Louisville-Jefferson County Metro Government

Reimagining a Community-Driven Vision for the Future of the Louisville Metro Police Department

June 16, 2020

Response to RFP #200171

HILLARD HEINTZE

A JENSEN HUGHES COMPANY

LOUISVILLE-JEFFERSON COUNTY METRO GOVERNMENT
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Technical Proposal

Our methodology and work plan have been refined over the years during our engagements with municipalities of all sizes. **As our client, you will have visibility at every step of the workplan, as transparency in process drives the best outcomes.** As such, the following information is designed to serve as an overview for how we would conduct an assessment of the LMPD's current operations so we may provide to the Mayor's Office a written assessment report containing observations, findings and recommendations for policy, procedure and structural changes to LMPD to ensure that LMPD is utilizing best practices and sound policies and procedures in all phases of its work. We want to assist the City of Louisville in reframing the police community relationship, in partnership with the Mayor, LMPD leadership and the community, by developing recommendations framed in a way to help drive new policing strategies for LMPD to go beyond current best practices, which have not always produced the outcomes communities and police agencies are seeking. We will assist LMPD and the Louisville community in developing a proactive partnership to determine how LMPD will deliver policing services under a future strategy that prioritizes community insight and voice into policing tactics. As noted in the RFP, our work will focus primarily on the following areas to:

- Identify patterns and practices related to police interactions with the public in all scenarios. This should include but not be limited to investigative stops, motor vehicle stops, searches, arrests, use of de-escalation tactics, use of force incidents, and warrant execution.

- Examine policies; operational practices; organizational structure and management; documentation; accountability systems; corrective and reporting procedures; workload indicators, trends, and performance measures; and technology applications.

- Identify policies that contribute to or increase the likelihood of racial profiling, racial bias, and implicit bias.

- Conduct and coordinate listening sessions ensuring substantial interaction with community members, interest groups, prosecutors and defense attorneys, and police personnel. Further, we will seek to include these voices in our assessment and future strategy recommendations.

- Review community policing topics and engagement, internal affairs complaints/officer discipline and the process therein, recruiting, hiring, promotions, critical incident interactions within the mental health community, and interactions with youth.

- Evaluate current LMPD training policies. This should include but not be limited to the type of training given, the implementation of training, and an assessment on its effectiveness.

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- Assess force science principles in the evaluation of current policies and practices and in developing recommendations.

- Analyze current legal limitations and/or restrictions on all aspects of the aforementioned topics.

To illustrate how we will accomplish these tasks, we begin by providing a brief overview of the general timelines for the various phases of our assessment work, followed by information that provides specific descriptions of the actual work we would do. We note that while we are listing Site Visits as a major components of our assessment work, we would work closely with the City to determine what activities may be conducted remotely via teleconference-based meetings or interviews and which need to be done in person, which would help the City maintain the level of safety it desires during the COVID-19 Pandemic period as well as reduce potential travel and lodging costs incurred during on-site visits.

Estimated Site-Specific Assessment and Monitoring Schedule (Approximately 15-16 Weeks)	
Planning Phase – Initial Site Readiness Visit	Weeks 1-2
Initial Goals and Objectives Development	Weeks 2-3
Data Collection and Reviews	Weeks 4-9
- Site Visit #1 and/or Virtual Meetings or Interviews, Community Engagement	(Week 4)
- Site Visit #2 and/or Virtual Meetings or Interviews, Community and Department Engagement	(Week 6)
- Site Visit #3 and/or Virtual Meetings or Interviews, Community and Department Engagement	(Week 8)
Initial Findings and Recommendations Draft Report Development	Weeks 10-12
Submission of Draft Initial Report to Mayor's Office	As agreed
Collaborative Conference	2 weeks after Mayor's Office Review
Submission of Final Initial Report to Mayor's Office	2 weeks later
Initial Report Rollout and Media Activity	As agreed
Formal Presentation to City Council	As agreed

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PLANNING PHASE

Weeks 1-2: Initial Site Readiness Visit

The Mayor's Office and the Hillard Heintze site-specific project leads will conduct an initial site visit[1] to Louisville. On the ground, our team will meet with institutional stakeholders including the LMPD Chief, City Manager, City Attorney's Office, and other appropriate governmental officials in coordination with the Mayor's Office to determine site readiness for engagement and to develop site specific goals and objectives that are aligned with the overall goals and objectives for all collaborative reform sites. Leading into the site visit will be planning and discussion on overall project goals that will inform the agenda and initial actions of the team.

We will initially work with the City and its institutional partners to develop a roster of stakeholders. Additionally, based upon experiences in other jurisdictions, we will conduct a review of the existing community services and advocacy infrastructure to identify potential stakeholders and sources of input. We will focus on a snowball methodology in identifying key community stakeholders as well as internal government stakeholders. We will then further identify and engage with stakeholders that have been identified as a result of these initial engagements. Our traditional focus includes schools, religious institutions, community-based social services, community-based advocacy groups, neighborhood programs and alliance groups, as well as affinity and advocacy groups linked to specific issues. Additionally, we will reach out to established institutional advocacy groups, such as the NAACP and ACLU.

DATA COLLECTION AND REVIEWS

Weeks 3-12: Site Visits and/or Virtual Interviews, Meetings

The main assessment work will occur over three (3) Site Visits and/or Virtual Teleconference Meetings. An on-site project manager will be assigned to serve as the primary point of contact to coordinate all on-the-ground operations issues and data collection efforts with the appropriate staff from Louisville throughout the engagement, to include coordinating the scheduling of interviews, group meetings and community listening sessions. The project manager will be joined on each site visit by three additional subject matter experts, each assigned to perform specific assessment tasks.

During these visits, which will last between three to four days each, our project manager and three subject matter experts will undertake a comprehensive cross-functional analysis to compare LMPD's activities with national best practices. As a team of seasoned and objective experts, we have developed a systematic approach to our detailed assessments of policing and public safety operations, one that we can be applied at the departmental, divisional, functional or special initiative level. Our assessment methodology is based explicitly on our experiences as police chiefs, law enforcement executives, community-based social justice advocates, and experts in a variety of law enforcement-related fields, with a focus on implementing and raising the bar on best practices in community policing, bias-free and constitutional policing issues and crime reduction.

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[1]   We have a scalable workplan recognizing that some of the engagements may fall under social distancing guidelines and restrictions. Regardless of the travel and physical engagement limitations, we will be able to deliver upon the below workplan.

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However, our ultimate goal is not simply to recommend policies, procedures and practices that have proven helpful to many departments in the past. Rather, our goal is to go beyond those commonly-identified best practices and to help LMPD and the Louisville community rethink how LMPD provides its services. Simply doing things as they have been done in the past, even if within an improved framework, has not produced the outcomes the Department and the community it serves desire. Our goal is for LMPD to identify a strategy that will allow it to measure the outcomes of its policies and practices rather than just codify them, working hand-in-hand with community stakeholders to identify and implement new approaches.

Our work will center on a policing strategy focused on greatly enhancing community engagement and sustaining organizational change at all levels of the agency; improving training as it relates to use of force, biased-free policing and procedural justice; improving policies as they relate to the use of force, proper warrant execution, and bias-free policing; improving the quality and transparency of use of force and complaint investigations (criminal and administrative); and increasing proactive community partnerships that build community relationships and trust with LMPD and its interactions with residents. In addition, the Hillard Heintze team will examine crime statistics – including violent and property crime, traffic stops and arrest data – as they relate to the demographics of the population and determine if any disparate outcomes or bias are identified.

We will accomplish this work by completing the following specific tasks during our Site Assessment work:

Site Visits' Detailed Work Focus

Information Gathering

1   Develop an understanding of LMPD's current mission, vision and values as well as its history, organization and cultural environment.

2   Design and disseminate an internal survey of LMPD employees and community, and report top-line results to the Police Chief.

3   Request, receive and review policing and public safety-related documentation relevant to use of force, deadly force, complaints, investigations, stop and arrest data, training, community-oriented policing and community engagement as outlined under objectives.

4   Observe and assess LMPD's training efforts that address members' use of force and how it is documented and reviewed, the reception and handling of individuals' complaints, community-oriented policing and community engagement, as outlined under objectives.

5   Analyze the current social, political, cultural, and economic realities facing Louisville and LMPD.

Community Engagement

1   Conduct interviews of key personnel and stakeholders, such as the Mayor and other elected officials; LMPD Police Chief; representative members of all ranks within LMPD; officials of LMPD's Collective Bargaining Units; community leaders from faith-based organizations, school districts, nonprofit organizations and social service organizations; officials from the office of the State's Attorney; and leaders from other local, state and federal law enforcement agencies in the Louisville community.

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2   Host Facilitated Group Discussions where our team brings together a diverse mix of Louisville's communities to briefly present information on our work efforts and goals to the entire group, then break into smaller groups for facilitated discussion and feedback regarding the policing issues that are of concern to the community.

3   Working with the Louisville Mayor and other City stakeholders, work to identity community members willing to participate actively in partnership efforts to create a new LMPD vision and mission with accompanying goals and guiding principles, as well as policies, procedures and tactics to address the community's concerns.

Data Collection - Document Review

The assessment team will collect documents available through LMPD – including policies, manuals, training lesson plans and planning documents – to understand the current formal, written codes governing LMPD's operations with respect to the objectives of this initiative. Each document will be assessed for its comprehensiveness, clarity and consistency with national standards, best and emerging practices, and current research on the topic. Although policies and documentation across law enforcement agencies vary widely, this plan provides a notional list of documents of interest for each objective.

Prior to arriving for our initial site visit in Louisville, we will work with agency liaisons to request, receive and begin a review of written documents to prepare for the initial site assessment visit. The data we glean from these documents will guide our on-site conversations with key stakeholders, as well as our overall approach to our assessment. Data will include calls for service, policies, collective bargaining agreement and other documentation that identifies the work, the culture and the practices of LMPD.

Understanding Racial Disproportionality in Individual Contacts

LMPD is among several communities that have been identified as a place where arrest data show racial disparities. That is, data suggest that blacks are overrepresented among those arrested by LMPD. In preparation of this assessment, we will examine LMPD's arrests and citations, as well as examining data such as the following.

- Racial profiling data collection

- Street stops

- Traffic stops with no citation

- Searches

- Enforcement action as it relates to discretionary authority

- Internal benchmarking as a means for monitoring employee conduct

- Other incidents in which officers made choices about outcomes

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We will seek to answer the following questions.

- What is the nature of offenses, and do they differ by race?

- What are the outcomes (citation, bond, physical custody), and do they differ by race?

- Where do these citations and arrests occur, and are they consistent with the demographics of the locations?

- How does LMPD deployment affect arrest data?

- Is there evidence of racial disproportionality on certain shifts or units?

- What could LMPD do to enhance data collection in the future to facilitate better understanding of these issues?

Interviews

The team will conduct interviews with LMPD and community members throughout the process. Interviews will be semi-structured, allowing for digressions from scripts as determined to be appropriate by the interviewer. All interviews will be recorded for verbatim and thematic notes. Interview participants will not be identified in any reports unless explicit permission is obtained from the interview participant.

Interviews with LMPD personnel will span the hierarchical and vertical space of the organization, accounting for patrol officers, supervisors, command staff and the Police Chief, in addition to specialized units, sworn and civilian personnel and LMPD labor organization leaders. The team will work with LMPD to ensure that interview participants are generally representative of LMPD. The topics of interviews with LMPD personnel will vary. For example, interviews with training staff will focus on LMPD training, whereas interviews with detectives will focus on investigative practices. Patrol officers and supervisors, on the other hand, will be interviewed on a variety of topics related to the assessment.

The team will conduct outreach to the Louisville community to identify key community stakeholders to interview. We will rely on a snowballing technique, in which we engage key community stakeholders for initial interviews and, in the process, identify other participants through that engagement. In general, interviews with community members will seek to understand their perceptions of LMPD and its operations and to determine whether LMPD is meeting community expectations. Interviews will not solicit personal information from any individual.

Interviews add a qualitative, contextual understanding of the environment in which LMPD policies, training and procedures operate. This context alone informs the development of findings and recommendations for LMPD, as it improves the assessment team's understanding of how LMPD written code is translated into action. Additionally, within each interview, participants are asked to share their thoughts and experiences on LMPD's strengths and weaknesses.

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Direct Observation

When applicable, the assessment team will directly observe LMPD operations in real time, including ride-alongs, observations of training, community meetings between LMPD personnel and community members, and critical incident reviews. Such observations add context to the assessment, giving team members a first-hand experience of the operating environment for LMPD officers. Team members will record their observations, which will serve as additional data points to inform the development of findings and recommendations. Of specific focus will be interactions with and observations of the work of the various LMPD patrol, investigative and specialized operations units.

Additional Direct Observations, Interviews and Reviews

- Identify whether a formal written strategy exists that outlines LMPD's community policing strategies and its mechanism to effectively identify and resolve problems.

- Determine whether each LMPD unit reports on a regular basis what its specific community policing and problem-solving strategies are and how its efforts are measured and reported (i.e., what are the community policing strategies for the Sexual Assault Unit, the Robbery Unit, the Traffic Enforcement Unit, Gang Unit, Patrol Teams, etc.; what are the issues or obstacles to a successful resolution of goals, how are they being resolved, and how are they measured and reported?).

- If training is presented during our site visits, observe actual LMPD training delivery in the classroom or other training delivery forums as they address (1) use of force issues, (2) design and implementation of community policing efforts, and (3) procedural justice practices, including bias-free policing.

- Assess the methodologies LMPD uses to assess the outcome of its training programs that helps ensure the training for both sworn and non-sworn members moves from a classroom setting to actual implementation departmentwide and among all rank and file members.

- Review a sample of LMPD's use of force, deadly force and complaint investigations, disciplinary records, performance evaluations, criminal investigations, arrests and other such files as it relates to the goals, objectives and outcomes of the assessment.

- Identify whether each individual LMPD member's annual performance appraisal requires an evaluation of the member's ability to contribute to LMPD's community policing and problem-solving strategies.

- Identify what methods are used in recruitment and hiring to identify candidates both skilled and lacking in knowledge, skills and abilities regarding community policing.

- Assess whether any type of early warning system tools exist to assist supervisors and management to identify at-risk officers who may need additional training or other remedies as appropriate based on a review of employees' uses of force, complaints, all arrests and vehicle and pedestrian stops made, annual performance evaluations, attendance records and disciplinary outcomes.

- If possible, observe Use of Force Review Boards and Disciplinary Review Boards to gain a clear understanding of the investigative methodology and, if appropriate, disciplinary process regarding use of force.

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- Assess the programs or methodologies LMPD uses to engage proactively with the Louisville community on a formal basis, such as the degree to which Louisville community members actively participate in helping the Department to review and create new policies and procedures, or how LMPD facilitates community outreach programs such as conducting residents' academies presented in various languages.

- Assess the curricula for LMPD's supervisor and leadership training – given that LMPD's leaders are critical to ensuring that all personnel actually adhere to the professional policies, procedures and practices of LMPD.

- Observe the formal process the Department uses to review statistical data and its subsequent analysis to gain a clear understanding of how LMPD uses crime statistics to create intelligence-led policing strategies.

- Evaluate the current state of the technology at LMPD and the equipment and technologies sworn and nonsworn personnel are using to conduct daily policing operations with a focus on how these equipment and technologies impact use of force and community policing effectiveness.

- If possible, observe community meetings organized by LMPD to see how they are being conducted.

DEVELOP THE INITIAL DRAFT OF THE ASSESSMENT REPORT

Weeks 9-11

Upon concluding our assessment work, we will draft the initial draft assessment report including all key findings, recommendations and proposed strategies and tactics that will be developed from the analysis of the collected data, observations and interviews. In addition to ensuring our assessment report provides the findings and recommendations the City has requested, it is also our hope that the assessment report could serve to translate the recommendations into a clear and actionable guide for a LMPD Strategic Plan that could help achieve the following:

- Establish a new policing environment in Louisville where the Department and the community are equal partners in co-producing public safety.

- Redefine the policing mission and alignment of the organization to focus on community outreach, engagement, and relationship building.

- Recommend some possible methods Louisville community members and LMPD could implement that could facilitate a partnership for them to work together to make necessary changes to LMPD policies and procedures to address our assessment's findings and recommendations, as well as to address the priorities and expectations the community identified during our formal engagement with them during the assessment process.

- Provide recommendations designed to reduce use of force incidents and use of force complaints.

- Develop leadership within LMPD with recommendations that focus on how to help LMPD's community outreach and community policing efforts.

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- Increase transparency of use of force, deadly force and complaint investigations, which will serve to provide greater trust and public confidence in how use of force, deadly force and complaints are investigated.

- Institutionalize procedural justice principles, including community review and monitoring of department data and activities that support bias-free policing practices.

- Serve as a roadmap to help guide LMPD as it aligns all its Bureaus and Division operations to focus on its long-term goals and objectives in the new, reimagined approach to providing public safety services in Louisville.

- Provide recommendations on an accountability process for the new strategy by addressing the ways individual officers and LMPD units and work groups will partner with the community so that they (1) understand the changes in a broader strategic context; (2) take measurable work-related actions that further the strategy; (3) view their individual professional goals in light of the objectives of their group or department; and (4) see their own success and that of LMPD and of the Louisville community as one and the same.

Once completed, the draft assessment report will be forwarded to the Mayor's Office for review and technical feedback and to incorporate the Mayor's Office's comments and edits into the initial draft report. Approximately two weeks later, we will convene a meeting with the Mayor and his selected staff, the Police Chief and principal members of his staff, and other LMPD and Louisville key executives and representatives as selected by the Mayor to capture feedback on the first draft of the assessment and its key findings.

FINALIZE THE ASSESSMENT REPORT
Weeks After Formal City Feedback Received

Once we have reviewed and incorporated the City's feedback from the initial draft of the assessment report, we will make necessary and appropriate edits to the document to create the final assessment report, which we will forward to the City within two weeks of the reception of the formal feedback.

INITIAL REPORT ROLL-OUT

Hillard Heintze will be prepared to attend any follow-up meeting or Council Presentation to discuss the final report.

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A PROVEN COMMITMENT TO ROBUST PROJECT MANAGEMENT

As a trusted advisor for clients ranging from U.S. government agencies and departments to individual commercial firms, Hillard Heintze believes that one of the most critical elements to a successful project – regardless of size, scope or complexity – is a **robust, holistic project management philosophy** backed by **process-driven quality management and project control programs.**

How Our Approach to Program Management Benefits Your Community

We have found that the success of the overall contract and each of the individual tasks relies greatly on an extensive understanding of how to manage project complexities, multiple stakeholders, time-sensitive deadlines and critical life-impacting issues across different jurisdictions.

This approach is anchored in our deep experience managing large, geographically dispersed teams, security clearance requirements, effective deliverables and ensuring quality performance across several offices at a number of agencies.

The Hillard Heintze project management team possesses depth and breadth that enhances our ability to (1) rapidly advance multiple tasks simultaneously, where appropriate, and (2) coordinate the exchange of critical information and insights gathered by any single task-specific team to our entire team. We will provide our experts with direct and easy access to the right person who will be available to support the contract upon award. Our management approach combines a proven plan with capabilities to deploy, manage and retain the right people in the right place at the right time. This approach is based on the Hillard Heintze **Execution Framework for the Louisville-Jefferson County Metro Government Engagement,** as outlined in the table on the following page.

"EXCEPTIONAL" PROJECT MANAGEMENT

Lindsay Morgan, PMP, was **rated "Exceptional" for two consecutive years** by the U.S. Department of Justice (DOJ) for her management of our $50 million IDIQ contract for police reform with concurrent projects in nine cities across the country.

This is the **highest rating attainable** in the Contractor Performance Assessment Reporting System, the U.S. government's resource for measuring contractor value. In this role, Lindsay maintained all program cadence, financial and reporting requirements.

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Execution Framework for the Louisville-Jefferson County Metro Government Engagement	
Project Management Element	**Description**
1. Organizational Structure	Clear chain of command with defined accountability for each expert and sub-team of experts.
2. Scope Management	Detailed information on project activities and requirements.
3. Communications Management	Formal and informal processes required to collect and communicate project information to the project team and project stakeholders.
4. Time Management	Activity sequences, durations and schedule constraints required to complete the project within a defined time period.
5. Cost Management	Estimating, budgeting and controlling costs.
6. Risk Management	Identifying project risks, performing risk analysis and developing mitigation plans.
7. Quality Assurance	Approach that incorporates quality planning, quality assurance and quality control.
8. Contract Management	Processes required to manage contract requirements, monitor performance and ensure client satisfaction.
9. Information Security	ISO/IEC 27001:2013 Information Security Management Systems

ISO/IEC 27001:2013 Certified

In May 2017, Hillard Heintze achieved BSI certification for **ISO/IEC 27001:2013 Information Security Management Systems**. This highly coveted certification helps differentiate our services in the markets we serve, even from much larger firms. "According to the most recent ISO survey," noted the managing partner of the compliance provider who supported our multi-month pre-assessment planning, "as of the end of 2015, only 1,247 companies in the United States had achieved ISO/IEC 27001:2013. Hillard Heintze is, to our knowledge, one of the first, if not the first, security professional services company to obtain this certification."