

Metropolitan Police Department



Office of Professional Responsibility

Compliance Monitoring Team Organizational Plan

March 1, 2002



Charles H. Ramsey, Chief of Police
Washington, D.C.

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Appendix: Memorandum of Agreement between the United States Department of Justice and the District of Columbia, and the District of Columbia Metropolitan Police Department, signed June 13, 2001

Executive Summary



Maintaining integrity in law enforcement organizations is a dynamic process—one through which law enforcement agencies address, combat, and prevent misconduct and improve performance. Many things play significant roles in this process: effective leadership; police management, administration and policy; recruitment, selection and training of officers; organizational values, the quality of investigations; the disciplinary process, and societal expectations. – Assistant Chief Kim C. Dine

The District of Columbia is a dynamic city that serves as a symbol of freedom and democracy throughout the world. The city also serves as a center of commerce, both internationally and regionally. Locally, the city is home to vibrant neighborhoods, commercial corridors, museums, educational institutions, and a plethora of other community elements. The city's stakeholders, who include residents, visitors, government officials, businesses, and others employed here, proudly contribute to the quality of life in the District of Columbia.

The Metropolitan Police Department is also committed to enhancing the city's quality of life through providing the highest level of police service to these stakeholders. As the primary law enforcement agency in the nation's capital, our members have taken seriously the obligation to provide police service to our stakeholders. It is the mission of the Metropolitan Police Department to prevent crime and the fear of crime, as we work with others to build safe and healthy communities throughout the District of Columbia. One of the awesome responsibilities that our members are entrusted with is the authority to use force, including deadly force.

In the past, it had become clear that the Metropolitan Police Department had not met community expectations, nor police industry standards, as it related to use of force. As a result, Chief of Police Charles H. Ramsey instituted a number of reforms to address major aspects of the department's use-of-force practices and procedures.

As part of his reformation efforts, Chief Ramsey sought assistance from the United States Department of Justice. In January 1999, Chief Ramsey and District of Columbia Mayor Anthony Williams asked the Justice Department to review all aspects of the Metropolitan Police Department's practices as they related to police use of force. Results of the review indicated that cases involving use of excessive force by Metropolitan Police Department officers had been higher than typical in a police department.

In March 2001, the Department of Justice concluded its review of the Metropolitan Police Department's policies, practices and procedures, and later entered into a Memorandum of Agreement with the District of Columbia and the Metropolitan Police Department. They joined together in order to minimize the risk of excessive use of

force, promote the use of best available practices and procedures for police management, and to build upon the significant improvements that the MPD had already made. The Agreement, which was formally signed on June 13, 2001, called for the further implementation new policies and procedures related to MPD use of force training, management, supervision, and discipline.

Specifically, the Memorandum of Agreement provided for the development and implementation of updated use of force policies and procedures. The Agreement built upon the work MPD started during the course of the review, and further provided that the implementation of the Agreement would be evaluated by an Independent Monitor jointly selected by the parties.

This agreement has helped provide the foundation for meaningful reforms. It will cause the implementation of a variety of citizen-friendly changes in the procedures used for receiving, investigating, and resolving misconduct allegations, and will foster the development of a plan to coordinate activities with the new Office of Citizen Complaint Review. The Agreement will also foster the training of officers on new use of force policies, emphasizing de-escalation techniques of potentially violent situations. It will help the MPD to analyze trends in uses of force, searches, seizures, and other law enforcement activities that create a risk of officer misconduct, and calls for the expansion of the Force Investigation Team, a new unit that is specially trained and responsible for investigating serious uses of force. Finally, the Agreement calls for changing the procedures for investigating alleged misconduct and uses of force by MPD officers.

Part of the Agreement requires the Metropolitan Police Department to create a compliance component that will serve as a liaison between the Metropolitan Police Department, the Independent Monitor, and the Department of Justice. Accordingly, Chief Ramsey created the *Metropolitan Police Department Memorandum of Agreement Compliance Monitoring Team* (MPD-CMT). The Compliance Monitoring Team, organizationally located within the Department's Office of Professional Responsibility, will coordinate the Department's compliance and implementation efforts.

The CMT will be the department's compliance arm to ensure that the immediate and long term reforms mandated in the agreement are met. When the balance of the reforms contained in the agreement are implemented, the Metropolitan Police Department will be a model for the nation on how to uphold the rule of law while using force only when and to the extent necessary.

Mission and Authority



The Metropolitan Police Department Compliance Monitoring Team shall serve as department's compliance arm to ensure that the immediate and long term reforms mandated in the Memorandum of Agreement between the Department of Justice and the Department are met. The CMT will serve as the organizational liaison between the Metropolitan Police Department, the Independent Monitor, and the Department of Justice. The CMT will:

- Coordinate the Department's MOA compliance and implementation efforts
- Facilitate the provision of data, documents and other access to MPD employees and material to the Independent Monitor and DOJ as needed
- Ensure that all documents and records are maintained as provided for in the Agreement
- Assist in assigning compliance tasks to MPD personnel, as directed by MPD Chief of Police or his designee.

The Metropolitan Police Department Compliance Monitoring Team was created by Chief Charles H. Ramsey and is a component of the department's Office of Professional Responsibility. The Team's operational procedures and related requests for assistance have the full authority of that office. In addition to the authority noted above, the following documents serve as additional reference points:

- Memorandum of Agreement between the United States Department of Justice and the District of Columbia, and the District of Columbia Metropolitan Police Department, signed June 13, 2001
- Violent Crime Control and Law Enforcement Act of 1994 (42 U.S.C. §14141)

Vision and Values



The Compliance Monitoring Team is committed to its established vision and values (see figure-1). The team places great importance on these established principles. To ensure high quality and professionalism, all activities undertaken by members of the Compliance Monitoring Team must comport with at least one of the components of the team's Vision and Value statement. The team's Vision and Value statement will be revised annually to ensure that it remains focused, contemporary, and committed to high-quality and integrity.

Metropolitan Police Department
Office of Professional Responsibility
Compliance Monitoring Team

Our Vision and Values

- To effectively coordinate the Metropolitan Police Department's compliance & implementation of the historic Memorandum of Agreement with the U.S. Department of Justice.
- Serve as the Liaison between the Metropolitan Police Department, the Independent Monitor, and the U.S. Department of Justice.
- Assist MPD to emerge from the agreement by helping to ensure effective and respectful policing.
- Become the National model for Department of Justice and Law Enforcement Agency partnerships.
- Be Respectful of the Civil Rights of all citizens and police officers.
- Value diversity.
- Become an impetus for change as it relates to use of force policies, practices, & investigations.
- Help MPD to solidify the institutionalization of reforms upon accomplishing the goals of the Memorandum of Agreement.
- Create, welcome, and support the leadership skills and expertise of all members of the Team. Insist upon mutual respect.
- Positively affect the perception of the Metropolitan Police Department by improving police-citizen contacts and building trust.
- Constantly seek out cutting edge strategies and practices through education, training, and the media. Become a learning organization.
- Maintain the highest standards of integrity and ethical conduct.
- Be accountable, dedicated, and professional as we accept our responsibilities to meet the needs of our customer base.

Figure-1: Vision and Value Statement

Organizational Structure



The Metropolitan Police Department Compliance Monitoring Team is comprised of four components, or groups, that have specific organizational and operational tasks. The reforms earmarked in Memorandum of Agreement affect all aspects of the department; therefore, these groups are inter-related as they relate to tasks and functions.

The four components consist of the Executive Committee, the Leadership Group, the Subject Matter Expert Group, and the Select-Topic Group (see figure-2). Each component's responsibilities are as follows:

Executive Committee

The Executive Committee consists of executive-level members of the Metropolitan Police Department and the City. Executive Committee members have ultimate responsibility to ensure that various aspects of the Memorandum of Agreement that fall into their responsibility area are met. They support the compliance efforts of the CMT, and provide assistance to realize task completion. The members of the Executive Committee will report to the Chief of Police and the Executive Assistant Chief of Police on the progress of the Memorandum of Agreement's implementation. Executive Committee members include the Assistant Chief, Office of Professional Responsibility; Senior Executive Director, Office of Organizational Development; Senior Executive Director, Office of Quality Assurance, Assistant Chief, Institute of Police Science; the General Counsel of the Department, and a representative from the District of Columbia's Office of the Corporation Counsel. The Executive Committee will meet quarterly.

Leadership Group

The Leadership Group consists of a core group of individuals whose primary duties involve ensuring the department's compliance with the Memorandum of Agreement. The Leadership Group is responsible for coordinating all aspects of the department's MOA mandates. The Leadership Group, headed by a sworn senior management official, will consist of at least 5 persons. The Leadership Group will meet/confer on a daily basis.

Subject Matter Expert Group

The Subject Matter Expert Group consists of numerous members of the department who possess expertise in areas affected by the Memorandum of Agreement. These members will be called upon on an "as-needed" basis, depending on the specific subject matter related to their area of expertise. The group, consisting of at least 25 members, will also serve as a conduit to share information about the Memorandum of Agreement and the department's compliance efforts throughout the agency. The Subject Matter Expert Group will meet every other month.

Select Topic Group

Select-Topic Groups are ad-hoc temporary teams comprising of select members from the Subject Matter Expert Group and the members of the Leadership Group. Select-Topic Groups are initiated when needed, and will have specific tasks to complete.

Currently, 6 Select-Topic Groups have been identified. They include the: General Order Completion Group; Training Group; PPMS Group¹; Outreach/Communication Group; Office of Civilian Complaint Review Liaison Group; and the MOA Audit Group. The Select-Topic Groups will meet "as-needed." Additional Select-Topic Groups may be formed during the course of the implementation of the tasks cited in the Memorandum of Agreement.

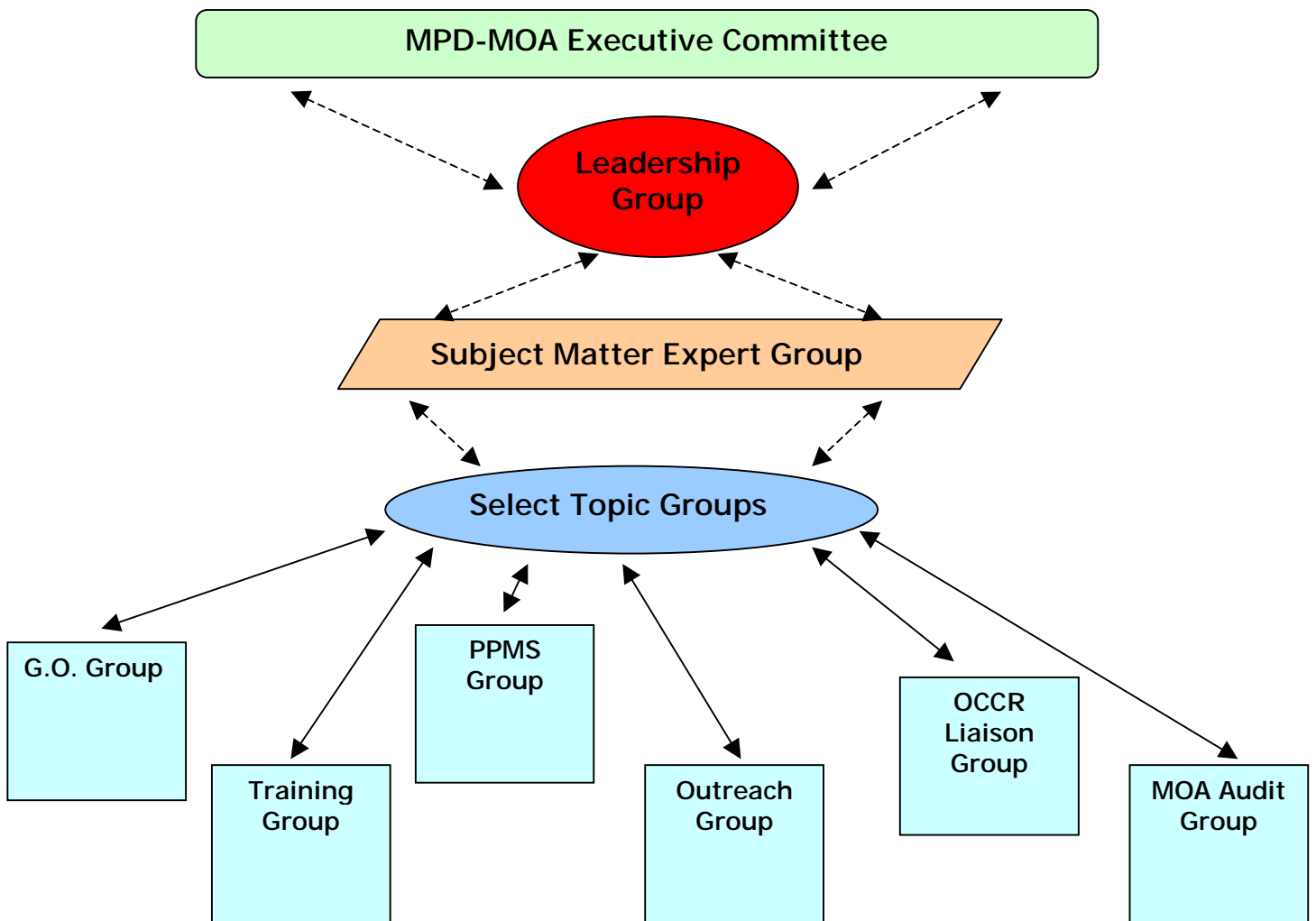


Figure-2: Structure of the CMT

¹ PPMS stands for the Personnel Performance Management System

CMT Customer Base



The Compliance Monitoring Team maintains a business-related perspective. Accordingly, the Compliance Monitoring Team endeavored to identify its primary stakeholders, or “customer base.” (see figure-3) The identification of these customers helps members of the Compliance Monitoring Team focus on the needs of those who have a major stake in various aspects of the Memorandum of Agreement. This concept helps to keep the Compliance Monitoring Team accountable to its customers, while fostering quality at every level of its endeavors.

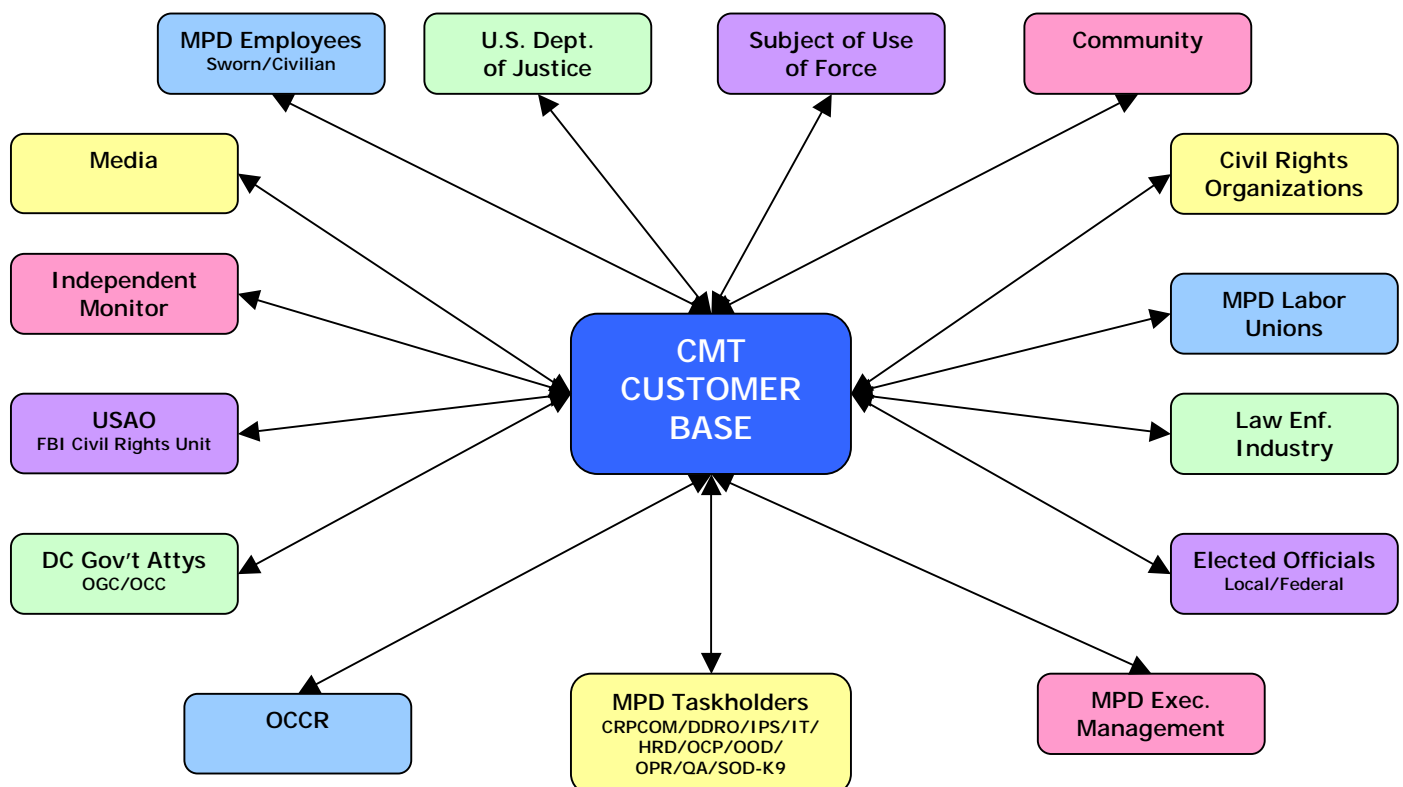


Figure-3: CMT Customer Base

Activities and Strategies



In order to efficiently achieve its mission, the Compliance Monitoring Team will engage in a series of activities. These activities are linked to an overall strategy that will help the Compliance Monitoring Team attain its goals.

Upon its inception, as noted in previous sections of this Organizational Plan, the Compliance Monitoring Team established new leadership, established its vision and values, and developed a new organizational system. These efforts were part of the overall Compliance Monitoring Team strategic plan. Moreover, the Compliance Monitoring Team engaged in several other strategic activities, which included identifying responsibilities and priorities, identification of specific internal MPD taskholder elements, establishing specific taskholder responsibilities, communicating with various CMT component subgroups and organizations, and the creation of organizational procedures.

Responsibilities and Priorities

One strategic planning activity involved gathering the Leadership Group members and brainstorming best practices and identifying important responsibilities and priorities. Identified responsibilities and priorities include:

- Establish new leadership, vision, and organizational plans (create CMT internal systems)
- Enhance the relationship and strengthen communication with representatives from the U.S. Department of Justice
- Coordinate with the Independent Monitor
- Identify internal MPD taskholders and help them complete their MOA-related responsibilities
- Keep departmental executives informed
- Enhance the relationship with the Fraternal Order of Police
- Implement baseline organizational activities
 - Create an Organizational Plan
 - Establish correspondence transmittal logs
 - Establish correspondence receipt logs
 - Maintain central repository for MOA documentation
 - Track meetings and communications with various CMT customers
- Identify Priorities
- Establish timelines
- Ensure consistency among inter-related policy, directives and activities.

- Compile compliance reports
- Identify improvement opportunities for MOA best practices.
- Perform risk assessments
- Make recommendations

Identification of Taskholders and Taskholder Responsibilities

The Compliance Monitoring Team has identified eighteen organizational elements, 15 internal and 3 external, that have direct responsibility for completing various Memorandum of Agreement requirements. These organizational elements are called MPD Taskholders.

The sixteen taskholders are listed below in alphabetical order:

- Canine Section, Special Operations Division
- District of Columbia Office of the Corporation Counsel
- Human Resources Division
- Institute of Police Science
- MPD Office of the General Counsel
- Office of Civilian Complaint Review
- Office of Corporate Communications
 - Public Information Office
- Office of Organizational Development
 - Directive Development and Accreditation Group
- Office of Professional Responsibility
 - Civilian Complaint Review Board Liaison Unit
 - Disciplinary Review Division
 - Force Investigation Team
 - Office of Internal Affairs
- Office of Quality Assurance
 - Office of the Chief Technology Officer
- Office of the Chief of Police
- Office of the Mayor of the District of Columbia

The Compliance Monitoring Team will identify the Memorandum of Agreement responsibilities for each taskholder. Once each taskholder's responsibilities are identified, they will be individually documented. The Compliance Monitoring Team will communicate these responsibilities to the taskholders, and will coordinate and assist them in completing their required tasks.

The Leadership Group of the Compliance Monitoring Team will compile separate responsibility matrixes for each taskholder element mentioned above.

The Compliance Monitoring Team will subsequently meet with a senior manager from each of the elements, and provide a customized briefing. The Compliance Monitoring Team will also jointly develop task completion timelines.

Communicating with CMT-Related Groups and Organizations

In order for the Metropolitan Police Department Compliance Monitoring Team to operate efficiently, it must communicate its efforts between all of the component groups. In order to achieve this goal, the Leadership Group of the Compliance Monitoring Team will meet with the various component groups, as well as other organizations, in order to keep lines of communication open and all customers informed.

To begin, the Leadership Group will engage in constant interaction with representatives from the United States Department of Justice. The Senior Manager from the Leadership Group (Team Leader) will be the primary liaison between the CMT and the Department of Justice.

The CMT Leadership Group will meet with the Executive Committee and provide its members with the Organizational Plan. The Leadership Group will subsequently meet with the Executive Committee quarterly to provide updates and seek assistance, when applicable.

The CMT Leadership Group will also meet with the entire Subject Matter Expert Group every other month. These meetings are in addition to any other Select-Topic Group meetings that an expert member may have participated in. The Leadership Group (and Executive Committee, when applicable) will brief the Subject Matter Expert Group of CMT activities and progress. Subject Matter Expert Group members will be encouraged to inform members in their respective organizational elements of the activities and progress of the CMT.

The CMT Leadership Group will work closely with assembled Select-Topic Groups. Select-Topic Groups meetings will be scheduled and facilitated by the CMT Leadership Group, and its schedule will be dependant on the specific project that the enumerated Select-Topic Group is tasked with completing.

The Compliance Monitoring Team also realizes the importance of consulting and coordinating with the Fraternal Order of Police. Accordingly, the Compliance Monitoring Team shall keep the Fraternal Order of Police apprised of the activities and progress of the CMT, as well as invite FOP representatives to participate in policy development meetings.

Organizational Procedures

The Compliance Monitoring Team shall be the central repository for all Memorandum of Agreement information. Accordingly, the Compliance Monitoring Team shall be responsible for maintaining copies of all documents exchanged between the Metropolitan Police Department and the U.S. Department of Justice. Additionally, the Compliance Monitoring Team shall:

- Maintain a transmittal log of all documents forwarded to the U.S. Department of Justice and the Independent Monitor from the Metropolitan Police Department.
- Maintain a receipt log of all documents received by the Metropolitan Police Department from U.S. Department of Justice and the Independent Monitor
- Maintain a record of all meetings between the Metropolitan Police Department, U.S. Department of Justice and the Independent Monitor.
- Complete Progress Reports (as mandated in MOA paragraph #175) to the U.S. Department of Justice and the Independent Monitor. A list of the next twelve progress report due dates are listed below:²
 - April 13, 2002
 - July 13, 2002
 - October, 13, 2002
 - January 13, 2003
 - April 13, 2003
 - July 13, 2003
 - October13, 2003
 - January 13, 2004
 - April 13, 2004
 - July 13, 2004
 - October 13, 2004
 - January 13, 2005

² The number of progress reports are contingent on the completion of MOA requirements. Paragraph #182 states that the MOA will terminate five years after the effective date of the Agreement if the parties agree that MPD and the City have substantially complied with each of the provisions of this Agreement and maintained substantial compliance for at least two years



Coordination of New Policies

One of the most important and complex requirements of the Memorandum of Agreement is the creation and implementation of new and/or revised force-related policies and directives. Coordinating the department's efforts in this area is one of the Compliance Monitoring Team's most important responsibilities.

As a result, the Compliance Monitoring Team has closely examined the Memorandum of Agreement in order to identify Department General Orders that are affected. Twenty two (22) General Orders and/or policies are directly affected by the Memorandum of Agreement.³ Due to the complexity of the tasks, the twenty two orders have been grouped into seven themes. Once the General Orders/Policies were grouped into the themes, they were prioritized. The identified orders and themes are as follows:

General Order Identification and Themes

Theme I: Force

1. Use of Force Policy (901.07)
2. Use of Force Investigation Order (901.08)
3. Use of Force Incident Report (PD 910-E)
4. Handling of Service Weapons Order (901.01)
5. Use of Canine Order (901.03)
6. Use of OC Spray Order (901.04)
7. Use of Force Review Board (901.09)
8. Force Investigation Team Manual (revise if needed)

Theme II: Misconduct and Discipline

1. Misconduct Investigations Order (120.23)
2. Revocation/Restoration of Police Powers Order (120.24)
3. Disciplinary Procedures Order (120.21)
4. Administrative Investigations Manual

Theme III: Citizen Complaints

1. Citizen Complaint Order (120.25)
2. Office of Civilian Complaint Review Special Order (01-01)
3. Public Outreach Program

³ This number does not include General Orders linked to the identified orders in which only minor changes will be needed. In total, there will be more than 22 orders/policies affected.

Theme IV: Specialized Mission Units

1. Specialized Mission Unit Order
 - Includes:*
 - Emergency Response Team
 - Reserve Corps
 - Search & Seizure
 - Selection of Specialized Mission Unit personnel
 - Stop & Frisks
 - Task Forces

Theme V: Training Programs

1. Field Training Program

Theme VI: Personnel Performance

1. Early Warning Tracking System Special Order (92.18)
2. Police Performance Management System Order
 - Includes:*
 - Outside Employment (hrs worked in 24 hrs)
 - Vehicle Pursuit Policy (301.3)
3. Performance Evaluation System

Theme VII: Related Orders

1. Identify all Related General Orders
2. Cross-Check Linked Issues

Prioritized Task Completion Centers

The Compliance Monitoring Team has recognized that revising so many operational policies is a formidable task. Accordingly, the Compliance Monitoring Team has taken the themed General Orders/Policies, and segmented them into twelve (12) task-completion centers (see figure-4). The twelve centers were then prioritized, and will be completed in accordance to its prioritization placement. The below matrix has been completed to reflect the prioritized task completion centers. The themes are color-coded:

General Order/Policy Task Completion Matrix				
#	General Order/Policy	G.O #	MOA Para #	Completion Dates
1	Theme I: Force (Subset-I) Use of Force Policy Use of Force Inv. Order Use of Force Incident Report	901.07 901.08 PD-910	36-40 53-58 53	02-25-02 Use of Force Policy 03-01-02 Use of Force Inv Order 03-06-02 All Drafts Completed 03-08-02 Final Draft Session
2	Theme: Force (Subset-II) Handling of Service Weapon Order Use of Canine Order Use of OC Spray Order	901.01 901.03 901.04	41-43 44-46 47-50	03-22-02 Hand Of Service Weap 03-29-02 Use of Canine 04-05-02 Use of OC Spray 04-12-02 Final Draft Session
3	Theme: Force (Subset-III) Use of Force Review Board FIT Manual (if revisions needed)	901.01 N/A	66-67 61-64	05-03-01 UFRB 05-10-02 Final Draft Session
4	Theme: Misc. & Disc. (Subset-I) Misconduct Inv. Order Rev/Rest of P.D. Powers Order	120.23 120.24	68-73	120 days from completion of task set number-3
5	Theme: Cit. Compl. (Subset-I) Citizen Complaint Order OCCR Special Order	120.05 120.26	90-94 85-86	120 days from completion of task set number-4
6	Theme: Cit. Compl. (Subset-II) Public Outreach Program S.O.	N/A	87-91	05-17-02 Pub. Outreach Prog. 05-24-02 Final Draft Session
7	Theme: Spec. Mission Units Specialized Mission Unit Order (ERT/Reserve Corps/Search & Seizure/Selection of SMU Personnel/Stop & Frisks/Task Forces)	N/A	149-158	120 days from completion of task set number-5
8	Theme: Misc. & Disc. (Subset-II) Disciplinary Procedures Order Admin. Investigations Manual	120.21 N/A	105f 83	120 days from completion of task set number-7
9	Theme: Training Programs Field Training Order	N/A	121f	05-24-02 FTO Order 05-31-02 Final Draft Session
10	Theme: Personnel Perform. EWTS Special Order PPMS Order	SO92.18 N/A	106-114 106-114	04-12-02 EWTS SO Final Draft 60 days from signing of Contract
11	Theme: Personnel Perform. Personnel Evaluation System	N/A	118 a-c	60 days from PPMS system completion date
12	Theme: Related Orders Identify all Related Gen. Orders Cross-Check linked Issues	N/A	N/A	Ongoing as tasks completed. Final total review within 60 days of last item to be completed

Figure-4: Task-completion Centers

Once the tasks enumerated in the Memorandum of Agreement are completed, the Metropolitan Police Department will have met its obligations, and will continue to serve as the nation's model on use of force issues.

NOTE: All dates are business days excluding weekends and holidays. Due dates subject to change based on exceptional circumstances with articulated reasons.