 years)		2017-2019 (3-5 years)		2014-2016 (6-8 year)		2009-2013 (9-13 years)		2004-2008 (14-18 years)		1999-2003 (19-23 years)		1994-1998 (24-28 years)		1990-1997 (25-32 years)	
		N	%	N	%	N	%	N	%	N	%	N	%						
Captain	9	4	44.4	0	0.0	0	0.0	0	0.0	0	0.0	1	11.1	3	33.3	1	11.1	0	0.0
DPS Lieutenant	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.0	0	0.0	0	0.0	0	0.0
Lieutenant	51	3	5.9	0	0.0	0	0.0	0	0.0	0	0.0	10	19.6	20	39.2	17	33.3	13	25.5
Master Trooper	36	7	19.4	0	0.0	0	0.0	0	0.0	0	0.0	4	11.1	20	55.6	5	13.9	3	8.3
Senior Trooper	36	1	2.8	0	0.0	0	0.0	0	0.0	0	0.0	35	97.2	0	0.0	0	0.0	0	0.0
Sergeant	80	2	2.5	0	0.0	0	0.0	18	22.5	1	1.3	26	32.5	22	27.5	11	13.8	7	8.8
Trooper	239	16	6.7	51	21.3	109	45.6	61	25.5	2	0.8	0	0.0	0	0.0	0	0.0	0	0.0
Trooper First Class	23	3	13.0	0	0.0	1	4.3	15	65.2	2	8.7	2	8.7	0	0.0	0	0.0	0	0.0
WAE	6	0	0.0	2	33.3	1	16.7	0	0.0	1	16.7	1	16.7	0	0.0	1	16.7	1	16.7

Table 70: Year of Hire/Tenure of Trooper by Troop

The table below presents the recorded hire date of Troopers (Assignment Rank Master Trooper, Senior Trooper, Trooper First Class, or Trooper) by Troop.

Troop	N	Unknown		2020-2021 (1-2 years)		2017-2019 (3-5 years)		2014-2016 (6-8 year)		2009-2013 (9-13 years)		2004-2008 (14-18 years)		1999-2003 (19-23 years)		1994-1998 (24-28 years)		1990-1997 (25-32 years)	
		N	%	N	%	N	%	N	%	N	%	N	%						
Troop A	55	9	16.4	9	16.4	11	20.0	10	18.2	1	1.8	7	12.7	7	12.7	1	1.8	1	1.8
Troop B	48	4	8.3	8	16.7	17	35.4	10	20.8	0	0.0	5	10.4	2	4.2	2	4.2	1	2.1
Troop C	29	1	3.4	6	20.7	10	34.5	6	20.7	2	6.9	4	13.8	0	0.0	0	0.0	0	0.0
Troop D	29	3	10.3	4	13.8	11	37.9	6	20.7	0	0.0	4	13.8	1	3.4	0	0.0	0	0.0
Troop E	44	3	6.8	5	11.4	16	36.4	13	29.5	0	0.0	4	9.1	1	2.3	2	4.5	1	2.3
Troop F	34	2	5.9	3	8.8	10	29.4	10	29.4	0	0.0	2	5.9	7	20.6	0	0.0	0	0.0
Troop G	24	1	4.2	3	12.5	12	50.0	5	20.8	0	0.0	3	12.5	0	0.0	0	0.0	0	0.0
Troop I	33	3	9.1	7	21.2	13	39.4	5	15.2	0	0.0	5	15.2	0	0.0	0	0.0	0	0.0
Troop L	38	1	2.6	6	15.8	10	26.3	11	28.9	1	2.6	7	18.4	2	5.3	0	0.0	0	0.0

Table 71: Year of Hire/Tenure of Supervisor by Troop

The table below presents the recorded hire date of supervisors (Assignment Rank: Captain, DPS Lieutenant, Lieutenant, or Sergeant) by Troop.

Troop	N	Unknown		2020-2021 (1-2 years)		2017-2019 (3-5 years)		2014-2016 (6-8 year)		2009-2013 (9-13 years)		2004-2008 (14-18 years)		1999-2003 (19-23 years)		1994-1998 (24-28 years)		1990-1997 (25-32 years)	
		N	%	N	%	N	%	N	%	N	%	N	%						
Troop A	16	2	12.5	0	0.0	0	0.0	2	12.5	1	6.3	3	18.8	6	37.5	2	12.5	1	6.3
Troop B	15	2	13.3	0	0.0	0	0.0	3	20.0	0	0.0	6	40.0	2	13.3	2	13.3	2	13.3
Troop C	14	1	7.1	0	0.0	0	0.0	3	21.4	0	0.0	5	35.7	5	35.7	0	0.0	0	0.0
Troop D	15	0	0.0	0	0.0	0	0.0	1	6.7	0	0.0	6	40.0	4	26.7	4	26.7	4	26.7
Troop E	14	1	7.1	0	0.0	0	0.0	1	7.1	0	0.0	4	28.6	7	50.0	1	7.1	1	7.1
Troop F	17	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	17.6	6	35.3	7	41.2	7	41.2
Troop G	16	1	6.3	0	0.0	0	0.0	3	18.8	0	0.0	3	18.8	4	25.0	5	31.3	2	12.5
Troop I	15	0	0.0	0	0.0	0	0.0	2	13.3	0	0.0	5	33.3	5	33.3	3	20.0	0	0.0
Troop L	19	2	10.5	0	0.0	0	0.0	3	15.8	0	0.0	3	15.8	6	31.6	5	26.3	3	15.8

13.

Recommended Key Next Steps



Recommended Key Next Steps

Deploy and empower multi-disciplinary leadership to oversee and coordinate the reform process.

There is an urgent need for dedicated LSP human resources investments, including:

- **Executive Leadership:**
Dedicate command level personnel responsible for the oversight of the reform process and strategic planning.
 - **Reform Implementation Support:**
Create a specialist function to manage the reform process and implementation.
 - **Accountability & Sustainability:**
Create a specialist function to evaluate and promote compliance with reform goals.
-

Adopt and articulate a unified organizational mission, vision, and core principles where individuals can both excel and be uniformly coherent in advancing LSP values and reform goals.

This includes:

- Procedural Justice
 - Fair and Impartial Policing
 - De-Escalation
 - Community Engagement & Community Policing
-

Put in place foundational building blocks to advance organizational transformation and implement structural changes essential for sustainable reform.

Summary of Recommendations

This report provides final observations and recommendations regarding the evaluation of the Louisiana State Police (LSP). The Bowman Group (TBG) determined recommendations that strongly support the following 12 goals:

Goal 1: Embrace Community Policing as a Department-wide philosophy.

Recommendations:

1. Adopt community policing as a core principle and implement a community engagement policy, informed by internal and external stakeholders.
2. Create a written policy directing LSP community engagement.
3. Make robust community engagement part of each Trooper's job through incorporating it as a metric in hiring, performance reviews, and promotion decisions.
4. Expand training to include fair and impartial policing, procedural justice, and de-escalation.
5. Conduct regular community meetings and programming around community restoring/building.
6. Create a social media strategy and collaborate with local police departments at beat meetings, community events and other stakeholders.
7. Track data related to community policing and engagement in a centralized manner.
8. Expand on the types of LSP community engagement activities and events that LSP engages in and attends.
9. Encourage LSP to engage communities of faith throughout the state as part of their outreach strategy.
10. Consider introducing statewide community surveys to better understand public perspectives of LSP.
11. Streamline the public complaint process so that any entity is able to make a complaint easily via the LSP website.
12. Post all non-sensitive draft policies on the LSP website with a public comment period.
13. Produce regular public reports and information about LSP operations to promote greater transparency.

Goal 2: Model procedural justice in the internal investigations process.

Recommendations:

1. Establish an overall Department philosophy regarding the investigation of complaints of employee misconduct.
2. Commit to open, fair, and transparent public access and communication regarding the Internal Affairs (IA) disciplinary complaint process.
3. Consider revising the Discrimination and Harassment Policy.
4. Develop specialized training that reinforces the concepts of procedural justice and the legitimate, credible, and fair investigation of all complaints and allegations of misconduct or poor performance.
5. Analyze IA data regularly to identify training needs and emerging trends.
6. Demonstrate a commitment to transparency concerning critical incidents.
7. Commit to regular evaluation and modification of policies and practices with input from members of the public and a representative ranking of Department members.

8. Provide access to outside training for IA personnel.
9. Develop and implement standard operating procedures (SOPs) that detail functions and roles within the disciplinary complaint investigation and review process.
10. Consider designating and including external or public representatives to participate in certain internal review processes (i.e., Disciplinary Review, EIS, Use of Force Review Board, etc).

Goal 3: Ensure force used is only that which is objectively reasonable, necessary, and proportional to the threat.

Recommendations:

1. Establish a clear standard for when Troopers are permitted to use force and when force should be avoided.
2. Define terms that are key to evaluating whether an officer's use of force is reasonable, necessary, and proportional.
3. Revise P.O. 238 (15)(i) to provide a more clear and concise definition of what conduct does and does not amount to a reportable use of force and include examples.
4. Require Troopers to report use of force by the end of the shift.
5. Establish consistent procedures immediately following a Trooper's use of force, including the responsibilities of Troopers and first-line supervisors, and enforce adherence to the procedures.
6. Develop clear guidance on the requirements for meaningful supervisory review of uses of force. The guidance should detail the information that first-line supervisors need to collect and analyze as well as the factors supervisors should consider when determining whether the use of force was consistent with LSP policy and core values.
7. Require supervisors to document their assessment of an officer's use of force, the factors they considered, and a final determination.
8. Develop a template to ensure structure and consistency for supervisors' reviews of uses of force.
9. Embrace thorough and transparent supervisory reviews of uses of force and communicate that expectation.
10. Develop a supervisory training curriculum that includes guidance on first-line supervisor roles and responsibilities in the use of force review process.
11. Develop timelines for the use of force review process and hold supervisors accountable to those timelines.
12. Require all relevant video to be collected and reviewed (including witness officer BWC) and hold Troopers accountable for failure to record incidents on BWC.
13. Clarify when BWC should be activated and strictly limit when audio may be turned off.
14. Conduct regular audits of supervisors' reviews of uses of force to make sure they are adequately documented.
15. Require that supervisors include a BWC audit trail, documenting review of available footage, in the use of force case file.
16. Prohibit Troopers from using Tasers to apprehend people when fleeing or other minor offenses are the only justification.
17. Prohibit Troopers from using Tasers to apprehend people when there is a significant risk of serious injury.
18. Ensure supervisors enforce policies prohibiting Troopers from using profane and aggressive language.
19. Ensure supervisors take corrective action, including requiring retraining when warranted.

20. Revamp the use of force review process to rely more heavily on first-line supervisors to conduct timely, thorough, consistent, and well-documented reviews of Troopers' uses of force.
21. Streamline the Mark43 use of force supervisory review structure.
22. Utilize the functions in Mark43 that notify users of overdue use of force reviews.
23. Provide additional training and guidance to improve the accuracy of collected use of force data, including encounters with people in crisis.
24. Incorporate additional de-escalation concepts in the use of force policy and ensure that these techniques are well-defined and accurately tracked in Mark43.
25. Define all terms used in Mark43 data collection to promote consistency and prevent data collection based on subjective interpretations of terms.
26. Ensure that comprehensive injury information is collected for both Troopers and civilians.
27. Collect accurate information about the specific types of force used by Troopers and the level of resistance.
28. Track more comprehensive data regarding the disposition of incidents involving a use of force.
29. Increase transparency by making use of force data available to the public.
30. Specify the goals and purpose of the policy.
31. Incorporate additional de-escalation concepts into the use of force policy.
32. Develop mechanisms for meaningful community and Trooper input on use of force policies.
33. Ensure Legal Affairs provides input on use of force policies and provide regular legal updates on use of force.
34. Clarify or eliminate P.O. 238's Policy Statement that "absent reasonable articulation, officers shall not consciously disregard substantial and unjustifiable risks."
35. Clarify the potential harm of repeated or prolonged use of CEWs.
36. Clarify when a firearm can be unholstered or displayed. Section (8)(3) states "Officers shall not remove a firearm from the holster or display a weapon unless there is sufficient justification."
37. Clarify the limited circumstances when it is permissible to shoot at or from moving vehicles.
38. Require a supervisor's authorization before ramming is permitted.
39. Consider eliminating the use of chokeholds.
40. Consider requiring Troopers to carry OC spray.
41. Codify information about all authorized weapons in policy.
42. Clarify the definition of positional asphyxia.
43. Consider creating and implementing a Critical Incident Review Board, as a standard process for reviewing all incidents involving death, injury, or critical responses.
44. Require the Use of Force Review Board to document the evidence reviewed, the Board's analysis of the evidence, and the justification for the Board's final decision.
45. Develop protocols and a template to ensure the UFRB conducts a comprehensive analysis of critical incidents.
46. Ensure the UFRB's review of use of force incidents should include an assessment of the actions of each officer who used force, whether there were opportunities to de-escalate, and the supervisor's review of the use of force.
47. Modify or expand the membership of the Use of Force Review Board (UFRB).
48. Develop and implement an education and training curriculum that would assist UFRB members in following their duties.

49. Create protocols to establish review and feedback loops.
 50. Develop comprehensive protocols to promote consistent, objective, and thorough investigations.
 51. Consider consolidating the use of force review process into a single entity.
 52. Review the training received by Force Investigation Unit personnel to ensure that it is consistent with best practices, LSP's core values, and community expectations.
 53. Make all Pursuit/Use of Force data elements mandatory.
-

Goal 4: Refine Crisis Deployment and relevant data collection.

Recommendations:

1. Re-evaluate the Crisis Response Unit structure.
2. Recommit to staffing specialized units with qualified personnel who reflect the diversity of the service population.
3. Strengthen public communication of deployment related to major events.
4. Integrate and enter all MFF/SWAT/CNT incident documentation into RMS/CAD.
5. Require supervisory review and approval for all after-action reports by at least two supervisory levels (e.g., Sergeant/Lieutenant or Lieutenant/ Captain etc.).
6. Ensure the MFF, CNT and SWAT leadership teams (minimally the Captain, Lieutenant, Sergeant, and Regional Platoon leaders) complete the 40-hour crisis negotiations training.
7. Broaden collaborative training priorities across specialized units.
8. Review P.O. 226 with subject matter experts and persons living with mental health conditions and lived experience to ensure best practice language and practices are utilized.
9. Update P.O. 226 policy language.
10. Review and establish incident protocols related to EMS involvement on scene.
11. Provide consideration for any alternative medical response versus a criminal justice response for individuals in mental health crisis.
12. Revise policies, like P.O. 606, to improve selection criteria for LSP crisis specialized units.
13. Integrate the role of CNT into SWAT policy and standard operating procedures.
14. Specific policy guidelines on Body Worn Camera (BWC) activation should be revised to reflect best practice, with accountability measures in place for failure to activate BWC, inclusive of progressive discipline.
15. Ensure appropriate MOUs (Memorandum of Understanding), MOAs (Memorandum of Agreement) and/or inter-governmental rules or agreements delineate law enforcement chain of command, operational duties and responsibilities on joint deployments.
16. Review and revise the MFF Operations Manual with strong input and collaboration by CNT and SWAT.
17. Update MFF training to reflect best practice.
18. Review and revise the SWAT Directive.
19. Consider appropriate tactics and uses of BWC in crisis response involving SWAT deployment.
20. Require that each SWAT (and CNT) deployed Trooper write a supplemental report to the original "call for service" (CFS) report and outline in detail their assignment, location, tactics or operations conducted, along with other pertinent details.

21. Ensure that Use of Force incidents during SWAT deployments have all accompanying use of force documentation linked to the incident event with BWC supporting it.
 22. Include CNT relevant information in SWAT intel packets and in pre-opp planning for SWAT deployments.
 23. Ensure appropriate support and resources are dispatched to or proximate to SWAT and crisis event deployment locations.
 24. Consider the impact of adding leadership and additional human resources to the CNT team.
 25. Prioritize sending all Crisis Negotiators to the 40-hour Crisis Intervention Team Training (CIT).
 26. Prioritize a more intentional focus to establish a relationship and/or contract with community subject matter experts (e.g., mental health clinical social worker, psychologist etc.) for utilization as a call-out resource.
 27. Utilize CAD/RMS to track deployments.
 28. Enter relevant data into the FBI Hostage Barricade System (HOBAS) as required by policy.
 29. Require the use of primary and secondary Call and Clear Codes.
-

Goal 5: Apply the least intrusive and most effective constitutional approaches to conducting and aggressively monitoring stops, searches, and arrests (SSAs).

Recommendations:

1. Draft a comprehensive stop, search, and arrest policy that exceeds constitutional standards in a manner consistent with contemporary or recommended practices.
 2. Establish fair and impartial policing as a core pillar in the development and application of all SSA policies and practices.
 3. Enhance public transparency of stop data through the development of searchable databases that are accessible in a web-based format.
 4. Require Troopers to document and report all stops, searches, and arrests.
 5. Develop an internal and external dashboard that informs supervisors and the public of key fair and impartial policing data.
 6. Commit to educating and training all employees in principles of fair and impartial policing that go beyond mere compliance with the 4th Amendment.
 7. Create and implement a Stop and Arrest report in Mark43 for all stops, searches, and arrests.
-

Goal 6: Ensure close and effective supervision of Department management, operations, and field practices.

1. Conduct leadership and professional development workshops with LSP command to initiate a formalized strategic planning and reimagining process.
2. Develop, track, and report initiatives internally and externally to the public to continually foster a culture of transparency, inclusiveness and equity and build relationships with stakeholders and the public.
3. Adopt procedural justice as a guiding principle to improve organizational culture and community trust.
4. Develop and implement a formalized process for policy review and revisions.

5. Ensure all policies, where appropriate, are opened for public comment.
6. Change the term “should” throughout policies to “will” wherever LSP expects certain behavior.
7. Include hyperlinks when referencing other policies, forms, laws, etc.
8. Maintain consistency throughout all LSP policies.
9. Update directives to gender neutral language.
10. Seek compliance and professionalism through a law enforcement accreditation program.
11. Employ evidence-based practices using speed and crash data to direct roadway enforcement to reduce racial disparities in police contacts.
12. Formalize an employee recognition program that distinguishes progressive workplace performance.
13. Establish a culture of engagement to build strong employee connections and community relationships.
14. Conduct an analysis of demographic information regarding promotions, special assignments, departmental policies, and discipline to identify any potential disparate outcomes that indicate inequity.
15. Consider developing an analysis dashboard that provides management analytics on employee workplace assignments.
16. Complete a pay and benefit analysis to assess inequities in pay scales.
17. Establish a culture of information transparency that creates trust among the workforce and community.
18. Develop an internal communication platform to employees from the LSP superintendent.
19. Consider establishing an employee relations board.
20. Formulate a notification system for delivery of Trooper safety information and major events.
21. Draft a clearly stated purpose for the promotional policy consistent with the Strategic Mission of the Louisiana State Police.
22. Complete a job task analysis for all promotional ranks to ensure promotional criteria is consistent with the necessary knowledge, skills, and abilities required of the position.
23. Formalize a final phase candidate review process with executive leadership to assess promotional readiness.
24. Consider adding a requirement for the Superintendent to provide written justification for passing over an employee eligible for promotion.
25. Establish a Department-wide mentoring program for sworn and non-sworn employees.
26. Expand mid-level management and executive training opportunities.
27. Consider amending the evaluation process by requiring employees to develop a career plan.
28. Develop a policy requiring supervisors to write a transition plan when changing or vacating an assignment.

Goal 7: Implement a comprehensive recruitment and hiring strategy, reporting and assessment process.

Recommendations:

1. Confirm scheduled Academy dates in advance when feasible.
2. Consider aggressive utilization of outside recruitment partners.
3. Consider the Implementation of the mentorship program.
4. Allow daily or regular communication of Cadets with family members.

5. Ensure hiring and recruitment outcomes are reflective of diverse communities LSP serves.
6. Evaluate any gender specific needs/concerns addressed by affiliated gender.
7. Allow affinity group related organizations access to engage recruits.
8. Implement periodic reevaluation of applicant exam content to ensure that it is applicable for what LSP is looking for in a Trooper and that it is equitable for all applicants.
9. Re-evaluate drug usage elimination criteria for new applicants that may eliminate applicants that have no abused drugs or that used drugs that are legal in some states.
10. Re-evaluate the physical requirements for entry to and completion of the Academy.
11. Re-evaluate the testing process for practicality and equitable application.
12. Make the examination a pass/fail result that allows all that pass the ability to proceed through the remainder of the promotional process.
13. Allow the capability to use the highest test score as the reference score for the Trooper.
14. Consider an external entity to complete the testing and assessment process through the Commission before Troop interviews.
15. Implement a standardized interview process for every Troop.
16. Ensure that every interview panel is diverse in its representation and that input is considered for all panelists.
17. Create a “detail” rank of Corporal to give Troopers that have met specific requirements an opportunity for recognition prior to being promoted to Sergeant.
18. Expand LSP mentorship programs to include Troopers for promotion.
19. Promote leadership and inclusion programs for females, minorities, LGBTQ members, and others.
20. Develop a clear promotional standard process, including a recusal process and ensure transparency in the process.
21. Consider a minimum threshold of patrol experience (e.g., 3 years) to be eligible for promotion or transfer.
22. Conduct an assessment of the promotional ranks of women in LSP and define strategies to promote equity.

Goal 8: Provide proactive and responsive support to promote and sustain a healthy workforce.

Recommendations:

1. Give priority attention to wellness goals and actions in the five-year Strategic Plan.
2. Establish a system to consult DPS HR in the writing and revision of policies specific to LSP.
3. Trooper Employee Assistance Program (TEAP) and wellness related policies should be regularly reviewed (and revised when appropriate).
4. Strengthen TEAP language to reflect required protocols.
5. Revise P.O. 232 Return to Work/Light Duty Policy to include mental health in addition to physical health.
6. Develop a Fit for Duty Evaluation (FFDE) policy.
7. Document and track Troopers’ exposure to duty related trauma.
8. Include hyperlinks when referencing other policies, forms, laws etc.
9. Update P.O. 210 Crisis Leave Policy (dated 2012) and track both Crisis Leave approvals and denials, including the reason for denial.

10. Align wellness staffing statewide with regional demands.
11. Conduct a Trooper officer wellness needs assessment by Region and Troop.
12. Increase the frequency of peer support member meetings and trainings.
13. Standardize peer support deployment and response for specific types of calls, where appropriate.
14. Formalize regular proactive outreach for specialized units with repeat exposure to trauma like Sex Crimes, Crime Scene investigators, Homicide, SWAT, CNT etc.
15. Promote the wellness app and provide training on its features.
16. Incentivize personnel efforts to improve physical health.
17. Prioritize access to clinicians with law enforcement expertise.
18. Document the nature of Chaplain contacts related to Trooper wellness.
19. Consider creative options to supplement patrol staffing.
20. Conduct a Department-wide suicide awareness and intervention training.
21. Adopt tools that ensure consistency and fairness in disciplinary decision-making. A discipline matrix consistent with best practice should be immediately developed and implemented to promote consistency and fairness.
22. DPS Human Resources should be leveraged to train LSP supervisors and personnel on policies and laws affecting women.
23. Study the research on shift work and re-align shifts to maximize Trooper wellness and productivity.
24. Support the expansion of the Trooper Mentor Program.
25. Continue to invest in Trooper education.
26. Embed wellness related training in the annual training schedule.
27. Eliminate the practice of removing phone privileges for Cadets during Academy.
28. Annual In-service training should be strongly reconsidered with emphasis on community engagement, customer service-related topics, de-escalation, communication, impartial policing, procedural justice, officer wellness and TEAP.
29. Ensure regular, robust training on causes, signs and symptoms of stress and trauma along with how to access resources at all levels—Cadet, annual in-service and pre-promotion training.
30. Promote a roll call training culture that encourages team building, camaraderie, and periodic use of short but impactful wellness exercises.
31. Develop a reliable data tracking system related to TEAP policy requirements.

Goal 9: Embrace an early intervention program to support employee retention.

Recommendations:

1. Revise LSP P.O. 216 Early Identification System (EIS) policy to describe that the nature and purpose of the EI program is non-disciplinary.
2. Ensure the review and intervention processes outlined in the EIS policy align with national best practices.
3. Consider including policy review, re-training, commendation, and enhanced supervision in the EI policy as additional intervention outcome options available to supervisors for identified at-risk employees.
4. Ensure communication and training of the EI Program is provided Department-wide.

5. Revise training materials that include an EIS component to outline the nature and purpose of the EI program, properly articulate the supervisors' review in a fair and impartial manner, and to specify the expectations of monitoring employees and handling interventions, and the regular oversight and accountability of this process.
6. Ensure that all supervisors are consistently employing the newly implemented tracking procedures for monitoring employee incidents to determine when EI thresholds are met.
7. Require consistent documentation that demonstrates interventions provided to employees were completed including the meeting with employees and outcomes, if any, and when post-intervention monitoring occurs, require documentation of that process and the outcome.
8. Consider including additional performance indicators in the EI program such as traffic and pedestrian stops, arrests, domestic violence issues including an employee subject to a restraining order, failure to appear in court, sick leave, claims and lawsuits, etc.
9. To achieve balance, consider including positive performance indicators in the EI program along with adverse events so supervisors have a holistic view of an employee's attitude, behavior, and work history.
10. Assess the current EI thresholds to determine if they are appropriate based on the Department's data (i.e., average number of incidents in different time periods).
11. Consider using a "rolling" time period for the established EI thresholds and those that may be included in the future.
12. Consider including a combination threshold that identifies an at-risk employee when a certain number of any of the performance indicators occur within a specified time frame.
13. Require supervisors to review employee BWC footage (when available) for the incident(s) that triggered the EI alert to determine if issues or patterns and trends are occurring.
14. Require follow-up to be documented by supervisors for any EI intervention outcomes with employees and managers or internal affairs can ensure completion.
15. Require managers to regularly review the EI interventions handled by supervisors and document this review and accountability process.
16. Consider conducting quarterly or semi-annual command staff meetings to review EI reports and interventions handled by supervisors to identify high performers, interventions taken, and opportunities for learning and improving this EI program and the review and accountability process.
17. Share the EI policy and program with community stakeholders and community members for transparency, agency, and Trooper accountability, and building trust and legitimacy.
18. Require documentation that demonstrates the Training Commander conducts regular reviews of EI reports and interventions handled by supervisors for identification of any Department-wide training needs and any determinations that were made from this process.
19. Continue the annual review of the EI program for effectiveness and appropriate changes to the EI policy and program, and the documentation of any determinations that were made from this process.

Goal 10: Train personnel to support a "guardian" style service delivery approach.

Recommendations:

1. Establish and follow a policy outlining the selection process for instructors.
2. Establish and follow a policy that addresses how and by whom outside instructors or subject matter experts (SMEs) are screened, selected, and verified/vetted.

3. Establish and follow a policy outlining the training, assessment, and continued education of instructors at the LSP Academy.
4. Develop an Instructor’s Manual that addresses day-to-day duties and responsibilities.
5. Establish and follow a policy involving community members—including those with lived experience—in the training and curriculum development.
6. Establish a Training Oversight Committee (TAC) and develop a detailed policy for Academy operations to include a TAC.
7. Create an LSP Curriculum Development Section.
8. Establish and follow a policy on the curriculum design, development, and revision process that is informed by needs assessments, stakeholder feedback (prior Academy classes, instructors, and Troopers), and external input from the community.
9. Establish and follow a policy for curriculum creation, review, vetting, and approval.
10. Establish and follow a policy requiring the annual review of curriculum and lesson plans to ensure relevant content and skills are being taught.
11. Conduct a comprehensive review of curricula to assess the use of adult teaching and learning principles.
12. Conduct a focused review of Cadet Class curriculum regarding diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation.
13. Establish and follow a policy that requires training related to diverse and vulnerable populations, constitutional policing, procedural justice, fair and impartial policing, and de-escalation.
14. Create a training strategy and plan for all in-service training..
15. Survey student reactions (Level I of Kirkpatrick model or equivalent) to improve training of existing LSP and POST courses.
16. Incorporate the LSP goals of improving behavior, protecting the sanctity of life, minimizing deadly force, incorporating fair and impartial policing, etc. into a policy (possibly P.O. 901 Code of Conduct and Ethics).
17. Use the LSP goal (improving behavior, protecting the sanctity of life, minimizing deadly force, incorporating fair and impartial policing, etc.) to inform or be a basis for LSP curricula learning objectives.
18. Review all curricula for consistency in creating learning objectives.
19. Survey students who receive training to determine retention and behavior changes.
20. Review and assess the effectiveness of the current basic Cadet Academy training model.
21. Rewrite all scenarios for practical exercises, especially those for Patrol Tactical Training (PTT), and include a Lesson Plan Risk Assessment Matrix.
22. Utilize trained role players in all practical exercises.
23. Provide training and education on Adult Based Learning principles and implementation for all instructional staff.
24. Utilize more qualified outside instructors as assistant or full-time faculty, instead of relying primarily on retired Troopers.
25. Ensure that all LSP instructors, including returning instructors, are using “21st Century” training content, principles and techniques.
26. Review and update supervisory training.
27. Review and update LSP Policy P.O. 229 Promotions.
28. Conduct a thorough review of the Field Training Officer (FTO) Program, and revise P.O. 1402 Field Training Officer (FTO) Program policy.

29. Assess Cadet/Student evaluations at the end of each block of FTO Program instruction.
 30. Create policies covering all operational areas associated with training.
 31. Right-size LSP Academy staffing to adequately carry out the training mission.
 32. Create a training strategy and training plan to inform LSP Command Staff and Academy Staff of the way forward.
 33. Move from a “warrior” culture to a “guardian” culture.
 34. Revise Day One indoctrination for Cadet classes.
 35. Treat Cadets with dignity and respect.
 36. Develop and follow a policy for measuring learning objectives in the classroom.
 37. Establish a policy to comprehensively track records, measure learning objectives, and assess the efficacy of LSP training.
 38. Establish a policy that outlines how in-service training notifications are disseminated throughout LSP.
 39. Conduct a well-informed annual training needs assessment.
 40. Develop a process to review and address training related complaints and feedback.
 41. Develop a “Detective” or “Investigator” training program.
 42. Review, revise, and redevelop the use of force training components to direct when to use force, appropriate use of force, and when to avoid using force (de-escalation).
 43. Provide training for supervisors on use of force reviews, BWC reviews, and report writing.
 44. Expand training to include bias awareness, how to interact with diverse community members, and de-escalation.
 45. Restructure the role and purpose of Duty Officers in the Academy and the application of remedial measures during Cadet training.
-

Goal 11: Modernize technology, data collection, and assessment tools.

Recommendations:

1. Research and develop technological advancements to improve data latency, data retention, and accountability.
2. Implement an IT governance framework.
3. Document business/functional requirements and use cases for each initiative included in the IT Strategy and Roadmap.
4. Assign an LSP Portfolio Manager to work with the information technology executive-level steering committee and OTS.
5. Define, document, and communicate exactly how IT supports LSP with OTS.
6. Develop and implement a staffing plan to enable TBS to support LSP IT and data systems.
7. Establish a centralized Records Section.
8. Develop a Data Management Strategy.
9. Conduct a review of manually created reports and reports requiring duplicate data entry and develop a plan to incorporate all relevant reports into the RMS.
10. Add resources to the LSP TBS team responsible for the deployment and support of the Mark43 platform.

11. Develop and implement a training program for Dispatchers.
12. TBS and Dispatchers should meet regularly to identify potential areas for improvement within CAD.
13. Develop and implement a training plan to ensure LSP IT staff can properly support the day-to-day operation and use of the radio system.
14. Conduct an assessment of deployable assets and the vehicles assigned to deploy those assets and develop a plan to ensure the regular life cycle replacement of all assets and vehicles.
15. Develop a mobility strategy as part of an IT Strategy and Roadmap that includes the deployment of smartphones/mobile devices to all personnel.
16. Consider revising BWC and In-Car Camera Systems policy.
17. Consider updating policy to state that officers are required to activate their cameras prior to the initiation or response to an investigative or enforcement activity with a member of the public, and identify examples of such instances.
18. Issue a separate body worn camera policy instead of combining it with a policy regarding other video or audio equipment systems.
19. Simplify draft policy to make the responsibilities of those issued wireless devices clear under one heading in the policy.

Goal 12: Leverage oversight, technological, and analytical capabilities to advance 21st Century policing.

Recommendation:

1. Research and develop technological advancements to improve data latency, data retention, and accountability.

Resources

National Best Practice Organizations

- AAMC Writing Learning Objectives
- Administrative Policy 11-1 Promotion Policy for Sworn Police Department Personnel, City of Lawton, OK.
- CA State University at Fullerton, CSUF Faculty Development Center
- Chicago Police Department
- FBI Law Enforcement Bulletin, Volume: 78 Issue: 2
- Federal Law Enforcement Training Accreditation (FLETA)
- Federal Law Enforcement Training Center (FLETC)
- Final Report of the President's Task Force on 21st Century Policing, NCJ Number 248928, Date Published May 2015
- Idaho Peace Officers Standard and Training (POST)
- Institute of Police Technology and Management (IPTM), University of North Florida, Jacksonville, FL.
- Jacksonville FL Sheriff's Department
- Michigan Commission on Law Enforcement Standards (MCOLES)
- Michigan State Police
- Nassau County FL Sheriff's Office
- National Academies Police Training
- National Policing Institute
- Police Executive Research Forum (PERF). November 2022.
- Praxis Learning Networks
- Promotion Procedure Guidelines Police Sergeant, Police Lieutenant, and Police Captain, City of Little Rock, Arkansas.
- Research.com
- The American Review of Public Administration, 2021, Vol. 51 (1) 3-16.

Federal Law Enforcement Training Center (FLETC) Directives/Manuals

500-11 Training Risk Assessment; 066-04 Heat Stress Guidance; 91-00A Assessment of Instruction; 121-18 Training Accident Investigations; 500-12 Training Development and Certification of FLETC Staff; 500-14 Student Medical and Physical Requirements; 510-05 Training Resources Coordination; 500-09 Student Feedback and End of Class Reports; 500-16 Student Evaluation Procedures

Federal Law Enforcement Training Accreditation (FLETA)(www.fleta.gov) Standards

Academy Standards (as applicable): Academy Administration A 1.01 - 1.19, Academy Staff A 2.01 - 2.06, Academy Training Development A 3.01 - 3.13, and Academy Training Delivery A 4.01 - 4.06

Program Standards: Program Administration 1.01 - 1.13; Program Staff Training 2.01 - 2.08; Training Development 3.01 - 3.19; and Program Training Delivery 4.01 - 4.07

References

Community Policing & Engagement

- Website lsp.gov
 - Lesson plans
 - BWC and Trooper reports
-

Disciplinary Complaints & Internal Affairs

TBG analyzed LSP policies to inform findings and recommendations as well as assess adherence to national best practices and peer organizations. This included assessing how to enhance existing policy to align with national best practices for supporting fair and impartial policing, give the public and Troopers voice, and improve accountability.

These policies include:

- P.O. 205 Bias-Based Policing
 - P.O. 209 Complaints and Administrative Investigations, which describes the complaint investigation process
 - P.O. 212 Discrimination and Harassment Complaint Procedure
 - Policy 801 Administration - duties and responsibilities of the Internal Affairs Unit; and Policy
-

Use of Force Policies, Procedures & Protocols

TBG analyzed LSP policies and other force-related documents to inform findings and recommendations, as well as to assess their adherence to national practices. These policies and other documents include:

- P.O. 238, Use of Force, Effective 9/20/2021
- P.O. 505, Force Investigation Unit, Effective 2/9/2022
- P.O. 1117, Body Worn Camera & In-Car Camera Systems, Effective 4/1/2022
- 2021 Training Academy Annual Use of Force Report
- Louisiana State Police 2020 Annual Use of Force Report
- Use of Force Annual Summary for 2019
- Bridging the Gap, Office of Legal Affairs Louisiana State Police Presentation, November 1, 2022
- Bridging the Gap on Legal Aspects of Use of Force, Office of Legal Affairs, Louisiana State Police In-Service Presentation
- Louisiana State Police Mark43 New Use of Force/Pursuit Reporting guide, Effective 1/1/2022

Throughout the assessment, TBG analyzed patterns in Troopers' use of force based on the available data. TBG distilled and analyzed data on a variety of force-related topics, including the following:

- A selection of descriptive tables and bivariate analysis of data provided by LSP. This analysis included a review of data on the number of reported uses of force per year from 2018-2022, including the types of force used, force use by Troop, and the race of the persons subjected to uses of force.
 - After transitioning to Mark43, LSP began collecting data on uses of force where Troopers reported using de-escalation techniques as well as whether those techniques were successful. TBG provided an assessment of this data.
 - TBG reviewed data collected in Mark43 about the use of force review process, including an assessment of the timeframes for a Troopers' use of force to complete the various steps of the chain of command review process.
-

Crisis Intervention (De-Escalation)

The following policies and documents related to LSP Crisis Response have been reviewed:

- 2017 Employee Survey
- 2021 Annual Use of Force Report
- BWC Use of Force Incidents
- Data Analysis related to LSP Demographics
- IA File Review

- LSP Complaint Review
- LSP Five Year Strategic Plan
- P.O. 1106 Enforcement
- P.O. 117 BWC and In-Car Camera Systems
- P.O. 203 Arrests and Searches
- P.O. 205 Bias Based Policing
- P.O. 209 Complaints and Administrative Investigations
- P.O. 210 Crisis Leave
- P.O. 212 Discrimination and Harassment Complaint Procedure
- P.O. 214 Domestic Violence
- P.O. 226 Mentally Ill Persons/Substance Abuse Patients
- P.O. 237 Uniform Policy
- P.O. 238 Use of Force
- P.O. 239 Victim Assistance
- P.O. 240 Violence in the Workplace
- P.O. 402 Communications
- P.O. 601 Critical Incident Response and Special Task Planning
- P.O. 603 Mass Arrest
- P.O. 604 Special Weapons and Tactics (SWAT) -which includes Crisis Negotiations Team (CNT)
- P.O. 605 Threat Alert Levels
- P.O. 606 Mobile Field Force (MFF)
- P.O. 801 Administration (BIA)
- P.O. 901 Code of Ethics
- Standard Operating Procedures— Special Weapons and Tactics (SWAT) and Crisis Negotiations Team (CNT)
- Standard Operating Procedures—Mobile Field Force (MFF)
- Tactical Response and Operations Standard for Law Enforcement Agencies (NTOA-National Tactical Officers Association) April, 2018.

The following training has been reviewed:

- 2019-2022 Annual In-Service Training
- CISM (Critical Incident Stress Management) Overview
- Crisis Negotiations Team- 40-hour Basic Training
- De-escalation
- Emotional Survival
- L.E.A.D.S-Law Enforcement Active De-escalation Strategies-Plus Tactical Options
- Mental Health Disorders
- Staircase 101
- Suicide Presentation
- The Challenge of Mental Illness to Law Enforcement
- The Challenge of Mental Illness to Law Enforcement-SWAT Extract
- Use of Force

Fair & Impartial Policing Practices (Stops, Searches, & Arrests)

TBG analyzed LSP policies to inform findings and recommendations as well as assess their adherence to national practices. The following policies in whole or in part govern SSA decisions:

- P.O. 203 Arrests and Searches
- P.O. 1103 Checkpoints
- P.O. 1106 Enforcement
- P.O. 1117 Body Worn Cameras and In-Car Camera Systems

TBG assessed these policies considering national model policies, and recommended practice guides, including the Center for Policing Equity, the

California racial and Identity Profiling Act, and the New Jersey State Police Aggregate Data reports. Focus included evaluating how to enhance policy to align with practices supporting fair and impartial policing and giving the public and the Department tools to assist in evaluating data to assist in institutionalizing audit and review of SSA data to improve LSP and holding the Department and its members accountable.

Several LSP policies related to fair and impartial policing were reviewed, including Arrests and Searches, Checkpoints, Enforcement and Body Worn Camera and In Car Camera.

LSP POLICY P.O. 203 ARRESTS AND SEARCHES

- This is the Cornerstone policy for SSA.
- P.O. 203 is prescriptive in nature, focusing on legal requirements and how to effect a stop, search, or arrest.
- The policy does not address broader implications of SSA, such as culture, philosophy, or treatment of persons, as examples.
- Policy should include training mandates and reporting and review requirements
- Definitions of important concepts are narrowly defined and offer limited guidance in comparison to policies of contemporary organizations.
- The policy does not link to other critical decision points, e.g., use of force and use of force reporting, foot patrol, field interviews, reporting and documenting consent and non-consent encounters.
- LSP should strengthen guidance for supervision of its stops, searches, and arrests.

LSP P.O. 1103 CHECKPOINTS

- P.O. 1103 Defined philosophical perspective - “checkpoints shall not be utilized as a subterfuge for conducting searches, seizures, or arrests inconsistent with law or department policy.”
- LSP should consider moving this language to the beginning of the policy.
- Policy requires an operational plan and if an arrest occurs, the operational plan and arrest report will be forwarded to the District Attorney and Department of Motor Vehicles.
- Operation plan must include mandatory language – “motorist shall not be detained unless there is articulable probable cause or reasonable suspicion to justify belief in the existence of another offense.

LSP P.O. 1106 ENFORCEMENT

- Officers issue Uniform Summons/Complaint Affidavits (US/CA) for traffic citations and arrests
- Actual physical arrests must be documented and described in narrative form using the State Report of Arrest form (DPSSP 3131 or DPSSP3104)
- The policy requires shift supervisors to review and assess the US/CA for quality of arrest (citation decisions)

P.O. 1117 BODY WORN CAMERAS AND IN-CAR CAMERA SYSTEMS (BWC/IC)

- Troopers are encouraged to use BWC/IC to record probable cause or reasonable grounds for planned enforcement action (Responsibilities section 6 b 1)
- Supervisors must complete three (3) random reviews per quarter and one review must be of an incident involving a criminal arrest
- Required report to IA if misconduct observed or suspected (However, this policy specifically tells a supervisor to follow the procedures for reporting an anonymous complaint).

Organizational Culture, Leadership & Professional Development

- LSP Strategic Plan
- P.O. 102 Suggestions on Improving the State Police
- P.O. 103 Written Directives
- P.O. 204 Awards
- P.O. 211 Disciplinary
- P.O. 229 Promotions
- P.O. 901 Code of Conduct Ethics
- P.O. 903 Law Enforcement Role

Recruitment, Hiring, & Promotions:

- P.O. 229 Promotions
 - Commission Examination and Eligibility Lists
 - Public Affairs and Recruiting Section
 - 2021 Recruitment and Hiring Analysis Report
 - Troop L Recruiting Initiatives
 - “Informal” Commission Information
-

Officer Wellness & Employee Assistance

TBG reviewed following policies related to Officer Wellness and Employee Assistance:

- PO 901 Code of Ethics
- PO 247 Trooper Employee Assistance Program (TEAP)
- PO 227 Performance Evaluation System
- PO 229 Promotions
- PO 241 Workers Compensation
- PO 211 Disciplinary
- PO 234 Secondary Employment/Personal Investments
- PO 212 Discipline and Harassment Complaint Procedures
- PO 209 Complaints and Administrative Investigation
- PO 801 Administration (BIA)
- PO 601 Critical Incident Response and Special Task Planning
- PO 209 Complaints and Administrative Investigations
- PO 240 Violence in the Workplace
- PO 205 Bias Based Policing
- PO 237 Uniform Policy
- PO 214 Domestic Violence
- PO 239 Victim Assistance
- PO 210 Crisis Leave
- PO 1402 Field Training Officer Program
- PO 246 Chaplains Program
- PO 232 Return to Work/Light Duty
- PO 216 Early Identification System (EIS)
- PO 217 Education Leave
- PO 204 Awards

TBG reviewed the following training:

- Use of Force
- De-escalation
- L.E.A.D.S
- Crisis Negotiations
- Mental Health Disorders
- Suicide Presentation
- Emotional Survival
- CISM Overview
- TEAP Program Overview
- Wellness App Training
- Wellness Intro for Leadership
- TEAP Roll Call
- The Challenge of Mental Illness to Law Enforcement
- Staircase 101
- 2019-2022 Annual In-Service Training

The following Documents and Files have been reviewed:

- 2017 Employee Survey
- Data Analysis related to LSP Demographics
- 2021 Annual Use of Force Report
- LSP Complaint Review
- BWC Use of Force Incidents
- IA File Review
- LSP Five Year Strategic Plan

Early Intervention System

The following reference materials were requested and reviewed:

- LSP P.O. 216 Early Identification System (EIS) policy effective 10-19-18
- Training records and training materials related to the communication and training of LSP's EI program including any training during the academy, in-service, or supervisor training from January 1, 2017, through May 31, 2022
- Any relevant EI reports related to the tracking, review, or evaluation of identified employees from January 1, 2017, through December 31, 2021
- Any annual EI reports produced by LSP from January 1, 2017, through December 31, 2021

In addition to any records or documents related to LSP's EI program, TBG also reviewed LSP's data regarding Trooper incidents and activities in their Computer-Aided Dispatch (CAD) system and Records Management System (RMS). This also included reviews of records from their recently implemented Mark43 system, although this system is in the earliest stages; as of January 2022, use of force incidents, citations, and arrests are in their records management platform.

Training & Academy Operations

The following policies relating to the Academy operations were reviewed.

- P.O. 101 Organizational Structure
- P.O. 1106 Enforcement
- P.O. 1106 Enforcement - Section 28, Communicating with People Who Are Deaf or Hard of Hearing
- P.O. 1401 Training Academy Administration
- P.O. 1402 Field Training Officer (FTO) Program
- P.O. 1403 Internship Program
- P.O. 1404 Training Academy and JESTC Lodging Facility Rental Procedures
- P.O. 901 Code of Conduct and Ethics
- P.O. 903 Law Enforcement Role
- P.O. 229 Promotions

The following manuals and documents were reviewed.

- Cadet instructor and program evaluations, ACADIS
- Instructor Personnel Files
- LSP Cadet Class 100 and 101 Schedules
- LSP Instructor Rosters
- LA POST, Academy Guidelines Manual (updated March 22, 2017)
- LSP Training Academy SOP Manual (09/02/2022 draft)
- 2019 Annual In-Service Training Memo
- 2020 Annual In-Service Training Memo
- 2021 Annual In-Service Training Memo
- 2022 In-Service Training - HQ-2-2080 Memo

- Adult Learning Techniques - Methodology and Retention sections, Louisiana State Police Training Academy Standard Operating Procedure Manual, revised September 2, 2022
- Cadet evaluations of instructor and courses, ACADIS
- LA POST Adult Learning Course / Master Instructor Course (June 2014)
- LA POST, Academy Guidelines Manual (updated March 22, 2017)
- Lesson Plans - Learning Objectives section, Louisiana State Police Training Academy Standard Operating Procedure Manual, revised September 2, 2022.
- LSP Cadet Class 100 and 101 Schedules
- LSP Enhanced/Additional Training: Fair & Impartial Policing curriculum, Relational Leadership curriculum, Law Enforcement Active De-escalation Strategies curriculum, Police Tactics and Training - Vehicle Stops, Reality Based Use of Force Decision Making - TASER Energy Weapon Reactionary Drills
- LSP Training Academy SOP Manual (090222 draft)
- Online course offerings – LEO
- Online course offerings – POST LMS (Learning Management System) Website
- The Federal Law Enforcement Training Accreditation (FLETA) Standards for Programs and Academy, (FLETA - www.fleta.gov/fleta-standards)
- POST Mandated Training Lesson Plans: Legal, Introduction to Patrol Rifle, Traffic Stop Tactics, Defensive Tactics Classroom & Practical, Civil Disturbances Classroom Segment, Becoming a Professional Peace Officer – The Role in the Community, Becoming a Professional Police Officer - Becoming a Professional Police Officer
- Field Training Officer Program Section, Louisiana State Police Training Academy Standard Operating Procedure Manual (draft), revised September 2, 2022
- Lesson Plans section, Louisiana State Police Training Academy Standard Operating Procedure Manual (draft), revised September 2, 2022
- In-Service Training section, Louisiana State Police Training Academy Standard Operating Procedure Manual, revised September 2, 2022
- PO 1401 Administration, Sections 3 - 6; 2022 In-Service Training - HQ-2-2080 Memo
- Broad Goals and Guidelines, Section, Subsection 4, Louisiana State Police Training Academy Standard Operating Procedure Manual, revised September 2, 2022
- LA POST, Academy Guidelines Manual (updated March 22, 2017)
- LSP Training Academy (TA) Review and Assessment of Attrition Report Cadet Class 99

Table 1: Basic Academy Instructor

Basic Academy Instructor N=139	N	%
Yes	78	56.1
No	43	30.9
Missing/Unknown	18	12.9

Table 2: Post Instructor Certified

Post Instructor Certified N=139	N	%
Yes	70	50.4
No	47	33.8
Missing/Unknown	22	15.8

Table 3: Instructor Race/Ethnicity

Race/Ethnicity	N	%
White/Caucasian	104	74.8
Black/African American	21	15.1
Multiracial	5	3.6
American Indian/Alaskan Native	3	2.2
Asian/Pacific Islander	2	1.4
Hispanic	1	0.7
Missing	3	2.2

Table 4: Instructor Gender

Gender N=139	N	%
Male	132	95.0
Female	7	5.0

Table 5: Rank of Instructors

Rank N=139	N	%
Sergeant	41	29.5
Trooper First Class	22	15.8
Master Trooper	19	13.7
Lieutenant	16	11.5
Trooper	15	10.8
Senior Trooper	8	5.8
WAE Trooper	4	2.9
Missing	3	2.2
Breath Analysis Specialist/Supervisor	2	1.4
Officer	2	1.4
Captain	1	0.7
Civilian	1	0.7
Instructor Specialist	1	0.7
P/O 3	1	0.7
Senior Tech	1	0.7
Technical Support Officer	1	0.7
Technician Supervisor	1	0.7

Figure 1: Organizational Chart May 2022

LSP Training Academy								
Position Name	#	# Vac	Position Name	#	# Vac	Position Name	#	# Vac
LSP Captain	1		Breath Analysis Supv	1		Admin Program Specialist A (Job Appt)		1
LSP Lieutenant	4		Breath Analysis Inst Spec	3		Admin Program Manager 2	1	
LSP Sergeant	7		Equipment Shop Foreman	1		Food Service Specialist 5	1	
LSP Trooper	9	1	Training/Dev Spec 3	1		Food Service Specialist 3	1	
Admin Coord 3	2		Training/Dev Spec 3 (Job Appt)		1	Admin Program Director	1	
Admin Prog Spec A	1		Training/Dev Program Mgr	1		Maintenance Foreman	2	
AV Prod. Mgr	1		LSP WAE	6		Mobile Equipment Operator 2	1	
			CS WAE	27	7	Carpenter Foreman	1	

Figure 2: Organizational Chart October 2022

LSP Training Academy								
Position Name	#	# Vac	Position Name	#	# Vac	Position Name	#	# Vac
LSP Captain	1		Breath Analysis Supv	1		Admin Program Specialist A (Job Appt)		1
LSP Lieutenant	4		Breath Analysis Inst Spec	3		Admin Program Manager 2		
LSP Sergeant	7		Equipment Shop Foreman	1		Food Service Specialist 5	1	
LSP Trooper	7	3	Training/Dev Spec 3	1		Food Service Specialist 3	1	
Admin Coord 3	2		Training/Dev Spec 3 (Job Appt)		1	Admin Program Director	1	
Admin Prog Spec A	1		Training/Dev Program Mgr	1		Maintenance Foreman	2	
AV Prod. Mgr	1		LSP WAE	5	1	Mobile Equipment Operator 2	1	
Admin Prog Mgr 2	1		CS WAE	27	7	Carpenter Foreman	1	

Table 6: Data from LSP Training Academy Review & Assessment Report, 5/15/2020

Class #	Begin Date	End Date	Hired	Graduated	Attrition	
CC92	1/12/2014	5/22/2014	61	46	24.60%	
CC93	11/30/2014	4/10/2015	72	58	19.50%	
CC94	8/30/2015	12/17/2015	80	57	28.75%	
CC95	11/6/2016	4/5/2017	64	46	28.13%	
CC96	8/20/2017	1/5/2018	36	27	27.51%	
CC97	11/5/2017	3/23/2018	49	35	26.89%	
CC98	5/27/2018	10/26/2018	59	48	26.27%	
CC99	8/25/2019	1/31/2020	61	51	25.65%	
					25.91% Average	

Academy Graduation By Cadet Demographics

TBG examined how many Cadets graduated from the Academy, how many individuals who graduated completed field training, and how many individuals completed probation. The Bowman Group found almost all individuals who graduated from the Academy completed field training and probation and attrition is primarily occurring during Academy.

Table 7: Cadet Trajectory

Class	N	Graduate Academy		Complete Field Training		Complete Probation	
		N	%	N	%	N	%
96	36	27	75.0	27	100.0	27	100.0
97	49	35	71.4	35	100.0	34	97.1
98	59	-	-	-	-	-	-
99	62	51	82.3	51	100.0	51	100.0
100	64	51	79.7	51	100.0	51	100.0
101	28	-	-	-	-	-	-

*LSP was unable to collect information for Class 98

*Class 101 is the current Cadet class; graduation is set for 11/4/2022

Table 8: Academy Failure Reasons

TBG examined reasons for failure from the Academy for the 47 Cadets who failed to graduate in Class 96, 97, 99, and 100. In some instances, multiple failure reasons were given for a single Cadet. Therefore, the percentages in the table below add to over 100.0%.

Academy Failure Reason	N	%
Not mentally prepared	15	31.9
Not physically prepared	15	31.9
Academic failure/problems	7	14.9
Family issues/problems	6	12.8
Medical	5	10.6
DT practice failure	2	4.3
Cheating	2	4.3
PTT failure	1	2.1

Technology

LSP also provided TBG with policies, lesson plans, and other documentation related to the use of technology.

Body Worn Cameras and In-Car Video

- P.O. 1117 Body Worn Camera and In-Car Camera Systems (April 1, 2022)
- LSP TASER AXON Body 3 Camera –Fleet 3 In-Car Camera Training Course Lesson Plan (April 1, 2022)
- Axon Performance PowerPoint Presentation (2021)

RMS

- Mark43 - RMS Basic End User Operations Manual
- Mark43 – 1st Responder (CAD) Basic End User Operations Manual
- Mark43 – RMS Internal Affairs/Non IA Training Presentation

Mobile Communications

- Draft Wireless Voice/Data Communications Equipment Policy

APPENDIX

LOUISIANA DEPARTMENT OF PUBLIC SAFETY: PUBLIC SAFETY SERVICES CLIMATE & CULTURE SURVEY RESULTS

October 2023



CONTENTS

Survey Results.....	1
Survey Analysis Strategy.....	1
Survey Data Limitations.....	1
Demographics.....	1
Work Environment.....	5
Bias Among Troopers and Supervisors.....	7
General Training.....	8
Basic Training Academy.....	10
Field Training Officer Program.....	11
Supervisor Training.....	12
Management Systems.....	13
Early Warning System/Early Intervention System (EIS).....	14
Areas for Improvement/Job Satisfaction.....	17
Community and Patrol Interaction.....	18
Expectations of the Trooper Role.....	21
Respondents' Suggestion for Overall Improvement.....	23
Recommendations.....	23

Appendix: Supplemental Tables Not Included in Above Discussion



ABOUT EVIDENT CHANGE

Evident Change promotes just and equitable social systems for individuals, families, and communities through research, public policy, and practice. For more information, call (800) 306-6223 or visit us online at EvidentChange.org and @Evident_Change on Twitter.

© 2023 Evident Change

SURVEY RESULTS

In collaboration with the Louisiana State Police (LSP), the Bowman Group conducted a comprehensive survey aimed at gathering valuable insights from all Public Safety Service employees. The survey, conducted from May 4 to June 15, 2023, was structured to address various topics and intended to pinpoint both strengths and areas requiring improvement within the agency.

A crucial aspect of the survey was its commitment to maintaining confidentiality, ensuring that respondents could freely express their opinions. The open-ended questions were particularly impactful, providing valuable and candid information that offered valuable perspectives and suggestions to enhance the agency's operations and overall effectiveness.

SURVEY ANALYSIS STRATEGY

In our analysis of the raw survey results conducted by the Bowman Group, our focus was twofold. Firstly, we examined the quantitative data. This analysis allowed us to pinpoint key patterns and insights within the numerical data. Secondly, we delved into the qualitative data by reviewing the open-ended answers provided by respondents. In this process, we made note of the most frequently recurring responses, shedding light on the prevalent sentiments and opinions expressed by respondents from the various departments. By combining quantitative and qualitative approaches, we created a more holistic view of the department.

SURVEY DATA LIMITATIONS

The data received by Evident Change have certain limitations. Specifically, the data could not be disaggregated by specific departments (e.g., LSP versus Office of the Fire Marshal) or specific demographics, such as racial identities, genders, and ages.

DEMOGRAPHICS

FINDINGS

It should be noted that the majority of respondents in this particular survey self-identified as men born between 1970 and 1979 who are non-Hispanic and White. The number of participants and percentages of the demographics changed over time from the first section of the survey to the last section since participants were allowed to take the survey in four different sessions. Tables 1–9 provide an overview of the respondent demographics.

TABLE 1				
RESPONDENTS REPORTING HISPANIC OR LATINO DESCENT				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Hispanic	3.07%	3.30%	3.22%	3.12%
Not Hispanic	71.51%	67.34%	65.22%	65.33%
No Response	25.42%	29.37%	31.56%	31.55%

Note that over 65% of the respondents identified as Not Hispanic while only 3% identified as being Hispanic.

TABLE 2				
RESPONDENTS' REPORTED RACIAL IDENTITY				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
White	53.16%	51.80%	49.82%	48.93%
Black or African American	16.62%	15.85%	14.14%	13.56%
Hispanic/Latino	1.99%	2.02%	2.02%	2.09%
Asian	1.31%	1.03%	0.93%	1.07%
Bi-Racial/Multiracial	1.85%	1.58%	1.50%	1.50%
Other	2.12%	2.02%	1.76%	2.04%
No Response	25.56%	29.20%	29.83%	30.81%

About half of the respondents identified as being White, and over a quarter of the respondents chose not to disclose their racial identity.

TABLE 3				
YEAR OF BIRTH				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
2000–2010	2.35%	2.12%	2.09%	1.78%
1990–1999	13.43%	13.13%	13.60%	13.40%
1980–1989	20.13%	19.69%	18.95%	18.30%
1970–1979	23.25%	21.82%	21.25%	21.02%
1960–1969	14.02%	12.64%	12.42%	12.29%
1950–1959	5.47%	5.33%	5.19%	5.06%
1949 and earlier	0.81%	0.79%	0.64%	0.67%
No Response	20.53%	24.48%	25.86%	27.47%

Almost a quarter of the respondents did not report their year of birth.

TABLE 4				
IDENTIFIED GENDER OF RESPONDENTS				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Male	43.32%	41.59%	42.01%	40.98%
Female	37.50%	34.29%	31.79%	30.79%
Non-Binary	0.64%	0.35%	0.54%	0.56%
Other	0.36%	0.40%	0.27%	0.56%
Prefer not to disclose for demographics	18.18%	23.37%	25.39%	27.12%

About a quarter of respondents did not report a gender identity, and more than 40% identified as male.

TABLE 5				
DEPARTMENT				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Louisiana State Police	50.79%	52.93%	53.60%	53.59%
Department of Public Safety Police	6.41%	5.99%	6.23%	6.13%
Office of Motor Vehicles	21.02%	20.34%	19.22%	19.29%
Office of State Fire Marshal	5.66%	5.58%	5.26%	5.33%
Liquefied Petroleum Gas	0.29%	0.23%	0.24%	0.35%
Office of Legal Affairs	0.46%	0.37%	0.34%	0.30%
Oil Spill Coordinator's Office	0.29%	0.32%	0.24%	0.25%
Highway Safety Commission	0.46%	0.46%	0.48%	0.45%
Management & Finance	3.00%	3.11%	3.28%	3.24%
Gaming Control Board	0.04%	0.05%	0.05%	0.05%
Other	11.57%	10.65%	11.06%	11.12%

Half of the respondents work for LSP.

TABLE 6				
CURRENT CLASSIFICATION				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Commissioned	46.27%	46.76%	47.56%	47.70%
Non-Commissioned	53.73%	53.24%	52.44%	52.30%

More than half of respondents are considered non-commissioned. While more than half of respondents work for LSP (see Table 5), not all of those are considered commissioned personnel. There is no way to determine which respondents are from law enforcement personnel.

TABLE 7				
YEARS OF SERVICE				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Less than 1 year	5.28%	4.64%	4.84%	4.88%
1–4 years	12.22%	12.01%	12.52%	12.01%
5–10 years	15.63%	15.35%	15.42%	14.70%
11–15 years	7.03%	6.48%	6.23%	5.84%
16–20 years	10.98%	10.87%	10.37%	10.94%
21–25 years	8.09%	7.88%	7.63%	7.63%
26 or more years	7.49%	7.38%	6.99%	7.13%
No Response	33.27%	35.39%	36.00%	36.87%

Over a third of respondents did not disclose how many years of service they have.

TABLE 8				
CURRENT POSITION				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Patrol	20.12%	20.51%	20.48%	20.73%
Training	2.94%	2.54%	2.96%	2.63%
Support	10.11%	9.93%	9.57%	10.20%
Investigations	10.84%	10.58%	10.16%	9.97%
Other	24.76%	21.06%	18.92%	17.70%
No Response	21.24%	35.38%	37.90%	38.77%

About 20% of the respondents identified as patrol.

TABLE 9				
IDENTIFIED REGION WHERE RESPONDENT LIVES				
	SECTION 1	SECTION 2	SECTION 3	SECTION 4
Region 1	28.86%	28.24%	27.91%	27.78%
Region 2	12.49%	11.83%	11.90%	11.95%
Region 3	12.96%	13.37%	13.25%	12.34%
No Response	45.69%	46.56%	46.94%	47.03%

Roughly 45% of respondents chose to give no response to where they lived. For those who did respond, roughly 28% live in Region 1.

Taking this demographic information into account helps provide insights into the perspectives of the majority of survey respondents. The data could not be disaggregated by demographics and, thus, may not capture the experiences and viewpoints of individuals from diverse backgrounds.

WORK ENVIRONMENT

FINDINGS

When examining the work environment, it is important to recognize that the results can differ based on the department. A slight majority of participants (over 50% from each section) in this study belonged to the Louisiana State Police Department, and this information is essential to contextualize the findings within the survey.

Table 10 shows that the majority of participants hold a positive perception of their work environment, expressing confidence in their preparedness and the availability of necessary resources to accomplish their assignments effectively. In fact, a significant portion of the participants (43%) agreed they feel safe at work, with an additional 38% strongly agreeing with this sentiment. Furthermore, participants strongly affirmed that they are treated with respect.

Almost three-fourths of respondents (73%) reported they feel safe at work and felt prepared to complete assignments.

TABLE 10					
OVERALL WORK ENVIRONMENT					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
I am happy with my overall working environment within my Department, such as LSP, OMV, etc. (communication, supervision, management, culture).	25.88%	47.90%	11.51%	4.70%	10.01%
I am happy with my overall working environment within my Section, Troop, or Unit. (This will be referred to as Section from this point on.)	33.08%	43.29%	7.46%	3.47%	12.70%
I feel prepared to complete my assignments.	39.98%	47.28%	3.82%	1.03%	7.89%
My Department provides me the necessary tools to complete my assignments.	32.37%	49.83%	7.18%	2.11%	8.51%

TABLE 10

OVERALL WORK ENVIRONMENT

	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
My Department provides me the necessary internal resources to complete my assignments.	30.17%	50.95%	7.89%	1.47%	9.53%
My Department provides all the essential equipment I need to do my job effectively.	32.60%	49.05%	8.29%	1.73%	8.33%
I have access to external resources that help me to do my job effectively.	27.52%	51.88%	7.79%	0.82%	11.99%
I believe that my personal safety at work is an important concern to management/leadership.	38.06%	43.04%	6.31%	3.11%	9.47%
In my Section, my colleagues or co-workers who are not of my gender treat me with respect.	49.22%	37.10%	1.00%	0.39%	12.29%
Outside my Section, my colleagues or co-workers who are not of my gender treat me with respect.	44.88%	42.19%	1.30%	0.61%	11.01%
In my Section, my supervisors treat me with respect.	49.37%	37.31%	3.21%	1.87%	8.24%
I feel valued by my direct supervisor.	49.50%	34.12%	4.56%	2.61%	9.21%
I feel valued by the leadership in my Section.	39.08%	39.82%	7.57%	3.57%	9.97%
I feel respected by my direct supervisor.	49.50%	36.22%	3.79%	2.09%	8.40%
I feel respected by the leadership in my Section.	41.02%	39.76%	6.54%	2.57%	10.11%
I trust my direct supervisor.	47.28%	35.47%	4.31%	3.05%	9.89%
I trust the leadership in my Section.	37.94%	40.17%	7.76%	3.53%	10.60%
All personnel in my Department are equally treated with respect regardless of race, ethnicity, culture, gender, age, sexual orientation, etc.	37.07%	37.29%	7.74%	5.69%	12.21%
My Department makes an effort to hire personnel from diverse race, ethnic, cultural, gender, sexual orientation, or backgrounds.	35.35%	39.32%	3.49%	2.18%	19.66%
My Department makes an effort to retain personnel from diverse race, ethnic, cultural, gender, sexual orientation, or backgrounds.	30.89%	39.23%	4.72%	2.88%	22.28%

TABLE 10

OVERALL WORK ENVIRONMENT

	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
My Department provides me the necessary internal resources to complete my assignments.	30.17%	50.95%	7.89%	1.47%	9.53%
My Department provides all the essential equipment I need to do my job effectively.	32.60%	49.05%	8.29%	1.73%	8.33%
I have access to external resources that help me to do my job effectively.	27.52%	51.88%	7.79%	0.82%	11.99%
I believe that my personal safety at work is an important concern to management/leadership.	38.06%	43.04%	6.31%	3.11%	9.47%
In my Section, my colleagues or co-workers who are not of my gender treat me with respect.	49.22%	37.10%	1.00%	0.39%	12.29%
Outside my Section, my colleagues or co-workers who are not of my gender treat me with respect.	44.88%	42.19%	1.30%	0.61%	11.01%
In my Section, my supervisors treat me with respect.	49.37%	37.31%	3.21%	1.87%	8.24%
I feel valued by my direct supervisor.	49.50%	34.12%	4.56%	2.61%	9.21%
I feel valued by the leadership in my Section.	39.08%	39.82%	7.57%	3.57%	9.97%
I feel respected by my direct supervisor.	49.50%	36.22%	3.79%	2.09%	8.40%
I feel respected by the leadership in my Section.	41.02%	39.76%	6.54%	2.57%	10.11%
I trust my direct supervisor.	47.28%	35.47%	4.31%	3.05%	9.89%
I trust the leadership in my Section.	37.94%	40.17%	7.76%	3.53%	10.60%
All personnel in my Department are equally treated with respect regardless of race, ethnicity, culture, gender, age, sexual orientation, etc.	37.07%	37.29%	7.74%	5.69%	12.21%
My Department makes an effort to hire personnel from diverse race, ethnic, cultural, gender, sexual orientation, or backgrounds.	35.35%	39.32%	3.49%	2.18%	19.66%
My Department makes an effort to retain personnel from diverse race, ethnic, cultural, gender, sexual orientation, or backgrounds.	30.89%	39.23%	4.72%	2.88%	22.28%

BIAS AMONG TROOPERS AND SUPERVISORS

FINDINGS

As shown in Table 11, a notable proportion of participants (44–56%) expressed uncertainty regarding whether troopers and supervisors treat individuals of differing genders, sexual orientations, races, and ethnicities without bias. Of the individuals who expressed agreement or disagreement, about half of the participants (41–52%) either agreed or strongly agreed that troopers and supervisors do treat individuals of diverse backgrounds without bias.

TABLE 11					
BIAS AMONG TROOPERS AND SUPERVISORS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
<u>Within LSP, troopers</u> treat other troopers of differing race/ethnicity the same without bias.	21.56%	25.03%	3.25%	1.84%	48.31%
<u>Within LSP, supervisors</u> treat other troopers of differing race/ethnicity the same without bias.	20.76%	24.36%	3.99%	2.06%	48.81%
Troopers in my Section treat other troopers of differing genders the same without bias.	25.69%	24.42%	1.54%	0.66%	47.69%
Supervisors in my Section treat other troopers of differing genders the same without bias.	28.01%	24.36%	2.46%	1.14%	44.02%
<u>Troopers</u> in my Section treat troopers of differing sexual orientations the same without bias.	24.91%	22.53%	1.32%	0.40%	50.84%
<u>Supervisors</u> in my Section treat troopers of differing sexual orientations the same without bias.	26.18%	23.76%	1.01%	0.66%	48.39%
<u>Troopers outside my Section</u> treat other troopers of differing genders the same without bias.	19.40%	22.94%	1.99%	0.75%	54.92%
<u>Troopers outside my Section</u> treat troopers of differing sexual orientations the same without bias.	18.88%	22.46%	1.64%	0.62%	56.41%

GENERAL TRAINING

FINDINGS

Many participants shared a positive view of the training offered. On average, most participants (20–61%) were unsure or believed questions about specific training for new cadets did not apply to their position (Table 12). It is important to note that the individuals who indicated “unsure” regarding LSP training may have been employed by other sectors and have limited knowledge of LSP training.

Participants expressed diverse perspectives on training opportunities in the open-ended questions. While some individuals believed that their department already provided sufficient training, others put forward valuable suggestions. Notable recommendations included the need for more hands-on training to familiarize staff with their specific job responsibilities and real-life scenarios they may encounter. Participants emphasized the importance of simulations to enable new staff to practice responding to high-stress situations, such as active shooter incidents, encounters with potentially violent individuals, and interactions involving individuals with mental health issues.

Furthermore, there was a call for refresher courses to update job-specific duties in light of new policies and laws. Participants highlighted the significance of training programs that address policy, legal, and practice changes. Several respondents also advocated for increased training opportunities because some requests for training were being denied. They expressed the desire for non-commissioned staff to have access to more training and professional development opportunities.

Additionally, participants emphasized the importance of attending conferences to network, share knowledge, and learn best practices from other agencies. Suggestions were also made for designated training tracks to support career advancement, as well as regular physical fitness training to ensure troopers maintain their physical condition.

LSP TRAINING					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
Today, the quality of LSP training available to me is sufficient for me to do my job well.	22.32%	37.54%	5.48%	1.70%	32.96%
Today, the number of days or hours of LSP training available to me is sufficient for me to do my job well.	20.6%	36.87%	6.47%	1.47%	34.59%
Today, the recurrence (repeat/refresher) of LSP training available to me is sufficient for me to do my job well.	19.26%	37.24%	5.88%	1.24%	36.38%

TABLE 12					
LSP TRAINING					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
Today, the availability of LSP training available to me (for scheduling purposes) is sufficient for me to do my job well.	18.55%	36.62%	6.98%	1.43%	36.42%
Today, the number of different types of training available to me is sufficient for me to do my job well.	21.4%	42.99%	8.95%	1.68%	24.99%
I have completed all of the required training to effectively perform my current job.	28.84%	46.26%	3.89%	0.77%	20.25%
Today, new recruits are well trained when they leave the Basic Training Academy.	9.95%	21.58%	7.78%	3.12%	57.57%
Today, LSP trains newly hired troopers well during Field Training.	10.2%	23.15%	4.67%	1.06%	60.92%
Today, LSP provides an adequate amount of in-service training.	16.76%	29.86%	3.82%	0.92%	48.65%
LSP provides me opportunities for quality professional development within LSP.	14.99%	31.61%	8.14%	3.18%	42.07%
The LSP facilitates my access to external opportunities for my professional development, education, and professional training outside of LSP.	13.75%	30.31%	9.22%	2.56%	44.16%
I use or intend to use the external opportunities made available to me for professional development, education, and professional training outside of LSP.	16.71%	32.17%	4.25%	1.26%	45.6%

ADDITIONAL FEEDBACK

Specific requests for training included a variety of topics. A few of the suggestions shared by participants follow.

- Community relations:** Communication, emotional intelligence, language training (Spanish and French), de-escalation training, body language interpretation, interviewing, working with people under the influence, and those dealing with mental health conditions.

- **Job specific:** Survival training, firearms training, grappling/jujitsu training, investigations and crime scene analysis, court testimonials, legal aid, administrative duties, policy and procedures, leadership, and supervisor training

Suggestions for overall training improvements included some of the following.

- Expand training locations beyond Baton Rouge to provide training opportunities in more regions.
- Establish a fair and accessible application process for individuals seeking training.
- Recruit experienced trainers with extensive expertise to enhance the quality of instruction.
- Increase the availability of online training to eliminate the need for travel.
- Provide additional training options to accommodate diverse scheduling needs and address staffing shortages.
- Effectively manage training schedules to minimize disruptions to operational coverage.
- Allocate extra funds to enable staff members to attend external training and conferences.
- Implement incentives to motivate staff to stay updated with training and participate in refresher courses.

BASIC TRAINING ACADEMY

FINDINGS

A majority of participants (52–63%) indicated they were unsure about the efficiency of Basic Training or believed that it didn’t apply to their position. As a reminder, almost half of all respondents identified that they worked for agencies other than LSP.

BASIC TRAINING					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NA
The LSP Basic Training Academy is perceived positively across the Department.	11.75%	24.14%	8.64%	2.96%	52.5%
The training I received in the Basic Training Academy adequately prepared me for my position as a state trooper.	15.90%	21.40%	3.4%	0.83%	58.46%
There are changes that should be made to improve the Basic Training Academy program.	9.27%	18.11%	7.56%	1.56%	63.49%

ADDITIONAL FEEDBACK

In the open-ended feedback section regarding Basic Training, participants shared contrasting opinions regarding the current training setup. Some participants believe it is too easy, while others appreciate the shift away from the harsh military style. Those who expressed a desire for the return of the more militaristic approach believed it would help prepare troopers for the stress and potential aggression of real-life situations and build their resilience. Other suggestions included incorporating additional training on de-escalation and defensive tactics to mitigate excessive use of force. There were also requests for teaching skills related to report writing, impaired driver detection, interviewing, deductive reasoning, problem solving, and communication skills for working with members of the community. There was also a recommendation to place greater emphasis on educating troopers about laws and civil rights to ensure the protection of civilians.

FIELD TRAINING OFFICER PROGRAM

FINDINGS

Over half (59%) of the participants were unsure about the efficiency of the Field Training program or believed that it didn't apply to their position.

TABLE 14					
FIELD TRAINING OFFICER PROGRAM					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NA
My FTO program experience adequately reinforced or supported the training I received in the basic academy.	13.08%	22.91%	3.70%	0.88%	59.44%
My Field Training Officer (FTO) upheld and promoted the mission, vision, and values of LSP.	16.03%	22.83%	1.66%	1.03%	58.46%
There are changes that should be made to improve the FTO program.	16.03%	22.83%	1.66%	1.03%	58.46%

ADDITIONAL FEEDBACK

The open-ended feedback section regarding working with Field Training Officers (FTOs) was mixed, with both positive and negative perspectives shared. Some participants recommended that the agency recruit FTOs who have extensive field experience and a positive mindset toward their work. They believed that being trained by FTOs who have a negative outlook or lack motivation can result in a negative perception among the trainees. Additionally, participants expressed a desire for agency leadership to value and consider the recommendations provided by FTOs in the decision-making

process. They emphasized the importance of not overriding FTOs' judgments regarding cadets who require additional training or are not a good fit for the position.

SUPERVISOR TRAINING

FINDINGS

Most participants (63–72%) were unsure about the efficiency of the Supervisor training or believed it didn't apply to their position. As a reminder, almost half of all respondents identified that they worked for agencies other than LSP.

TABLE 15					
SUPERVISOR IN-SERVICE TRAINING					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NA
I received adequate in-service training upon promotion to my supervisory positions.	5.8%	14.9%	7.33%	2.7%	69.27%
My in-service training included adequate instruction on conducting performance evaluations.	7.09%	17.34%	9.06%	3.3%	63.2%
There are changes that should be made to improve the Supervisor/ In-Service program.	6.76%	13.37%	6.02%	.89%	72.96%

ADDITIONAL FEEDBACK

The feedback from supervisors varied based on their respective departments. Many participants expressed a lack of in-service training opportunities specifically designed for supervisors; on-the-job training was the primary mode of learning shared. There was a clear consensus for the need for leadership training tailored specifically to the role of supervisors. Participants emphasized the necessity of training supervisors in areas such as policy and procedures related to employee actions and fostering a positive team environment. Participants also expressed the need for clearer guidance on supervisor duties and expectations each week, month, and quarterly throughout the year. Some participants believed that evaluations should be implemented to assess the performance of supervisors and ensure they are fulfilling their responsibilities effectively. Lastly, there was a recommendation to establish a dedicated in-service training program exclusively for supervisors, separate from the training provided to new cadets.

MANAGEMENT SYSTEMS

FINDINGS

In regards to accountability, a majority of participants are not sure if discipline is handled fairly and consistently.

TABLE 16					
MANAGEMENT SYSTEMS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
In general, the rules are applied fairly to all LSP personnel.	11.34%	29.32%	15.49%	9.87%	33.97%
The LSP performance evaluation system is fair.	11.40%	37.51%	9.63%	4.00%	37.46%
I am satisfied with my opportunity for advancement with LSP.	11.07%	29.81%	13.20%	8.58%	37.33%
Decisions about promotions are fair and impartial. Consistently?	7.70%	19.54%	20.00%	15.05%	37.70%
Leave is approved or denied in a consistent manner for all LSP personnel.	18.32%	37.56%	3.33%	2.00%	38.79%
The civilian complaint system sufficiently holds LSP accountable to the public.	11.16%	26.22%	3.99%	3.12%	55.50%
The internal investigation of civilian complaints is applied fairly to all LSP personnel.	7.76%	19.47%	7.60%	5.39%	59.78%
The complaint investigations that are conducted by LSP management are rigorous.	9.15%	21.80%	3.75%	2.06%	63.24%
The use of force review system sufficiently holds LSP accountable to the public.	12.40%	25.01%	2.89%	2.12%	57.57%
The internal investigation of use of force incidents is applied fairly to all LSP personnel.	9.97%	18.80%	5.48%	4.55%	61.21%
The use of force investigations that are conducted by LSP management are rigorous.	10.34%	21.60%	1.96%	1.71%	64.39%
As a trooper, I understand what types of behavior will result in disciplinary action.	16.49%	23.88%	2.17%	1.29%	56.18%
If disciplined, the department would discipline me in a way that is fair.	10.00%	25.03%	9.59%	5.60%	49.79%
I am afraid I will be punished for making an honest mistake.	12.00%	19.29%	23.84%	6.98%	37.90%

EARLY WARNING SYSTEM/EARLY INTERVENTION SYSTEM (EIS)

FINDINGS

Of all the participants, 22% responded that they hold supervisory positions. However, when questioned about the validity of the EIS, a significant majority (80% and above) of the participants responded with uncertainty across all supervisory-related questions regarding the EIS. In the case of participants who do not supervise others, a substantial majority (60% and above) also expressed uncertainty about their understanding of the EIS process. Furthermore, over 90% of the participants indicated uncertainty regarding the necessity and appropriateness of corrective actions within the EIS.

TABLE 17			
SUPERVISORY DUTIES			
	YES	NO	NO RESPONSE
I supervise and have supervisory duties over other personnel.	22.04%	39.94%	38.02%

TABLE 18					
IF SUPERVISOR:					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
As a supervisor, I believe my fellow supervisors understand how LSP EIS process works.	10.68%	11.97%	3.43%	3.95%	79.97%
As a supervisor, I always enter incidents or events accurately and/or thoroughly into the EIS.	6.93%	7.87%	0.63%	0.21%	84.37%
As a supervisor, I always enter incidents into the EIS in a timely manner.	6.63%	7.83%	0.47%	0.16%	84.91%
As a supervisor, I am equipped to determine whether to initiate an EIS report when an employee exceeds the established threshold.	6.37%	9.56%	1.04%	0.31%	82.71%
As a supervisor, I am equipped to write the required EIS report when an employee meets or exceeds the established threshold, including but not limited to providing a brief summary of incidents and their respective dispositions, if any.	6.06%	9.67%	0.89%	0.37%	83.02%
As a supervisor, my manager consistently reviews my EIS reports.	4.97%	7.59%	0.68%	0.42%	86.34%

TABLE 18					
IF SUPERVISOR:					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
As a supervisor, I believe LSP EIS risk indicators are appropriate.	3.19%	9.73%	2.93%	0.89%	83.26%
As a supervisor, I believe LSP established EIS thresholds are appropriate.	3.15%	9.92%	2.99%	0.89%	83.05%
As a supervisor, I think the EIS process effectively corrects potential issues.	2.36%	8.81%	3.35%	0.94%	84.54%
As a supervisor, meetings with my manager to discuss employees who meet or exceed the established EIS threshold tend to conclude that no corrective action is warranted.	2.93%	6.69%	2.30%	0.26%	87.81%
As a supervisor, I have met with my manager to discuss corrective action taken with an employee.	5.02%	11.86%	1.20%	0.31%	81.61%
As a supervisor, I believe LSP's EIS is effective at identifying and assisting employees with performance issues and/or stress related problems.	2.47%	9.13%	2.99%	1.05%	84.36%

A majority of respondents were unsure about supervisory roles. This is likely due to only 22% of respondents identifying as supervisors.

TABLE 19					
IF A NON-SUPERVISING/SUPERVISION TROOPER/PERSONNEL:					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
LSP's EIS policy was disseminated to me.	8.57%	21.42%	3.55%	1.57%	64.89%
I received training on LSP's EIS.	5.03%	15.92%	11.58%	3.02%	64.27%
I understand the purpose of LSP's EIS.	8.88%	23.82%	4.39%	1.99%	60.92%
I believe my fellow troopers understand the purpose of the EIS.	5.09%	18.90%	7.45%	1.31%	67.24%
I understand how LSP's EIS process works.	6.76%	22.52%	6.50%	2.30%	61.92%
I believe my fellow troopers understand how LSP's EIS process works.	4.46%	18.43%	7.98%	1.63%	67.49%
I have received corrective action based on meeting or exceeding an EIS threshold.	1.78%	5.88%	7.08%	5.25%	80.01%
I believe the EIS corrective action I have received was always warranted.	1.68%	4.42%	2.26%	0.95%	90.69%
I believe the EIS corrective action I have received was always appropriate.	1.79%	4.62%	1.79%	1.05%	90.75%

TABLE 19					
IF A NON-SUPERVISING/SUPERVISION TROOPER/PERSONNEL:					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
My direct supervisor monitored the progress of my action plan(s) to completion for any EIS corrective action I have received.	2.05%	6.62%	0.95%	0.84%	89.54%
I believe LSP's EIS is effective at assisting employees with performance issues and/or stress related problems.	3.64%	15.38%	5.32%	2.21%	73.45%
As a trooper, my fellow troopers believe LSP's EIS is effective at assisting employees with performance and/or stress related problems.	2.47%	11.37%	5.90%	2.90%	77.36%
I believe the LSP culture overall supports a high quality EIS Program for our personnel.	4.33%	17.37%	5.12%	2.43%	70.75%
I believe improvements should be made to LSP's EIS.	5.02%	10.36%	5.82%	1.22%	77.58%

A majority of respondents were unsure about the EIS and its efficiency.

ADDITIONAL FEEDBACK

When participants were asked about their suggested improvements to the EIS, they expressed the need for a reevaluation of the criteria and thresholds that activate the system. One specific concern raised by many participants was the inclusion of pursuits as a factor in the EIS, which they believed could lead to an increased number of EIS investigations for proactive troopers. This feedback highlights a general perception among participants that the EIS is outdated and a punishment to being proactive. By updating the criteria to align with current standards and industry knowledge, the system can effectively identify troopers who may benefit from early intervention measures.

The perception of the EIS among troopers is predominantly negative, as it is seen more as a means to discipline and terminate individuals rather than a tool designed to assist in modifying undesirable behaviors. Unfortunately, the EIS has acquired a reputation among troopers as nothing more than burdensome paperwork rather than a valuable resource for improving LSP's interaction with the community.

Troopers have expressed a strong desire for increased discussions and training focused on the EIS. Many of them have mentioned feeling uncertain about what specific actions or behaviors will trigger an EIS and what the consequences entail once the system is activated. To address this issue, it is crucial to implement regular refresher briefings that benefit both the troopers and their supervisors within LSP.

These refresher briefings will serve as a valuable opportunity for troopers and their supervisors to engage in open discussions, seek clarification, and address any concerns regarding the EIS. By fostering

a culture of knowledge and understanding, LSP can promote transparency, improve compliance, and enhance overall confidence in the EIS.

AREAS FOR IMPROVEMENT/JOB SATISFACTION

FINDINGS

During the review of troopers' responses to an open-ended question asking for suggestions on changes, evaluators identified four significant themes that emerged consistently.

1. More personnel
2. Better pay
3. Better communication
4. Diversity in hiring and leadership

Identifying these major themes provides valuable insights into the concerns and priorities of the troopers. Addressing these themes can help shape initiatives and policies that promote troopers' professional growth, well-being, and overall job satisfaction.

ADDITIONAL FEEDBACK

Troopers have expressed a strong desire for an improved balance between their workload and personal life. In response to this need, troopers have specifically requested LSP to hire more troopers and support personnel. Filling the existing staff vacancies is a crucial initial step toward achieving this goal.

Furthermore, to enhance personnel retention, troopers have highlighted the importance of offering better pay to both troopers and support staff. Recognizing and adequately compensating their dedication and hard work would contribute significantly to their job satisfaction and overall well-being.

In addition to addressing workload and compensation concerns, troopers have emphasized the need for better communication across all levels of the organization. One trooper even suggested that the captain attend in-service trainings to foster improved communication and understanding between troopers and leadership.

By actively implementing these recommendations, LSP can effectively enhance troopers' work-life balance, improve personnel retention rates, and cultivate a more transparent and collaborative organizational culture. Troopers have expressed a strong desire to see greater diversity in leadership positions and in the hiring process within the organization. They believe that increasing the representation of minorities on the force would significantly contribute to a more inclusive and equitable work environment.

To address this need, it is crucial for LSP to actively prioritize diversity and inclusion initiatives. This can be achieved by implementing strategies such as diversity recruitment efforts, inclusive hiring practices, leadership development programs, and creating a culture of inclusion.

By proactively working toward increasing diversity in leadership positions and in the hiring process, LSP can foster an inclusive and representative workforce. Embracing diversity brings unique perspectives, enhances problem-solving capabilities, and strengthens community relationships, ultimately leading to a more effective and trusted police force.

COMMUNITY AND PATROL INTERACTION

FINDINGS

The majority of participants are unsure of how the community perceives troopers and LSP. As a reminder, almost half of all respondents reported working for agencies other than LSP.

TABLE 20					
COMMUNITY AND PATROL INTERACTION					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/ NOT APPLICABLE
Members of the public respect trooper in my Section.	16.37%	32.69%	3.78%	1.26%	45.91%
Community residents respect troopers outside my Section.	13.3%	31.4%	4.43%	1.48%	49.39%
Generally, LSP receives more support from the community than two years ago.	6.04%	15.15%	18.11%	6.99%	53.71%
I believe that my personal interactions with community members can influence the way the community perceives LSP.	29.22%	28.64%	1.65%	.32%	40.17%
Youth programs improve relations between LSP and the community where I work.	13.75%	23.6%	3.09%	2.13%	57.43%
Youth programs help reduce crime in the community where I work.	11.77%	19.98%	7.62%	3.04%	57.59%
Today, LSP is a better organization than it was two years ago.	8.53%	17.97%	12.91%	8.85%	51.73%
Residents in my area trust LSP.	15.98%	34.48%	4.72%	1.45%	43.38%
LSP brings offenders to justice while respecting their rights and complying with the law.	25.79%	27.03%	1.99%	.38%	44.81%
If I lived in my Section's area, I would be satisfied with the LSP services that are provided there.	23.4%	29.59%	3.28%	1.08%	42.66%

Many respondents are unsure how the community feels, responds, or interacts with LSP.

Figure 1
Law Enforcement Strategies in My Section Impact Relations With the Community

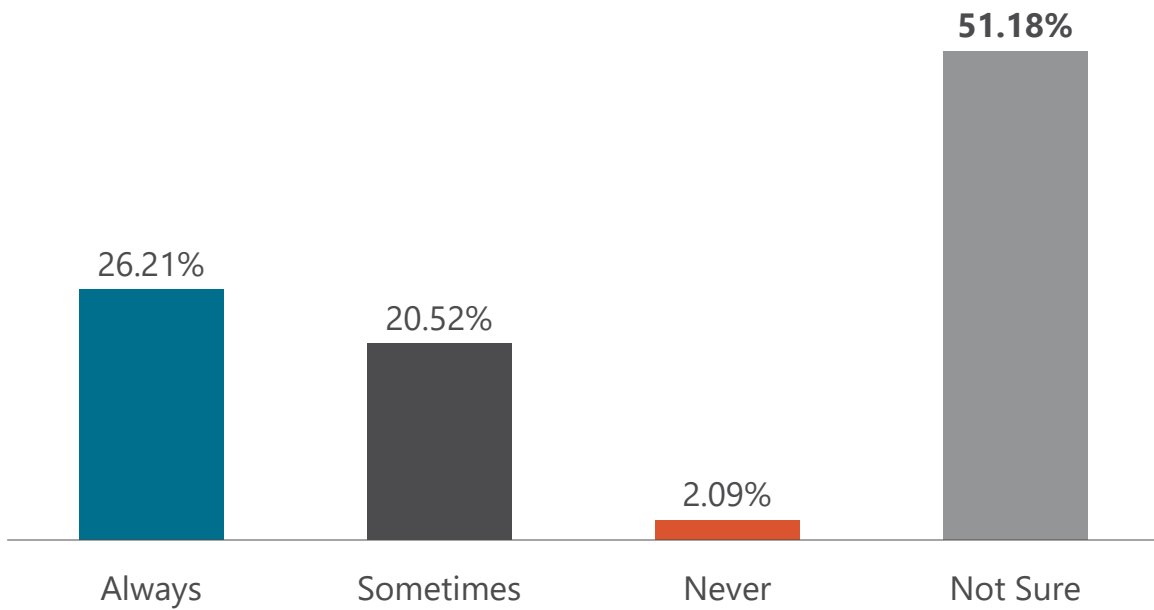


Figure 2
Compared to Two Years Ago, the Relations Between LSP and the Community Where I Work Are:

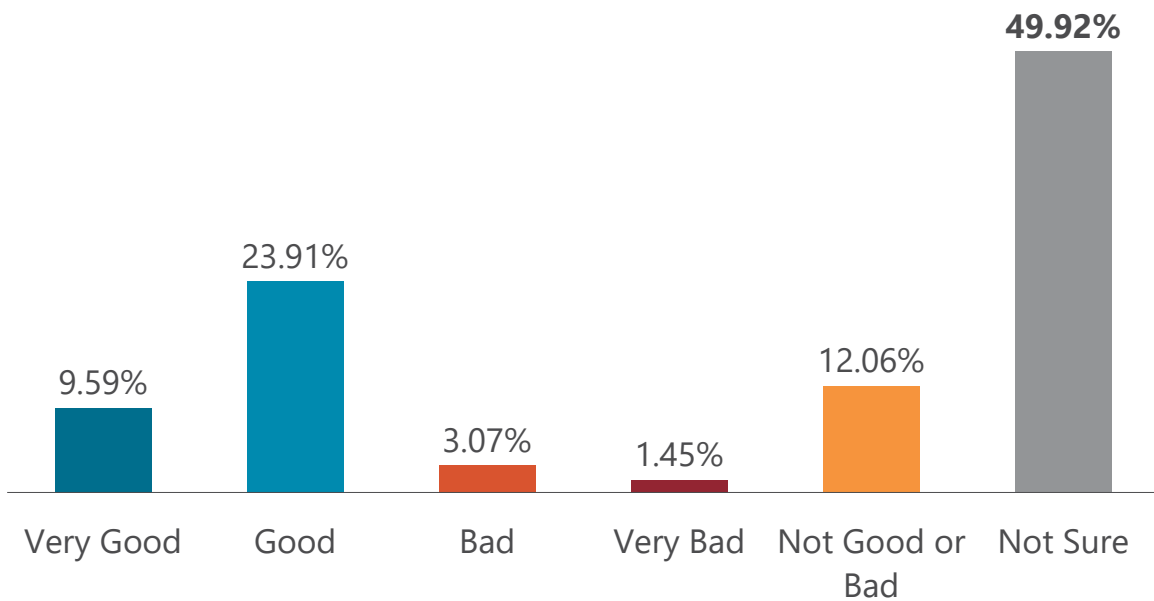


Figure 3

The Troopers in My Troop Area Treat Individuals in the Community Without Bias Regardless of Racial, Ethnic, Gender, Sexual, or Other Affiliation

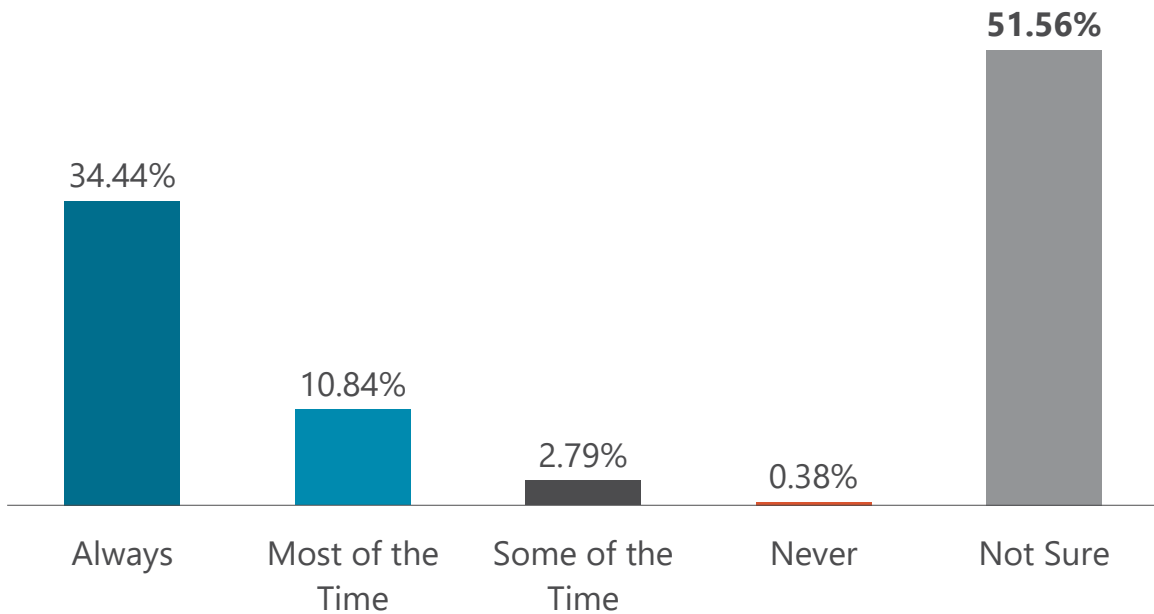


TABLE 21

DO LSP TROOPERS TREAT ANY OF THE FOLLOWING GROUPS UNFAIRLY? MARK ALL THAT APPLY

GROUPS	PERCENTAGE
Not Sure	94.51%
Blacks/African-Americans	4.67%
Latinos/Latinas/Hispanics	2.21%
Asian	0.63%
Women	1.64%
Bi-Sexual	1.39%
Lesbians	1.26%
Transgenders	1.58%
Gay Men	1.64%

FINDINGS

A majority of respondents were unsure about community and LSP interactions, or they believed it didn't apply to their position. Respondents who offered opinions generally felt that community relations and interactions were positive.

EXPECTATIONS OF THE TROOPER ROLE

FINDINGS

The majority of participants (44–54%) scored their responses as not sure or not applicable. This may be due to the variety of departments and positions represented in the survey sample.

TABLE 22					
TROOPER DUTIES					
	VERY IMPORTANT	IMPORTANT	NOT THAT IMPORTANT	NOT IMPORTANT	NOT SURE/NOT APPLICABLE
General traffic duties	28.67%	21%	1.67%	.76%	47.89%
Controlling traffic	26%	23.4%	2.98%	.98%	46.64%
Issuing traffic tickets	16.67%	28.14%	6.71%	1.84%	46.65%
Completing criminal offense reports	28.85%	23.7%	.92%	.76%	45.77%
Conducting foot patrol	7.63%	14.55%	14.66%	11.47%	51.7%
Patrolling the streets	28.29%	22.71%	1.35%	1.08%	46.57%
Maintaining crowd control	19.67%	22.38%	6.88%	3.04%	48.02%
Handling drunk driving offenders	39.42%	13.64%	.38%	.65%	45.91%
Stopping and searching suspects	20.37%	25.79%	5.04%	1.19%	47.62%
Crime prevention	37.5%	16.34%	.6%	.7%	44.86%
Testifying/presence in court	30.95%	21.68%	2.06%	.81%	44.5%
Obtaining statements from witnesses	30.69%	21.29%	.87%	.49%	44.52%
Making arrests	31.85%	21.29%	1.52%	.49%	44.85%
Conducting drug raids	20.05%	23.37%	5.6%	2.45%	48.53%
Dealing with domestic disputes	15.05%	17.76%	9.04%	4.82%	53.33%
Handling neighborhood disputes	11.1%	15.89%	11.75%	7.02%	54.24%
Working with the community to make neighborhoods safer	24.88%	22.93%	3.36%	1.63%	47.21%
Responding to calls for service	31.29%	21.12%	.97%	.87%	45.75%
Talking to community members to help identify problems	24.4%	24.62%	3.2%	1.68%	46.1%
Dealing with street crime	24.48%	21.55%	4.34%	1.79%	47.45%

Those who responded with their perspectives indicated that the main duties of interest (above 28%, very important) included:

- General traffic duties;
- Completing criminal offense reports;
- Handling drunk drivers;
- Crime prevention;
- Testifying in court;
- Obtaining witness statements;
- Making arrests, and
- Responding to calls for service.

TABLE 23					
PERCEPTIONS OF TROOPERS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE/NOT APPLICABLE
Troopers rarely get rewarded for doing a good job.	14.53%	22.17%	14.25%	1.73%	47.32%
Landing a good LSP assignment is based on who you know.	15.25%	19.26%	11.77%	2.28%	51.44%
If you make a mistake, LSP will give you a second chance.	5.15%	26.29%	7.32%	3.79%	57.45%
Hard work can result in opportunities to get ahead within LSP.	10.07%	25.9%	10.72%	6.2%	47.12%
LSP troopers could do a better job if politicians did not interfere.	16.85%	19.89%	5.98%	1.41%	55.87%
In general, the news media treat LSP troopers fairly.	3.36%	14.51%	21.39%	13.81%	46.94%
The media is interested in stories about LSP only when a trooper gets in trouble.	29.89%	20.03%	6.55%	1.19%	42.34%

Of those who responded outside of not sure/not applicable, respondents mainly felt as if:

- Troopers rarely get rewarded for doing a good job;
- Landing good assignments is based on who you know;
- LSP will offer second chances when mistakes are made;
- Hard work can result in advancement opportunities; and
- The media is only interested in stories about LSP troopers getting in trouble.

RESPONDENTS' SUGGESTION FOR OVERALL IMPROVEMENT

IF I WERE SUPERINTENDENT FOR A DAY

In this section of the survey, participants shared a variety of suggestions for how they would improve department and community relations if they were the superintendent. Due to the large number of responses, we summarized the main ideas shared.

- Enhance morale by implementing pay increases, fostering cross-team collaboration, and ensuring the fulfillment of commitments made to staff.
- Eliminate ticketing quotas and accept warning citations as sufficient for non-major offenses, shifting the focus toward public safety and crash prevention rather than revenue generation.
- Revamp the promotion process to be merit-based, considering qualifications and work history as key factors.
- Strengthen leadership capabilities and improve relations with the community.
- Restore the training academy to a militaristic style to adequately prepare cadets for the challenges and stress associated with the job.
- Mandate a minimum of two years of patrol duty for all new troopers before eligibility for promotion, promoting experience-building and addressing staffing concerns.
- Revise the tattoo policy to align with current standards and expectations.
- Foster and create more community engagement efforts and rebuild trust within the community.
- Expand the use of programs focusing on public health, education, mental health, and other non-traditional criminal justice initiatives to alleviate some of the burdens on LSP.
- Increase transparency by providing the public with insights into the behind-the-scenes work of policing.
- Base policy and procedural changes on the best interests of staff and the community, rather than media or political pressures.
- Restructure trooper staffing to prioritize public priorities and safety, while hiring more civilians for administrative tasks.

RECOMMENDATIONS

To gain a more comprehensive understanding of the work environment across different departments, data would need to be collected in a way that allows for disaggregation of the data. This approach would enable a more robust comparison and provide insights into potential variations in work environment experiences among different organizations. By broadening the participant pool and encompassing multiple departments, researchers can better identify commonalities and unique aspects

within the work environment, leading to a more accurate understanding of the overall landscape and facilitating targeted interventions for improvement.

Refresher courses were highlighted as essential for keeping job-specific duties aligned with evolving policies and laws. Participants stressed the significance of training programs that address policy, legal, and practice changes. The study revealed a desire for increased training opportunities, especially for non-commissioned staff, with an emphasis on professional development and equal access to training for all personnel. Participants recognized the value of attending conferences to network, share knowledge, and learn best practices from other agencies. Finally, suggestions were made for designated training tracks to support career advancement and provide additional guidance upon promotion to new positions.

To enhance the effectiveness of future survey efforts, we recommend a series of actions. Firstly, create the survey and outcome data so it is easy to correlate the results. For instance, incorporating demographic and other filters will help with correlating the responses, shedding light on specific patterns or trends across different demographic groups. For example, the data could be filtered to see how women respond as opposed to other genders or how commissioned officers feel about opportunities for advancement compared to non-commissioned officers. By analyzing relationships between the various data points, valuable insights can be gleaned that inform better and more equitable decision making and strategies.

Secondly, we suggest streamlining the survey by eliminating redundant questions, ensuring a more concise and focused data-collection process. Thirdly, we suggest clarifying the intent behind each question to enhance respondents' understanding, which would improve the quality of the responses. Additionally, it's crucial to acknowledge potential disparities in how staff from various departments interpret certain titles and phrases. Addressing disparities can help facilitate more accurate data interpretation. Lastly, for a more tailored approach, consider creating specialized surveys that cater to the needs and perspectives of different departments and management levels within the organization, further enhancing the relevance and applicability of the survey data. Specialized surveys will also help to identify strengths and gaps within the different departments. To harness deeper insights and drive informed decisions, consider implementing the suggested updates for a more comprehensive data analysis.

APPENDIX: SUPPLEMENTAL TABLES NOT INCLUDED IN ABOVE DISCUSSION

TABLE A1					
ORGANIZATIONAL LEADERSHIP					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
Decisions about selection for assignments, are transparent, fair, and based on abilities.	20.81%	33.35%	12.62%	10.05%	23.16%
The LSP Strategic Plan is useful to my work.	12.67%	26%	5.05%	2.75%	53.54%
Prior to implementation, leadership considers my concerns before making important decisions that will impact my work and personal life.	17.60%	33.52%	15.48%	9.84%	23.56%
Senior executive LSP leaders are often in the field listening and interacting with department personnel.	10.35%	20.48%	11.86%	10.48%	46.82%
Guidance from leadership, and application of policy and practice are consistent in operations across the LSP.	11.02%	27.02%	13.07%	7.07%	41.82%

TABLE A2					
INTERPERSONAL CONNECTIONS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
I feel that my Section is adequately staffed with troopers to accomplish our mission.	8.61%	17.05%	14.43%	16.70%	43.21%
I feel that my Section is adequately staffed with supervisors to accomplish our mission.	20.37%	43.01%	10.96%	5.99%	19.66%
I feel that my Section is adequately staffed with LSP personnel to accomplish our mission.	9.45%	20.11%	19.71%	14.60%	36.13%
I feel that my coworkers are supportive.	36.90%	47.05%	3.46%	1.02%	11.57%
I feel that my coworkers are dependable.	34.12%	49.27%	4.31%	0.93%	11.37%
I believe LSP leadership is open to and/or provides avenues for hearing feedback from personnel.	12.83%	29.49%	12.61%	8.37%	36.70%
My direct supervisor is open to me communicating work-related issues or concerns.	44.87%	37.24%	3.64%	2.35%	11.90%
I believe the leadership within LSP takes my feedback seriously.	14.04%	26.34%	12.48%	7.91%	39.23%

TABLE A2					
INTERPERSONAL CONNECTIONS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
If looking for a job, I would refer a close relative or friend to join or work at LSP.	18.77%	31.63%	10.50%	7.70%	31.41%
I am proud to work for LSP.	32.84%	30.26%	2.71%	1.56%	32.62%
I have a strong sense of pride in the work I do during my shift/ work day.	49.65%	35.45%	1.91%	0.93%	12.07%
I feel I am fairly compensated for the work I do.	16.24%	35.89%	22.01%	12.95%	12.91%

TABLE A3					
UNDERSTANDING SUPERVISOR EXPECTATIONS					
	STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	NOT SURE
I have understanding of the LSP policies expected of me at work.	30.17%	39.39%	1.22%	0.27%	28.95%
I have understanding of the LSP procedures/processes expected of me at work.	29.40%	39.62%	1.63%	0.32%	29.04%
I have understanding of the daily instructions about enforcement priorities expected of me at work.	31.26%	40.01%	1.53%	0.45%	26.75%
I have understanding of the criteria for LSP evaluation of my performance at work.	26.95%	38.40%	2.61%	0.54%	31.50%
I consistently work with the same supervisor.	39.06%	42.71%	4.64%	0.81%	12.78%
My direct supervisor keeps my efforts focused on LSP's mission.	31.08%	33.60%	2.44%	1.35%	31.53%
My direct supervisor provides me sufficient feedback on the quality of my work.	39.15%	39.47%	5.64%	2.03%	13.71%
My direct Supervisor is open to new ideas and ways of working.	37.75%	37.88%	5.99%	3.06%	15.32%
My direct Supervisor is trying to improve LSP relations with the community.	25.54%	27.72%	2.81%	1.90%	42.03%
The current Colonel is leading us in the right direction.	21.33%	27.65%	7.23%	7.14%	36.65%

TABLE A4

I JOINED THE LSP BECAUSE:

REASON	PERCENTAGE
I want to fight crime.	11.36%
I want to help people.	20.48%
It is a good paying job.	8.22%
It is a tradition in my family.	3.99%
It is exciting.	9.69%
It provides valuable career opportunities.	13.83%
It provides job security.	14.60%
I want to help my community become a safer place.	17.83%



LOUISIANA STATE POLICE ASSESSMENT REPORT

tbowmangroup.com