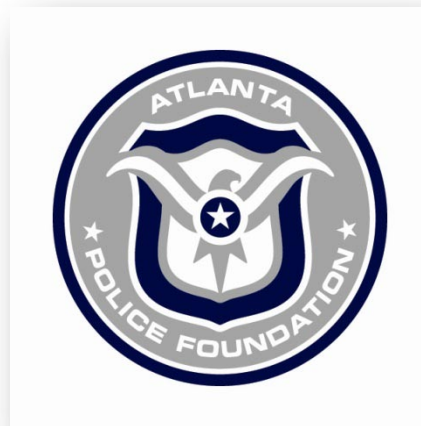


Four Years Later: A Status Review of the Atlanta Police Department's Implementation of the Linder Plan of Action



**Atlanta Police Foundation
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HISTORY

The 2004 Linder & Associates Report, entitled *Fragile Momentum, Plan of Action for Rebuilding the Atlanta Police Department to Help Secure Atlanta’s Position as Capital of the New South*, laid out a broad strategy for much-needed change at the Atlanta Police Department (APD). The Department was plagued with morale problems, lack of equipment and resources, and mismanagement. Their *Plan of Action* laid out five overarching areas of improvement necessary for change.

- Reengineering Crime Fighting Operations;
- Reforming Crime-fighting Practices;
- Rebuilding Broken Systems;
- Resourcing APD; and
- Restoring Police Community Accountability.

TODAY

Almost four years later, APD is still working toward implementing Linder’s recommendations. Since the release of the Linder Report in 2004, 35% of the recommendations made in the report have been completely implemented, and 40% are either partially implemented or are in the process of being implemented. Twenty-five percent (25%) of the recommendations have not been implemented by APD.

| | Total Recommendations | Implemented | | Partially Implemented | | Not Implemented | |
|---|-----------------------|-------------|------------|-----------------------|------------|-----------------|------------|
| | | # | % | # | % | # | % |
| Reengineering Crime Fighting Operations | 42 | 17 | 40% | 15 | 36% | 10 | 24% |
| Reforming Crime-fighting Practices | 22 | 7 | 32% | 10 | 45% | 5 | 23% |
| Rebuilding Broken Systems | 19 | 7 | 37% | 7 | 37% | 5 | 26% |
| Resourcing APD | 12 | 3 | 25% | 5 | 42% | 4 | 33% |
| Restoring Police Community Accountability | 2 | 0 | 0% | 2 | 100% | 0 | 0% |
| Totals | 97 | 34 | 35% | 39 | 40% | 24 | 25% |

Some of the major changes recommended by Linder that are either completed or ongoing at APD include:

- The Criminal Investigative Division has decentralized, pushing investigators out into the Zones and making them more available to the citizens of Atlanta;
- APD information and communications systems have been upgraded;
- The Narcotics Unit has been completely dismantled, repopulated and reorganized;
- The Office of Professional Standards has new leadership and a renewed focus on identifying and eliminating corruption within the department; and
- The Public Affairs Unit is focusing on ensuring that timely, accurate information is available to the Atlanta community.

THE FUTURE

While the APD has shown progress in implementing Linder's recommendations and in making strategic organizational change, still more is needed to address crime in the city of Atlanta. Crime in cities around the U.S. is on the rise, which requires police departments be sophisticated enough to constantly re-evaluate how they fight crime, and versatile enough to adapt to changes in crime trends. According to a recent study by the Police Executive Research Forum (PERF), "Police chiefs and sheriffs use timely information to identify local crime trends on a daily or weekly basis, and they respond immediately, precinct by precinct, 'hot spot' by 'hot spot', to halt the damage."¹

In Atlanta, changes such as the implementation of COBRA, made under Chief Pennington are allowing the APD to adapt to crime in Atlanta, but it is time to re-evaluate to take the business of crime fighting to the next level. This will require a renewed commitment both to completing implementation of Linder's recommendations and to creating new innovative strategies to fight crime. APD is also in need of a renewed approach to cultural change (officer morale) within the department, and a renewed focus on Community Policing efforts. In addition, a commitment from the City of Atlanta to dedicate the appropriate resources to APD is critical. The following report will lay out the status of implementation of the Linder recommendations, and will provide suggestions for next steps.

Priority recommendations outlined in this report are that APD:

- Continue focus on recruitment and retention of quality police officers, in order to reach the goal of 2,000 officers by the end of 2009. Additionally, this goal should be reevaluated in 2009 to determine if increasing the number of officers is needed based on changes in the city's population and crime trends.

¹ Police Executive Research Forum (PERF). "Critical Issues in Policing Series: Violent Crime in America, A Tale of Two Cities." <http://www.policeforum.org/>

- Implement a formalized long-term plan to improve retention of officers by improving the culture of trust and inclusion at APD. The plan should be developed with input from department stakeholders, and should focus on internal communication, and employee performance based incentives for quality, innovative police work.
- Create a strategy that delineates and communicates high-level vision, detailed goals and concise objectives for the department, and make every member of APD accountable for reaching those goals. The plan should also include projections and goals for the future so that APD is able to plan for and communicate future needs.
 - Develop a formalized strategic planning process that includes creation and communication of a vision and unified goals for all members of the department, as well as crime fighting strategies for Units and Sections within the Department. The plan should be revisited each year, and goals should be adjusted based on crime trends and other factors.
 - Enhance COBRA by formalizing policies and developing procedures (such as roll call COBRA), based on departmental goals, that include all members of APD from the Chief to the beat officer.
- Enhance Community Policing efforts to increase police-community accountability.
 - Consider establishing an interagency Security Council and metro-COBRA type process, lead by APD, which brings together metro area law enforcement agencies to exchange information and develop collaborative, data-driven approaches to crime fighting.
 - Place priority on technology and other initiatives that facilitate communication between APD and the community (i.e. Operation Shield).

In addition, the report recommends that the City of Atlanta make the resources available to:

- Recruit, train and retain quality APD officers;
- Implement a career ladder that will provide officers with not only the appropriate level of pay, but also the sustained step/increments that the department uses to reward quality policing; and
- Make public safety technology in the City of Atlanta a priority.

INTRODUCTION AND METHODOLOGY

The Atlanta Police Department (APD) serves the core of an economically vital metropolitan city, where millions live, work and visit. The department has faced administrative challenges including reduced personnel, reduced budgets, low morale, lack of accountability and lack of data-driven policing operations. Following the appointment of Richard J. Pennington as Chief of Police in 2003, his reorganization efforts and managerial overhaul of the police department created a momentum of successful anti-crime efforts, which resulted in a decline in violent and property crimes (until 2005), as well as the establishment of a continuous accountability system and data-driven policing, fostering of an organizational culture that today seeks to repair the demoralized police force, and promote an attitude of police-community accountability.

This comprehensive reorganization of the APD initiated by Chief Pennington has been a taxing challenge. Implementing this change has required great effort. In order to accomplish this goal, and to have a long-lasting impact, APD sought direction and support of constituencies within the community. Thus the Atlanta Police Foundation (APF) commissioned Linder & Associates to assist the Chief by conducting a review to assess the state of the APD, to point out the challenges, and to provide recommendations for change. The result was the report entitled - *"Fragile Momentum: Plan of Action for Rebuilding the Atlanta Police Department to Help Secure Atlanta's Position as Capital of the New South"*, published a year later (2004).

The Linder & Associates' report relied on individual and focus group interviews, and on surveys of APD personnel and of residents of the city. Based on the results of the quantitative and qualitative measures employed by Linder & Associates, the report identified five core areas that needed efficient and systematic adjustments in order to proceed with what Linder termed: a "mandate of organizational renewal". The resulting Linder recommendations were grouped into five areas that required departmental attention:

1. Crime-fighting operations
2. Crime-fighting practices
3. Rebuilding broken systems
4. Resourcing APD
5. Police-community accountability.

In order to assess the APD's progress of implementing the Linder recommendations, Mayor Shirley Franklin requested the APF to prepare a status report that would provide an up-to-date, detailed professional review of the five key areas identified by the Linder Report.

The APF established the *Linder Review Task Force* to steer the efforts of data gathering and APD staff interviews. The Task Force identified and appointed APD command staff and others as subject matter experts to provide

relevant updates and input on the status of the Linder recommendations. The Task Force also benefited from professional expertise and input of Georgia State University faculty and staff.

The results presented here are offered in a three-step format that begins with the detailed Linder recommendation as presented in the five chapters, followed by the current status of APD in reference to the Linder item, and then a concise narrative of what still needs to be done in order to implement the recommendation set forth in the Linder report, or why the recommendation was not implemented.

For ease of reading, this report is presented using a color-coded scheme, in which the 2004 Linder recommendations appear in **black**, the current status of the recommendations implementation appears in **blue**, and the remaining needs to fully achieve the Linder recommendations appear in **green**. The concise status report is followed by an appendix with technical and operational details provided by APD personnel for reference to the particular sections of the status report.

Chapter 1

Reengineering Crime Fighting Operations

IN ITS 2004 REPORT, LINDER RECOMMENDED THAT APD FOCUS ON SYNCHRONIZING AND COORDINATING CRIME-FIGHTING EFFORTS “BETWEEN EFFECTIVE AND EFFICIENT 9-1-1 RESPONSE, PROACTIVE ENFORCEMENT TO PREVENT CRIME, AND RAPID, THOROUGH, AND EXHAUSTIVE INVESTIGATIONS OF CRIMINAL INCIDENTS AT ALL LEVELS.”

FIELD OPERATIONS

LINDER RECOMMENDATION:

The APD Field Operations Division (FOD) is responsible for patrol and response to crime in Atlanta. The Linder Report recommended a number of changes within FOD to better fight crime throughout the city. The recommendations included creating ten new beats throughout the Zones to increase patrol presence, focusing those beats on high crime and narcotics infested areas, and deploying specialty units to address specific types of crimes. The report also directed APD to rigorously address quality of life offenses, establish a Homeless Outreach Program and a “No Panhandling District” to create a city where people feel safe and comfortable living and working. It went on to suggest APD decentralize deployment decisions to Zone Commanders so that they could adapt to changing crime conditions, and that they establish additional ranks in the Zones so that Zone Commanders would be free to function as Zone Executive Officers. Finally, the report recommended ensuring that the Zones were well resourced to undertake these tasks by conducting a vehicle utilization assessment to ensure the Zones had adequate access to vehicles, and ensuring one APD precinct in each zone remained open around the clock each day.

CURRENT STATUS:

APD FOD has worked diligently to implement the recommendations presented by Linder. It has established ten new beats in the Zones, and currently deploys specialty units to address specific crimes such as prostitution. Zone Commanders make deployment decisions within their Zones based on a number of factors, including changes in crime patterns, so that they can focus on high crime areas; and they are required to report on utilization and deployment of resources each week at Command Operational Briefings to Revitalize Atlanta (COBRA) meetings.

Addressing Quality of Life offenses in the city has posed a challenge to APD. With the abolishment of Disorderly Conduct Section 6 (DC6), and implementation of the criminal solicitation ordinance, APD officers report they are unable to combat Quality of Life offenses such as aggressive panhandling effectively. In addition, while the “No

Panhandling District” was established in the City, APD officers report that it is unenforceable and therefore ineffective in decreasing panhandling city-wide.

In 2003, according to the Linder Report, 797 arrests were made for panhandling/begging ordinance violations. In 2007, zero arrests for the same offenses were made. One strategy that has been helpful is that APD has developed a Homeless Outreach Panhandling Enforcement (HOPE) Team to provide assistance to the city’s homeless population. The HOPE Team operates out of Zone 5, and interacts with thousands of homeless individuals, providing assistance and directing them to services.

APD FOD has been successful in decentralizing deployment decisions to the Zone Commanders so that they are able to adapt to changing crime trends. Zone Commanders are currently responsible for reporting on their deployment decisions weekly at COBRA meetings. In addition, the rank of Assistant Zone Commander was established to allow the Zone Commander to act as the Zones’ Executive Officer. Majors (Zone Commanders) currently act as Zone Executive Officers while Lieutenants (Assistant Zone Commanders) take on supervisory duties.

Finally, APD is working to obtain the resources necessary to support Zone operations that will best serve the City of Atlanta. A vehicle utilization assessment was conducted by the Fleet Management Unit in 2005. The plan lays out the most effective utilization of APD’s fleet as well as presents recommendations for Set Deployment (the ideal number of vehicles needed to support operational objectives). In addition, one precinct in each Zone is currently open around the clock each day.

FUTURE NEEDS:

Although much has been accomplished, additional steps are necessary. First, more resources are needed to staff each zone appropriately so that they are able to provide adequate response to calls for service, as well as to proactively address crime and quality of life offenses. Linder recommended an additional 250 officers be deployed to the street; and while 247 additional officers are currently available to answer 9-1-1 calls, growth in the city since that time will demand still more officers to take on proactive patrol and response to 9-1-1 calls. Additional officers should be deployed to the zones once the department reaches the Linder recommended staffing level of 2,000 officers by the end of 2009. Deployment decisions should be made by APD Command Staff based on crime trends and zone workloads each year.

Progressive training for officers assigned to specialized groups such as Field Investigative Teams (FIT) and HOPE Teams should be identified and made available prior to their deployment to the field. APD would also benefit from reviewing, standardizing and communicating administrative processes across Zones to ensure continuity in how deployment decisions are made in the Zones.

Finally, APD and City officials, as well as other city and community organizations must come together to devise a comprehensive and enforceable policy solution to Quality of Life offenses, such as a new city-wide ordinance, to address both open air drug use previously addressed with DC6, as well as panhandling.

CRIMINAL INVESTIGATIONS

LINDER RECOMMENDATION:

A number of recommendations from the Linder & Associates surrounded the decentralization of APD investigative personnel to “work side-by-side with patrol personnel, respond directly to the scene of criminal incidents, and conduct investigations within their zone of assignment.” Recommendations included operating Assaults/Family Violence, Auto Theft, Robbery, Burglary and Larceny investigations from the Zones; assigning an investigative Lieutenant, two investigative Sergeants and a minimum of 12 investigators to each Zone; organizing investigators into “Crimes Against Persons” and “Crimes Against Property;” and ensuring that Zone Investigators respond to crime incidents with patrol officers. Additionally, the report suggested that investigative deployment decisions be made by the Major in command of the Investigations Section and that communication be strengthened between Zone Commanders and Supervisors and Investigative Commanders and Supervisors to ensure continuity.

CURRENT STATUS:

Following the publication of the Linder Report, APD developed a CID Decentralization Plan. Based on that plan, APD has for the most part, decentralized its investigative personnel to the Zones. Currently, investigators assigned to the Zones train as general investigators to create a more versatile investigative strength with the ability to investigate all types of crimes. Some specialized Units and Task Forces are still centralized so that their efforts can be maximized across Zones. One investigative Lieutenant and two Sergeants are currently deployed to each Zone; however, the recommended 14 investigators assigned to each Zone have not yet been reached due to a lack of personnel. Currently, three Zones have 12 investigators assigned and three Zones have 10 investigators.

Organization of Zone investigators into “Crimes Against Persons” and “Crimes Against Property” has likewise not been implemented due to a shortage of personnel; and although every effort is made by Zone Investigators to respond to crime incidents, they are simply not able to respond to every one.

During the decentralization of CID, the position of Investigations Section Major was eliminated. Deployment decisions are now made by the Zone Commanders (Majors). Zone Investigators are currently assigned to FOD under the Zone Majors, and not under CID and a Zone Investigations Section Major. Responsibilities formerly assigned to the Investigations Section Major now fall within the purview of the Special Enforcement Major and the Major Crime Major. This means that Zone Commanders (Majors) are the direct supervisors for Zone Investigative Supervisors (Lieutenants). This allows for strong communication between Zone Commanders and Zone Investigative Supervisors. In addition, Zone and Investigative Supervisors department-wide, communicate during weekly COBRA meetings.

FUTURE NEEDS:

Although the decentralization of CID has taken place, APD is in need of additional trained investigative personnel to sustain Zone investigative responsibilities, and to better respond to crimes in Atlanta. Linder recommended

that each Zone have a minimum of 14 investigators. APD is in need of 18 new investigators to reach Linder's recommendation, and 36 more to reach APD planned number of investigators (20 per Zone) based on national standards. These positions cannot be filled until the department has reached the strength of 2000 officers.

Beginning immediately, deployment of investigative resources should be evaluated on a quarterly basis by the Planning and Research Unit and the CID Deputy Chief (in lieu of a CID Major) to ensure that appropriate investigative resources are deployed to support changing investigative needs based on crime trends and workload.

CRIME SCENE UNIT

LINDER RECOMMENDATION:

In an effort to further improve investigative responsiveness to crimes in the City of Atlanta, the Linder Report recommended changes to APD Crime Scene Unit. The report recommends that the Unit be placed under the command of CID Major Crimes Section and that Unit personnel receive comprehensive training to keep abreast of cutting edge technology and practices.

CURRENT STATUS:

APD recognizes the need to restructure the Crime Scene Unit to improve service. However, due to the fact that the Unit provides a number of other services that are not related to the collection of evidence at crime scenes, it has not been placed under the command of CID.

Since 2004, Crime Scene Technicians have received enhanced crime scene training. They have become GBI P.O.S.T Council certified; have received a total of 1,500 hours of outside training to improve their ability and skill level; and receive in-house refresher training from a certified GBI instructor each month.

In 2006, the Major Crimes Section submitted a proposal to reorganize and strengthen the Crime Scene Unit by creating a dedicated Major Crime Scene Unit that would fall under the CID's Major Crimes Section. The proposal aims to increase personnel, training and equipment for the Unit to reach an adequate level of service in responding to major crime scenes. This Major Crime Scene Unit would operate separately, and in addition to, the ID Section which would retain responsibility for the tasks currently assigned to the Crime Scene Unit. Implementation of the new Unit would significantly increase the training and skill level of both civilian crime scene technicians and investigators assigned to the Unit, and would initiate a career ladder for technicians.

The plan proposes six sworn investigators and six civilian technicians working in pairs to address APD crime scene investigation needs. The plan requires that technicians and investigators receive International Association for Identification (IAI) Certification as well as National Forensic Academy training in an effort to boost their skills and recognition as crime scene experts – key to expert testimony in criminal cases. To date, only one portion of the proposal has been undertaken - positions have been allocated for staffing the Crime Lab.

FUTURE NEEDS:

Identification of funding for and implementation of the proposal, to include additional training, personnel and equipment should be expedited to improve APD's Crime Scene response to major crimes. A report on potential resource allocation should be updated and made available by July 1, 2008.

NARCOTICS UNIT

LINDER RECOMMENDATION:

In 2004, the Linder Report recommended that APD Narcotics enforcement be strengthened, and should refocus its activities on proactive enforcement, targeting mid- and upper-level narcotics organizations. The report also recommended that APD Narcotics efforts be fully supported with appropriate levels of personnel, training, equipment, information and other tools in an effort to address Atlanta's illegal narcotics activity, particularly in those areas prone to violence.

CURRENT STATUS:

Since 2006, the Narcotics Unit has undergone major changes. The entire team was disbanded, replaced and doubled with an entirely new cadre of members. Simply put, the unit is starting over, and although the Department intends to fully implement a number of the recommendations made by Linder in 2004, the recent changes in staffing have slowed the process.

APD addresses narcotics crime through a four-tiered system.² First, street level narcotics enforcement is done by beat officers. Second, large street level enforcement falls under the auspices of the RED DOG (Running Every Drug Dealer Out of Georgia) Unit. Third, the Narcotics Unit focuses on mid-level enforcement and mid-level drug organizations. Finally, upper level enforcement and upper level organizations often cross jurisdictional and state lines, and therefore are directed to task forces that include APD and federal departmental employees (DEA, ICE, etc.) or HIDTA groups.

While the strength of the RED DOG and Narcotics Units has been increased since the time of the release of the Linder Report, they have not yet met Linder's recommended strength of 200 additional officers. This goal would require APD to have more than 2000 officers. At the time of the Linder Report, 31 investigators were assigned to the Narcotics Unit. Prior to 2006, the Narcotics Unit had decreased to approximately 15 investigators, three sergeants and one Lieutenant. In 2007, the strength of the Narcotics Unit stands at 30 investigators, five sergeants

² Please note that due to the nature of work of the Narcotics Unit and other drug enforcement related units at APD, specific information regarding Unit activities, deployment and resources will be kept confidential and will not be included in this report.

and one lieutenant. At the time of the Linder Report, the RED DOG Unit had one lieutenant, three sergeants, 13 officers and six K-9 officers assigned. Today, one lieutenant, three sergeants, 17 officers and seven K-9 officers are assigned to RED DOG.

The Department's goal is to reach approximately 121 officers dispersed between the RED DOG Unit and the Narcotics Unit, addressing street and mid-level narcotics enforcement. APD plans on dispersing these officers dedicated to the task of enforcing narcotics laws across the Zones.

Efforts are underway to obtain the tools necessary to make APD Narcotics enforcement effective and efficient. Narcotics investigators currently have access to some necessary equipment and have access to drug dogs assigned to RED DOG Units. Additionally, systems through which APD Narcotics Investigators can access and search pertinent information are in the process of being built. Finally, narcotic enforcement training for APD personnel (provided by experts from GBI, FBI, DEA and HIDTA) is at an all-time high. The U.S. Department of Justice is in the process of conducting an assessment of APD narcotics training, as well as providing guidance on sustaining appropriate levels of training within the Unit.

FUTURE NEEDS:

Although APD has begun to rebuild and resource the Narcotics Unit with increased levels of staffing, training and equipment; still more is desperately needed by 2009, if not sooner.

- Equipment – Equipment, particularly surveillance equipment including cameras, listening devices, video cameras, digital cameras and digital recorders – are needed to successfully investigate narcotics crimes. The APD Narcotics Unit is also in need of undercover vehicles, patrol vehicles, raid vans, and command vehicles to successfully deploy narcotics personnel.
- Personnel - It is imperative that APD narcotics enforcement is resourced with additional personnel to reach the optimal level of 121 APD assigned personnel. This group includes both uniformed and undercover personnel to populate the 2 tiers of narcotics enforcement (RED DOG and the Narcotics Unit). This goal can only be reached once the department reaches its current goal of 2000 officers.
- Anonymity Protection – In addition to the above, successful narcotics enforcement requires secure, off-site, covered parking facilities that will protect the anonymity of narcotics vehicles and personnel.

Finally, APD must identify and request personnel, training and equipment needed to enforce narcotics laws by utilizing a strategic planning process that identifies current goals and needs, and projects future goals and needs. This process is expected to be put in place by July 1, 2008.

FUGITIVE UNIT

LINDER RECOMMENDATION:

Linder & Associates also made some suggestions for the Fugitive Unit. The report recommended that, “the warrant enforcement arm of CID be restructured with additional resources, personnel and revamped operations, and redirected to prioritize apprehension of the most dangerous and violent fugitives.” Specifically, Linder recommended that the Unit be comprised of one Fugitive Team, one Support Team and two Warrant Teams; that APD increase Fugitive personnel to include seven to ten additional investigators; focus on executing the maximum number of warrants for violent criminals; and developing training curricula and give instruction to all Fugitive Unit personnel in pertinent areas.

CURRENT STATUS:

An increase of seven investigators has been authorized, and full implementation was reached at one point. Since the time of the Linder Report, authorized staffing for the Fugitive Unit has been increased to one Lieutenant, two Sergeants, 14 Investigators, and four Officers assigned to the U.S. Marshalls Service Task Force. Current staffing in the Fugitive Unit is two Sergeants and 10 investigators working within the Unit. Staffing losses have restricted the Unit from sustaining the Linder Report’s suggested goals.

The APD has not reorganized the Unit into the Fugitive Team, Support Team and Warrant Teams. Given current staffing levels, the Fugitive Unit has determined that their energies are best focused on locating and arresting the City’s most dangerous wanted persons, as well as individuals that have committed multiple crimes and have avoided capture by investigators. However, the Fugitive Unit does focus on executing the maximum number of warrants for the most violent criminals. The Fugitive Unit Commander assigns the task of reviewing warrants to the Sergeants under his command. Fugitive Unit Sergeants review, prioritize and assign said warrants to the appropriate teams. This ensures that the most violent felons are pursued in a timely and effective manner. In addition, although the Unit’s training budget is minimal, personnel are trained in all pertinent areas.

FUTURE NEEDS:

It is imperative that staffing levels be maintained to conserve Unit knowledge and experience. In addition, in order to implement Linder’s recommendation, training for Unit personnel should be made a priority, and reorganization of the Unit reconsidered in 2008.

OFFICE OF PROFESSIONAL STANDARDS

LINDER RECOMMENDATION:

Linder's recommendations for APD's Office of Professional Standards were designed to renew and upgrade focus on programs to root out police corruption. Specifically, the report recommended that APD increase the frequency of proactive integrity tests or stings on both a random and targeted basis; initiate a random drug testing program; and appoint a reengineering team to more closely examine OPS policy and activity in an effort to increase productivity in identifying potential disciplinary concerns as well as increase officer confidence in the internal investigation process.

CURRENT STATUS:

The APD Office of Professional Standards (OPS) – comprised of the Advocacy, Corruption and Internal Investigations Unit – has put a number of mechanisms in place to renew and upgrade its focus on programs to effectively identify and abolish police corruption within its ranks. Through APD training, OPS instructors reiterate to new recruits, line personnel and supervisors the importance of public trust, and the necessity to be recognized as an organization that embraces the highest levels of integrity in service delivery. OPS personnel also participate in the Citizen's Academy training, informing citizens of Atlanta how important their role is in reporting police misconduct.

In addition, the newly formed Citizens Review Board (CRB) has received training to establish a clear understanding of the Department's policies and procedures as it relates to the APD disciplinary process. In addition, OPS has drafted an anonymous tip form that citizens and officers may use to report officer misconduct and/or corruption. Proactive integrity testing, both random and targeted has increased by 40% YTD. Finally, APD has also instituted a Random Drug Screening program for all sworn APD employees.

To further these efforts, OPS submitted a program proposal to the Department of Justice (DOJ) in July of 2007 to fund the implementation of a Community Oriented Ethics and Integrity Program, which will be piloted by the department. The program's goal is to establish and maintain partnerships between line personnel and the communities they serve. The B.E.S.T C.O.P. Project (*Belief in Ethics Sustaining Trust in Community Oriented Policing*), could serve as a national model for police ethics and integrity programs.

Although no formal reengineering team was appointed to examine OPS policy and activity, various members of the original Linder Task Force who have transitioned in and out of the OPS, addressed these recommendations by effecting policy change. As the Department became certified by the Commission on Accreditation for Law Enforcement Agencies (CALEA) subsequent to the Linder Report recommendations, APD policy-makers began implementing new policies and procedures designed to discourage unethical behavior by APD personnel. Each of these policies were re-distributed to APD employees and accompanied by an "Awareness Statement," which is signed by all employees as acknowledgement of the new and revised policies.

FUTURE NEEDS:

Once the Department reaches 2,000 officers, more OPS personnel are needed to perform at optimal levels and to bring OPS to the level of service desired. More work is needed to strengthen the manner in which OPS (particularly the Corruption Unit) strategically plans for and executes long term (strategic) investigations into potential police corruption within APD. Additional staffing will allow the Unit to conduct strategic investigations and more integrity tests across a broader spectrum. Currently, ten sworn and one civilian employee are assigned to OPS. The Section needs five additional sworn and four additional civilian positions to operate at its desired strength, bringing Section totals to 15 sworn and five civilian staff.

The Section is also in need of updated training and equipment. Training, particularly in the area of undercover operations, for all assigned personnel should be provided by June 2008. In addition, equipment needed to proactively engage in integrity testing and covert investigations includes cameras, binoculars and audio recorders. Estimated cost for these items is approximately \$30,000.

Finally, in order to increase officer confidence in the internal investigations process, APD should focus on closer adherence to timelines for completing investigations that occur both in the Zones and in OPS.

PROPERTY ROOM

LINDER RECOMMENDATION:

The Linder report recommended that APD, “evaluate, and if necessary, retool systems for controlling evidence and maintaining chain of custody for drugs, money, weapons and other property to prevent misappropriation and preserve evidence integrity essential for successful prosecutions.”

CURRENT STATUS:

Retooling the Property Control Unit has been undertaken, but is not yet complete. A number of important steps have occurred, including the purchase of much-needed equipment; the creation of new personnel positions; and the review and revision of property control policies and procedures. This is an on-going multi-dimensional, multi-staged project, with the two most substantial future improvements being implementation of a new software system, and a more efficient disposal system. The final stage will be the move to the new APD facility in 2008.

In 2008, two recently procured systems will be installed. The new property/evidence software and hardware known as *EvidenceOnQ* will be operational, as will the new disposal system known as *PropertyRoom.com*. Both new systems are in the final stages of the procurement process. All resources (personnel and equipment) are in place or in the process of being placed. Significant improvements have been achieved in the PCU’s business processes up to this point.

FUTURE NEEDS:

The Unit needs four or five temporary employees for approximately 8 to 12 months dedicated to purging aging items of evidence prior to relocation to the new police headquarters in 2008.

Chapter 2

Reforming Crime Fighting Practices

LINDER & ASSOCIATES BELIEVED THAT THE MOST CRITICAL COMPONENTS OF ANY CRIME REDUCTION PROGRAM WERE ACCOUNTABILITY AND SUPERVISION. THEY RECOMMEND HERE THAT APD REFORM CRIME FIGHTING PRACTICES SO THAT SUPERVISORS WOULD BE “HELD STRICTLY ACCOUNTABLE FOR WORK OCCURRING UNDER THEIR COMMAND AND, IN TURN, HOLD THEIR OFFICERS ON THE STREET ACCOUNTABLE FOR CONTRIBUTING TO THE MISSION OF REDUCING CRIME.”

ACCOUNTABILITY

LINDER RECOMMENDATION:

Upon taking the helm of APD, Chief Pennington instituted Command Operational Briefings to Revitalize Atlanta, better known as COBRA, Atlanta’s version of COMPSTAT, a crime analysis and management tool used in law enforcement agencies across the United States. The COBRA process requires APD commanders to report weekly on their Unit’s decisions and progress in fighting crime in the city.

To build on the COBRA foundation and to further promote accountability throughout the department, Linder recommended that COBRA procedures be expanded to exact accountability from every member of APD. Their first recommendation suggested utilizing more detailed profile sheets to track officer activity and performance, and to routinely capture crime intelligence and police activity in a standardized and accessible format to provide accurate and timely information for fashioning crime strategies and effective enforcement tactics. In addition, the report suggested that Zone Commanders direct crime analysts to not only conduct analysis on existing patterns, but work with watch commanders and patrol supervisors to track incident reports so that enforcement activity can be analyzed to identify appropriate trends and base effective deployment on emerging crime conditions. Finally, the report recommended that training and introduction to COBRA be more comprehensive and started earlier in an APD employee’s career.

CURRENT STATUS:

Since the implementation of COBRA, APD Commanders have been held accountable for the activity of their Unit or Zone. They are required to compile data within their area of responsibility and present a standardized report each week at COBRA meetings. However, although Linder recommended expanded procedures and a more detailed profile sheet, APD has not undertaken this task. In addition, while crime intelligence and police activity information is collected and reported across the Department in a standardized format each week, it is not currently collected consistently across the Zones. The Tactical Crime Analysis Unit (TCAU) compiles the information each week in order to report it in a common format. Members of the TCAU spend the majority of their time compiling the weekly COBRA reports, and therefore do not have the resources to track incident reports.

Additionally, while new Officers, Sergeants and Lieutenants are introduced to COBRA via recruit mandate training and new supervisors training; roll call COBRA has not been implemented in the Zones.

FUTURE NEEDS:

Although APD's COBRA requires accountability at the Command Staff level, lack of standard and formalized procedures at the Sergeant, Lieutenant and Officer levels still deter accountability that delves into the ranks of APD. Over the last four years, APD has been able to institutionalize COBRA and make it part of the fabric of the Department; but a more comprehensive program will weave accountability into the daily routine of every officer and employee at APD, and will expand the Department's ability to effectively address crime trends. For example, implementation of Roll Call COBRA would allow Lieutenants and Sergeants to query officers about their beats and progress in crime reduction, and could also include a training component that would continually refresh APD employees' understanding of COBRA. The practice would not only drive accountability to the officer level, but it would also prepare up and coming Department leaders at the Sergeant and Lieutenant levels for the practice of COBRA reporting.

In order to reach Linder's recommendations to expand COBRA, APD should review COBRA procedures to determine how to streamline, standardize and formalize procedures across all Zones, Units and Sections as well as at every rank. This will require a detailed review (or development) of COBRA policies, procedures, reporting and training, as well as a comparison to COMPSTAT best practices around the country. This upgrade of COBRA procedures will require resources such as equipment and additional staff time to undertake the task. APD should devise a plan for expansion of COBRA, including personnel and equipment needed and costs associated by June 2008 in order to submit budget requests for the FY08/09 budget.

SUPERVISION

LINDER RECOMMENDATION:

Linder recommended that Zone Lieutenants assume administrative tasks previously assigned to Sergeants, freeing Sergeants to regularly patrol the streets alongside patrol officers, to monitor activity, gauge performance, and guide police effectiveness on the street. This recommendation was geared to strengthening direct supervision and mentoring of the officer on the street.

CURRENT STATUS:

This recommendation has been implemented. In the Zones, Lieutenants generally take on administrative duties while the Sergeants provide supervision in the field. Sergeants' performance evaluations designate field duties as part of their responsibilities, and the Lieutenants' duties are geared toward administrative functions. However,

Zone Lieutenants are often forced to deploy to the field because call volumes are so high that they are compelled to help clear calls.

OFF-DUTY EMPLOYMENT

LINDER RECOMMENDATION:

The report addressed the monitoring of APD officer off-duty employment by suggesting that they establish a Field Inspections Unit and create a database to track each officer's off-duty employment to include employer, hours worked and compensation. The recommendation went on to suggest that the Field Inspections Unit conduct random checks of off-duty activities to ensure compliance with new SOPs, as well as to ensure that watch commanders monitor both off-duty officers' work activity within their Zone and off-duty officers' behavior under their command to ensure compliance with new SOPs.

CURRENT STATUS:

The Field Inspections Section (FIS) was created in 2003, and utilizes a database to track officers' off-duty employment. The database includes employer and hours, but does not address compensation. Officers act as private contractors, and the City is not involved in the negotiating process. One sergeant and two officers from the FIS are also assigned and rotated every 30-45 days to conduct checks of off-duty activities. These checks are conducted randomly each day. Also, every APD supervisor is responsible for monitoring off-duty employment activity within their Zone, as well as the behavior of off-duty officers under their command. Although information on officers with off-duty assignments is available through the FIS database, monitoring is often initiated by complaint or regular checks on existing off-duty jobs, and not through regular FIS database reporting.

FUTURE NEEDS:

As APD continues to grow to the planned 2,000 officers, FIS needs one additional Sergeant and three additional permanent office assistants to keep up with the volume of officers' off-duty employment. APD should research the viability of tracking and/or otherwise monitoring officers' off-duty compensation by the end of 2008. If found to be beneficial, APD should request additional resources to undertake the tasks necessary to track APD officer off-duty compensation.

QPAI PERFORMANCE EVALUATION SYSTEM

LINDER RECOMMENDATION:

The Linder Report recommended that the QPAI system be revamped to give commanding officers more flexibility in motivating poor performing officers and investigators with the goals of enhancing enforcement actions and the successful completion of investigations.

CURRENT STATUS:

APD switched to the City's employee performance evaluation system in November of 2004 and is currently using this instrument. This evaluation tool allows for periodic interaction between the employee and his or her supervisor. This interaction gives the employee the opportunity to remove obstacles to reaching performance objectives during the 12-month rating period. The Performance Evaluation is flexible and may be adjusted to represent the current conditions in the work environment. It requires supervisors and subordinates to communicate more to ensure the employee is evaluated fairly based on current factors.

However, representatives from IBPO report that the elimination of steps/increments at APD has dulled the effect of the performance evaluation system because officers step/increment incentives are not available as a reward for good job performance.

FUTURE NEEDS:

Although the changes to the Performance Evaluation system has allowed for more consistent communication and flexibility, City of Atlanta HR and APD should continue to ensure that evaluation criteria are appropriate in evaluating enhanced enforcement actions and successful completion of investigations. In addition, the City of Atlanta should consistently implement pay steps/increments tied to performance evaluations to ensure that the evaluations are relevant, and rewards are meaningful.

CAREER PATH

LINDER RECOMMENDATION:

In an effort to increase department morale and cultivate APD leaders, Linder recommended that a new, comprehensive, and clearly articulated career path be implemented to provide opportunities for advancement and reward for outstanding contribution to the crime reduction mission by patrol officers, investigators, and supervisors.

The Linder Report did not distinguish between "career path" and "career ladder;" however, APD does make this distinction.

Career Path : “*Career Path*” refers to the ability of officers to identify a path for progression of their skills, opportunities and responsibilities outside of the standard rank progression. For example, an officer may desire to progress from a beat officer to an officer assigned to the RED DOG Unit. The officer remains at the rank of Police Officer; however, s/he has taken advantage of an opportunity to work with an elite set of APD officers to reduce street level drug activity in Atlanta. This progression does not necessarily affect the pay grade or rank of an officer, but provides individual officers the ability to pursue expanding opportunities within the department that require diverse skills and abilities.

Career Ladder : “*Career Ladder*” refers to the progression of APD sworn officers through the steps and ranks of the Atlanta Police Department.

CURRENT STATUS:

Currently, APD only articulates career path information to additional opportunities through the “Specialized Unit” SOP. The SOP gives over-arching requirements for officers to progress from one specialization to another. However, it does not address the requirements necessary for each specific Unit.

In addition, although APD has developed a career ladder for its sworn personnel, it has not yet been implemented. Resources necessary to fund the career ladder have not been made available, so implementation has been stopped. This means that veteran officers who wish to remain at, for example, the level of detective, are not able to progress any further in their career, and will become ineligible for promotions long before retirement.

Regardless, because APD believes this is a crucial step and because it is mandated by CALEA, a draft version of a written directive and a description of the job duties associated with each position in the career ladder have been identified. The Training Academy offers the training associated with the career ladder plan; and a schematic relative to the progression of an employee on a particular career ladder was developed to assist management. A clearly defined career ladder is imperative to the successful progression of the department. For approximately the last eight years, the City of Atlanta has halted step pay increases for sworn personnel. Securing sustained funding is crucial.

FUTURE NEEDS:

By the end of 2008, APD should develop a comprehensive, clearly articulated career path document that expands on existing SOP, and gives officers clear directives on what is required of them to progress into a specialized unit. Communication of this path to all APD personnel must be a priority to provide line officers with opportunities for growth.

Given that approximately two years have passed since the development of the original career ladder plan, APD should review, update and refine the plan during the first quarter of 2008 in preparation for submission for the City of Atlanta FY08/09 Budget. The review and update should include finalizing the details as to applicable training beyond the POST requirements; determining responsibilities within the Department; and proposing ordinance changes on promotion to different levels of police officer, investigator, sergeant and lieutenant.

Finally, in order to fulfill the career ladder outlined by APD in the career ladder plan, funding for the incentive steps, additional instructors, and administrative staff, estimated at approximately \$4.3 million³ must be secured and sustained.

ARREST PROCEDURES

LINDER RECOMMENDATION:

The report suggested that the Department's arrest policy require that suspects arrested be charged with the most serious appropriate crime as defined by Georgia state statutes to ensure that violent offenders are removed from the street and eligible for prosecution on the most serious charge.

CURRENT STATUS:

This is indeed the case. APD arrest policy states that those apprehended should be charged with the most serious crime as defined by the Georgia State statutes. The policy is consistently reinforced through officer training. However, in practice, charges are sometimes made based on the situation in an effort lay the charge that is most likely to keep the offender off of the street.

FUTURE NEEDS:

APD should continue to enforce officers' mandate to pursue the highest charges and to route cases through appropriate courts.

CRIME STRATEGIES

LINDER RECOMMENDATION:

³ Original APD Career Ladder Plan can be found as attachment 2-F of the Technical Appendix.

In an effort to focus concerted and collaborative common effort on the best enforcement opportunities for crime reduction, the Linder Report suggested that crime strategies in six key areas be based on national best practices, and local conditions and considerations. The report also recommends that the strategies be made available in printed booklets to all APD personnel in an effort to communicate the intended strategies.

Violent Crime Hot Spots Strategy

CURRENT STATUS:

This recommendation continues to be implemented, but is not printed and made available to APD personnel. The APD has undertaken numerous strategies to combat violent crime hot spots, and has long partnered with numerous federal, state and local agencies (such as Project Safe Neighborhood) to combat violent crime in the city of Atlanta.

Narcotics Enforcement Strategy

CURRENT STATUS:

A Narcotics Enforcement Strategy has been developed, but has not been printed and made available to APD personnel. The recent reconstruction of the Narcotics Unit has dictated the development of a four-tiered strategy to address narcotics enforcement in the City of Atlanta⁴.

Sex Crimes Reduction Strategy

CURRENT STATUS:

A SEX CRIMES REDUCTION Strategy does not exist as a formal document. However, a Sex Crimes Reduction Strategy is in use within the Special Victims Unit (SVU). The strategy focuses on serial rapists, stranger-to-stranger rapes, quality case preparation and the discovery of evidence.

Warrant Enforcement Strategy

CURRENT STATUS:

⁴ See the Narcotics Unit portion of Chapter 1: Reengineering Crime Fighting Operations of this report for more information.

A Warrant Enforcement Strategy has been developed, but is not currently printed or available to APD personnel. The Fugitive Unit primarily investigates and serves all arrest warrants involving Violent Part I Crimes.

Burglary Strategy

CURRENT STATUS:

There is no citywide plan to address burglary. Every Zone works burglaries in their assigned areas according to what crime patterns dictate. Information is shared with other Zone Investigative Units at the weekly CID meeting. If necessary, information is shared via email or phone calls during the week.

Auto Theft Strategy

CURRENT STATUS:

There is no formalized auto theft strategy printed and available for APD personnel. However, APD has created a high profile and aggressive police presence to reduce the number of auto thefts in the City. The Auto Theft Task Force (ATTF) is primarily responsible for locating and recovering stolen vehicles and addressing associated criminal activities, as well as apprehending and arresting the person(s) in control of those vehicles or participating in associated criminal activities.

FUTURE NEEDS:

Although many of the critical areas within APD are guided by strategic plans developed and maintained within individual Units, none have created and distributed formal plans. This approach does not allow for the department to jointly target problem areas, identify goals and assign tasks on a coordinated basis. In an effort to comply with Linder's recommendation, APD should develop plans within critical areas and publish them on an annual basis for the entire department to access and utilize by July 2008. In addition, APD should develop a strategic planning process that gives the entire department unified goals for which to strive. Department strategic plans should be completed by the end of the first quarter of each year and made available to entire department beginning in 2009.

INTERAGENCY COLLABORATION

LINDER RECOMMENDATION:

Linder & Associates recommended that APD invite representatives of the fifteen other law enforcement entities in Atlanta below the federal level to participate in a citywide crime-reporting network whereby all criminal incident

information and arrest activity, regardless of location of occurrence within Atlanta, is shared and becomes known to all participants. This suggestion represented an important step in addressing crime reporting and crime prevention through a coordinated, collaborative approach.

CURRENT STATUS:

APD met this recommendation by inviting other law enforcement agencies below the federal level to participate in sharing criminal incident information through a number of efforts. First, the APD Intelligence Unit conducts the Metro Atlanta Criminal Information Network (ACIN) meetings monthly in an effort to share information. These meetings have provided a routine platform for metro agencies to bring updates on criminal activity and suspects to all participating law enforcement agencies. APD also leads the Commercial Metro Robbery Task Force, which shares information regarding commercial robberies with a number of area law enforcement agencies; and participates in the FBI's Joint Terrorism Task Force where they collaborate with a number of federal, state and local agencies to share information regarding suspected terrorist activities.

APD personnel also share Homeland Security information with the FBI, the GBI and other local agencies during G-TIP. Finally, through the Crime Stoppers Atlanta Law Enforcement Task Force, APD and other law enforcement representatives share information regarding crimes that may benefit from tips from area residents.

FUTURE NEEDS:

Many of the above mentioned efforts are coordinated at the federal or state level; however, APD, as the largest and most metropolitan police department in Georgia should take the lead on local networking. The City of Atlanta, lead by APD, should consider implementing a formalized process that allows for citywide criminal incident and arrest reporting between agencies, perhaps similar to COBRA. This type of system would not only facilitate information sharing, but would set the foundation for coordinated crime prevention and response efforts to crime city-wide. In addition, it would enable a true depiction of the level of crime in Atlanta and would open the door to participation from other community-base and city organizations in addressing crime. APD should lead the effort to begin this process by the end of the second Quarter of 2009.

INTERNAL COMMUNICAITONS

LINDER RECOMMENDATION:

There exists a significant correlation between morale and effective policing. One of the Linder Report's strategies for improving department morale included strengthening communications within APD. The Linder Report recommended that a communications program, under the personal direction of Chief Pennington, should be designed and implemented to articulate the Chief's crime fighting vision, define his expectations, discuss issues of

importance to department leadership and to officers, and secure cultural commitment from all to crime reduction.

CURRENT STATUS:

An internal communications plan was implemented and is consistently updated to address departmental changes. In May of 2007, a new Public Information Manager was hired to oversee the Public Affairs Unit (PAU). An 18-month Communications Plan was created and is being executed. It includes seven strategies; one of which reads, "Create and carry out a strategic internal communications plan to build morale within the department to help create and maintain a higher level of employee satisfaction." Within this strategy are a number of tactics, including weekly COBRA presentations, executive command staff outreach, updating *The APD Bulletin*, improving the intranet (Horizon), conducting an internal communications survey, reviewing and managing APD's internal recognition program, employing an external recognition program, improving e-mail access for APD employees, and creating additional special events for the APD extended family.

The department is dealing with internal morale issues as a result of fiscal tightening and a number of incidents that have marred the department's image. Internal audiences are arguably the most important audience to the department during the next year. The PAU has begun to lay the foundation for the new program. High employee morale leads to staff taking pride in their work and the organization. A more responsive and resident-focused police department equates to a happier organization – one that can work in partnership with the community and one that officers are dedicated to, resulting in a greater ability to recruit, a greater retention rate of police officers and a more attractive department to promote to potential recruits. This portion of the plan will take at least 18 months to implement, along with additional resources.

FUTURE NEEDS:

It is imperative APD devote financial resources to improve internal communications. APD PAU will submit a request for the City of Atlanta FY08/09 Budget for funding for items such as Horizon technology upgrades, internal recognition, external recognition and other events and activities to approve employee morale.

EXTERNAL COMMUNICATIONS

LINDER RECOMMENDATION:

The Linder Report also recognized the importance of strong community perception and relationships. As such, the report recommended establishing a media relations program, under the personal direction of Chief Pennington and in collaboration with the Office of the Mayor, to address concerns of the Atlanta community about crime and law enforcement issues, to identify actions citizens can take in helping the police prevent crime, and to communicate APD progress in reducing crime.

Public Affairs

CURRENT STATUS:

APD has maintained a Public Affairs Unit (PAU) since Chief Pennington joined the department. Since that time, the PAU media staff has been expanded to ensure the public is provided more timely and accurate information. The PAU's communications plan includes strategies to create consistency for APD's external communications efforts.

The plan's strategy reads, "Nurture professional and productive relationships with media whose influence spheres include primary and tertiary audiences." Some of the tactics include, creating and maintaining up-to-date, accurate and targeted media lists; conducting media training for PAU staff and officers; creating a "Media Advisory Panel" that meets quarterly; creating 'key messaging' support to staff; conducting media tracking and evaluation; and making proactive media pitches. Within a month of the program implementation, media were covering more proactive stories pitched by the PAU.

Community Services

CURRENT STATUS:

The APD Community Services staff provides a number of programs that continue to establish strong lines of communication between the Department and the community it serves. The Neighborhood and Business Watch Programs are the nucleus of the Community Services Unit, generating interest among citizens and propelling them into action to increase participation in neighborhood and/or commercial hub safety issues.

In addition, the Unit conducts follow-ups on every burglary report in an effort to contact the victim. Free security surveys based on walk-thrus offer victims information about weaknesses and make suggestions to strengthen areas. The Community Services staff also continues a number of additional programs that take proactive steps in assisting the community to prevent crime in their areas. These include the Vacant Housing Initiative, Operation Snapshot, the Car Alert Program (CAP), Annual Block Captain Training, the Emergency Contact System, the Apartment Managers Initiative, Gun Safety Workshops, Safety/Information Fairs, Youth Programs, the Fingerprinting Initiative, and the 'Go Direct Campaign' Elderly Program. The

FUTURE NEEDS:

Continued work is needed to maintain and nurture relationships with existing and emerging media. APD has provided the resources necessary, staffing-wise, to be successful. However, additional resources are needed to ensure media needs are met, such as mobile podiums, air-cards for computers, and lap tops needed for PAU personnel at crime scenes. These should be purchased in FY07/08.

Additional Crime Prevention Inspectors may be needed to effectively execute the programs offered. Upon decentralization of the Unit, at least three people per zone will be needed to provide adequate coverage in proactive community services strategies, while addressing the needs of victims. There are currently nine Inspectors for the entire city, so an additional nine are needed for optimum deployment.

Also, a training and events budget for personnel to attend training and for community workshops for citizen community leaders would also facilitate strong community service. Finally, during 2008 the Community Services Section should create and implement a plan to leverage community partnerships in pursuit of maximizing services to the citizens of Atlanta.

Chapter 3

Rebuilding Broken Systems

During its investigation in 2003/2004, Linder & Associates found major deficiencies in APD's crime reporting, communications and record keeping capabilities. It found that crime was under-reported and that the records management and communications systems that were in place were in need of major repair.

RECORDS MANAGEMENT SYSTEM

LINDER RECOMMENDATION:

The Linder Report recommended that APD rebuild its Records Management System (RMS). This included conducting a thorough review of the Department's field reporting systems (COPSMORE System), the 9-1-1 CAD hardware and software, and existing records management system with the purpose of seeking out and identifying funding for an enterprise solution that ensured a single point of entry for information to make certain that information flowed in both directions among the three systems. In addition, it recommended during the procurement process for this enterprise solution, that APD gain input from stakeholders including officers, supervisor, investigators, analysts and other end users.

CURRENT STATUS:

Since the report was published, APD has implemented an enterprise solution that moves the department closer to a single point of entry for information entered into their computer aided dispatch (CAD), records management system (RMS) and field reporting system. The COPSMORE system has been retired and replaced by an RMS called the Incident Command Information System (ICIS). This system was made as a sole source commercial off the shelf product purchase. APD and the City of Atlanta Department of Information Technology (DIT) continue to upgrade desktop and laptop computers throughout the department so that all authorized employees have access to the ICIS system. The City of the Atlanta does not currently have a wireless network backbone that allows secure wireless transfer of information, so APD currently uses air cards in laptop computers to allow secure wireless connectivity. Currently, approximately 75% of all police reports are completed in ICIS. The case management piece of the system is still in development.

FUTURE NEEDS:

Implementation of ICIS, and the corresponding hardware upgrades are important first steps in upgrading the APD records management system. However, APD reports that there are still pending connectivity issues to the

precincts, and that some officers are still not able to access ICIS. Strong APD and City of Atlanta leadership is critical to identifying and resolving these issues. Officers should have access to the most up-to-date technology to conduct their everyday business.

By the end of 2008, APD should put processes into place to identify technology challenges and long term solutions to those challenges. Stakeholder input should be a critical piece of this process so that officers (the most important end user) are heard when developing and implementing any APD technology project. Finally, continual focus on identification of law enforcement technology needs and corresponding funding for technology projects must continue, and should be the focus of annual reviews during Departmental Strategic Planning.

NEW AUDIT AND COMPLIANCE UNIT

LINDER RECOMMENDATION:

In an effort to further improve the record keeping capabilities at APD, Linder recommended that an Audit and Compliance Unit be created that personnel be assigned, training be conducted and that standard operating procedures (SOP) be established to govern the Unit. In addition, the recommendation added that personnel should be assigned to the Unit on a rotating basis to maintain the highest level of reporting standards.

CURRENT STATUS:

The Audit and Compliance Unit was established and a SOP developed in 2004. Rotations were established and the Unit was functional until February 2006 when it was converted to the ICIS Project Team whose primary responsibilities were the development, testing and implementation of ICIS. A plan is in place to repopulate the Audit and Compliance Unit and to refocus their duties back to conducting audits of the Department's reports and ensuring compliance.

FUTURE NEEDS:

The important function of the Audit and Compliance Unit cannot be overstated. The integrity of APD's reporting and record keeping capabilities, questioned in Linder's 2004 report, cannot be protected without a fully staffed and functioning Audit and Compliance Unit. APD should immediately refocus the Audit and Compliance Unit back to conducting regular audits in order to comply with Linder's recommendations. Necessary staffing should be determined and requested in the City of Atlanta FY08/09 budget, and staff should work in conjunction with rotations.

Once the Unit is reestablished, a schedule of regular audits should be established and published for the entire department. Additionally, regularly scheduled audits should be conducted every two years by an independent auditor outside of APD to review various aspects of APD's reporting and call taking capabilities.

COMMUNICATIONS SECTION

LINDER RECOMMENDATION:

During Linder & Associates' research, the group found that the APD Communications Section was in need of a number of changes in order to better serve the citizens of the City of Atlanta. The report recommended that 9-1-1 Call Center Procedures be updated and training upgraded to ensure that patching two Zones together on the radio system and routing 'crimes in progress' calls to Teleserve no longer occurs. They suggested that APD re-examine its priority system for dispatching police response to calls for service to shorten response times, and modify the radio signal system to ensure accurate tracking of police activity.

The report also recommended developing a call path plan to distinguish 9-1-1 emergencies from non-emergency and conducting a feasibility study to assess benefits and costs of creating a citywide non-emergency line, which would help prioritize and reduce call volume. Finally, Linder recommends that some action be taken to alleviate the number of false alarms that APD is required to respond to in the City.

CURRENT STATUS:

At the time of publication of the Linder Report, patching was occurring on a regular basis. Currently, patching only occurs during non-peak hours, limited staffing, and low call volume. Patching never occurs during major events, and personnel levels have been adjusted to better accommodate Call Center needs. Call Center procedures have been revised to prohibit operators from routing crimes in progress, crimes of a violent nature or auto thefts to Tele-Serve. The priority system outlined in the Communications SOP, and currently being used at APD, lays out steps to be taken for dispatching police response as quickly as possible. Additionally, the radio signal system was revamped after the fire/police consolidation in March 2006 to facilitate better communication and call tracking.

There is currently no system in place to redirect non-emergency calls away from the 9-1-1 Center. Call volume at APD Call Center is elevated due to non-emergency calls made to 9-1-1. The City is in the process of developing a plan for non-emergency calls to 3-1-1 which will address Watershed calls only. In addition, no action has been taken to address false alarms in the City of Atlanta.

FUTURE NEEDS:

In an effort to continue the progress made by the APD communications system, an independent external audit of APD call-taking and dispatching procedures, and reporting of call times should be conducted every two years. This data can be benchmarked and compared to best practices to ensure that response times are adequate.

By the end of 2008, steps should be taken to route non-emergency calls to a non-emergency number to alleviate emergency call volume. This would include conducting an evaluation of the impact of non-emergency calls to the 9-1-1 Center, and developing an internal plan to divert non-emergency calls. In addition, the city should consider utilizing the 3-1-1 number to also address non-emergency public safety calls in the near future.

During the first Quarter of 2008, APD should work with the City to address false alarm calls for service. The APD has already developed a draft plan to outsource this function, based on best practices from other cities. It is imperative that APD and City of Atlanta agree upon a solution as soon as possible in an effort to relieve APD officers from repeated response to false alarms.

Chapter 4

Resourcing the APD

LINDER & ASSOCIATES BELIEVED THAT IN ORDER FOR APD TO REACH ITS POTENTIAL AS A PREMIER LAW ENFORCEMENT AGENCY, IT MUST HAVE RESOURCES AVAILABLE.

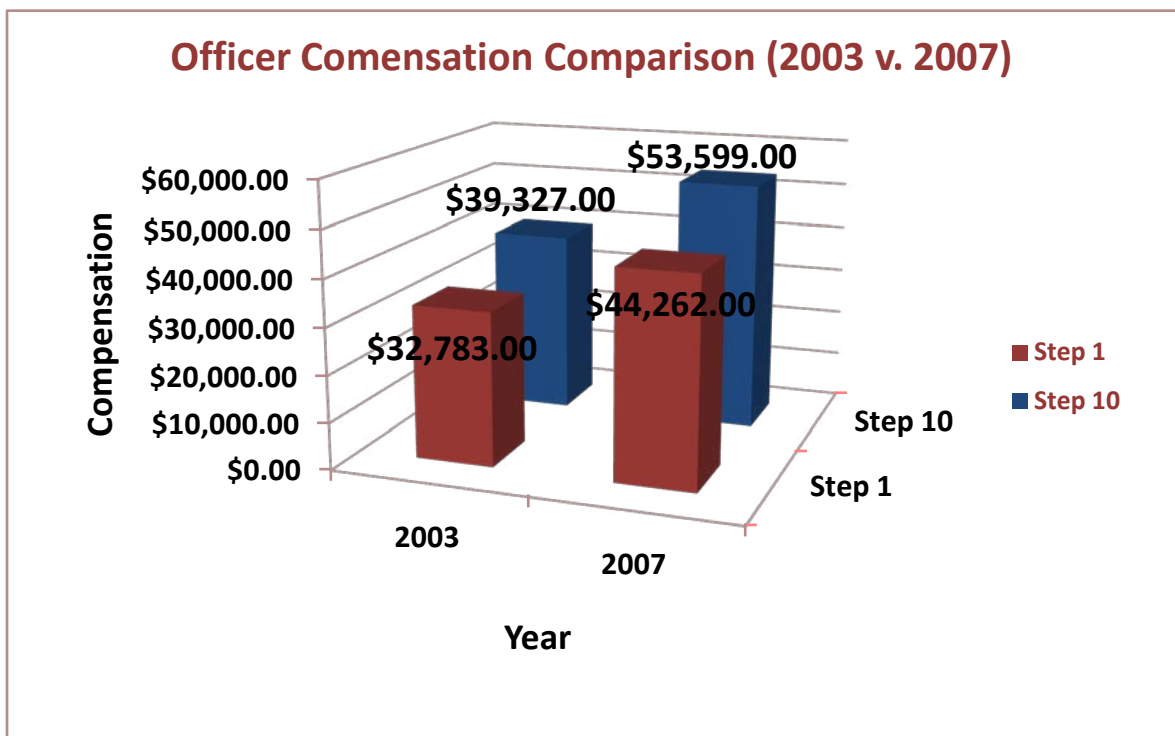
SWORN OFFICER COMPENSATION

LINDER RECOMMENDATION:

Based on interviews with APD officers, the report recommended that the Department raise salaries by 40%.

CURRENT STATUS:

The recommended goal of increasing the salary for police officers by 40% has not been reached. Officers' salaries have increased approximately 20% since 2003, which is approximately half of the 40% recommendation.



FUTURE NEEDS:

The City of Atlanta should continue raising officer salaries at least another 20% (taking into consideration cost of living) to fully reach Linder's recommendation of a 40% increase in salary. This effort is a critical step to ensure

that APD is competitive with other similarly sized departments; can retain experienced officers and is able to recruit new ones.

HUMAN RESOURCES

LINDER RECOMMENDATION:

The study conducted by Linder & Associates determined (based on other cities with similar population and crime rate) that APD was in need of more officers. Based on City demographics at the time, the report recommended that APD's authorized strength be increased to 2,000 officers. In addition, the report recommended that a thorough review of officers performing civilian tasks be conducted and that results be reported to the City in so that civilian positions could be allocated and sworn officers placed back on the streets of Atlanta.

CURRENT STATUS:

The City of Atlanta has increased the number of authorized sworn positions for APD. The current authorized strength stands at 1,837. City of Atlanta leadership has committed to raise the authorized strength to 2,000 incrementally as APD is able to recruit and hire them. In addition, an inventory of APD's officers performing civilian tasks was undertaken, and will be revisited in 2008. Approximately 25 officer performing civilian tasks positions were identified to be transitioned to civilian positions in the area of Office of Professional Standards, Financial Management, Public Affairs, Chaplain, Property Control and Crime Analysis. Currently 28 Civilian Police Office Assistants (POA) occupy sworn positions performing necessary administrative duties.

FUTURE NEEDS:

APD should expedite, and the City should approve requests for civilian positions to backfill the positions currently filled by officers performing civilian tasks. It is anticipated that in 2008, the sworn positions currently occupied by POAs will be filled by Sworn Police Officers and as a result it will be necessary to create permanent civilian positions to replace the POAs in the FY08/09 budget. APD should continue to take steps necessary to ensure that all available resources are deployed to the field.

FULL DEPLOYMENT

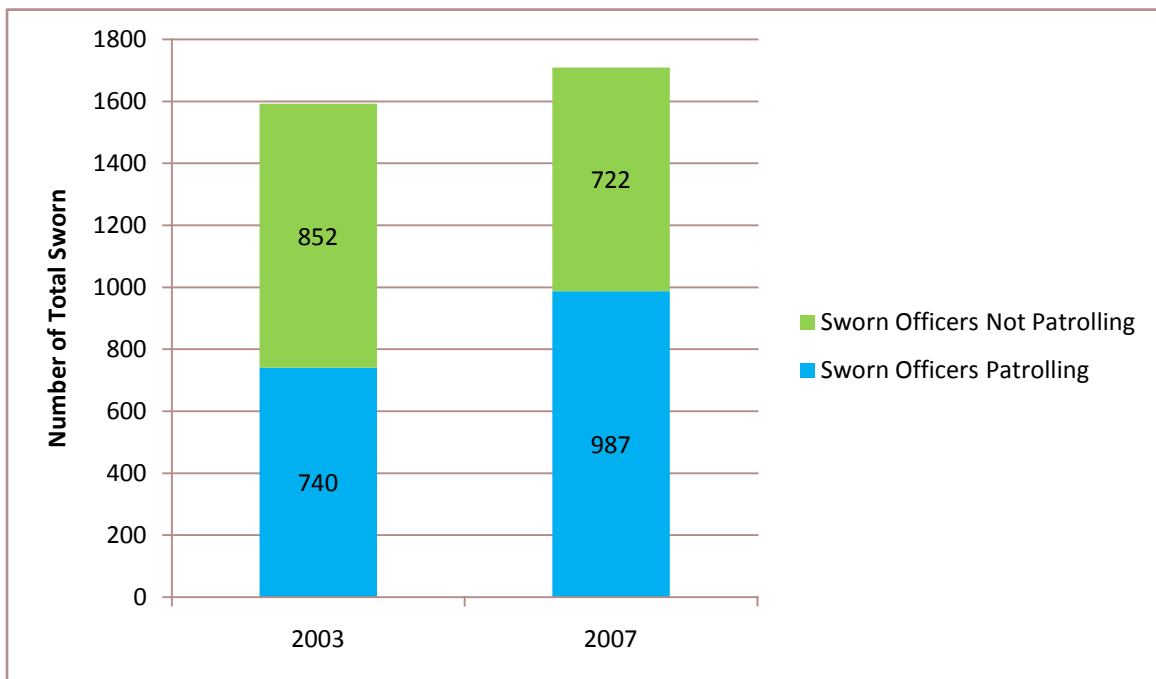
Recommendation:

Linder & Associates made specific recommendations to fully deploy APD officers once the number of officers at APD reaches the 2,000 mark. They suggested the following:

- **250 additional officers patrol Atlanta’s streets and answer 9-1-1 calls**

CURRENT STATUS:

Since the time of the report APD has increased the number of officers proactively patrolling Atlanta’s streets and/or able to respond to 9-1-1 calls by 247 officers.



- **200 additional narcotics and uniformed RED DOG officers be assigned to curb drug dealing**

CURRENT STATUS:

Two hundred (200) additional narcotics and uniformed RED DOG officers have not been assigned. Officers assigned to the Narcotics and RED DOG Units have only increased by 12 positions since 2003 – six in each Unit. Planned increases in the number of combined Narcotics and RED DOG officers will improve the strength to approximately 121 officers once the Department goal of 2000 officers is reached.

- **96 additional investigators ensure a fully staffed CID with a minimum of 14 Zone based investigators**

CURRENT STATUS:

Eighteen (18) new investigators are needed to achieve the recommended staffing of 14 investigators per Zone. In 2003, 257 Investigators were assigned to the CID. Currently, 263 Investigators are assigned to the CID – a total of six have been added to CID. Approximately, 69 investigators are FOD-based. Zones 1, 2 and 3 have 12 investigators each assigned; Zones 4, 5, and 6 have 10 investigators each assigned; and the Airport has three investigators assigned. Based on the national average, APD plans on having approximately 20 investigators assigned per Zone when additional staff is available.

- **12 investigators and two supervisors assigned to the Fugitive Unit to take known criminals off the street**

CURRENT STATUS:

Currently, 12 Investigators and two supervisors are assigned to the Fugitive Unit. As of November 2007 the Fugitive Unit has reached its full strength as recommended by Linder.

- **10 sworn personnel staff the Audit and Compliance Unit.**

CURRENT STATUS:

As of November 2007, no sworn personnel have been assigned to the Audit and Compliance function. Notwithstanding, one supervisor from each Zone has rotated to the unit to handle required functions (Borrowed Personnel).

FUTURE NEEDS:

As APD reaches the staffing level of 2,000 officers, APD must continue to ensure sworn officers are deployed to the streets of Atlanta to fulfill Linder's recommendations. In addition, the Department must review position descriptions annually to ensure sworn officers do not occupy civilian positions within the department. Finally, because APD will be increasing recruiting to increase the number of officers, it will have a younger force. As part of the Department's annual strategic planning process, APD should evaluate its training opportunities annually, and ensure that officers are adequately trained and ready to fill department positions.

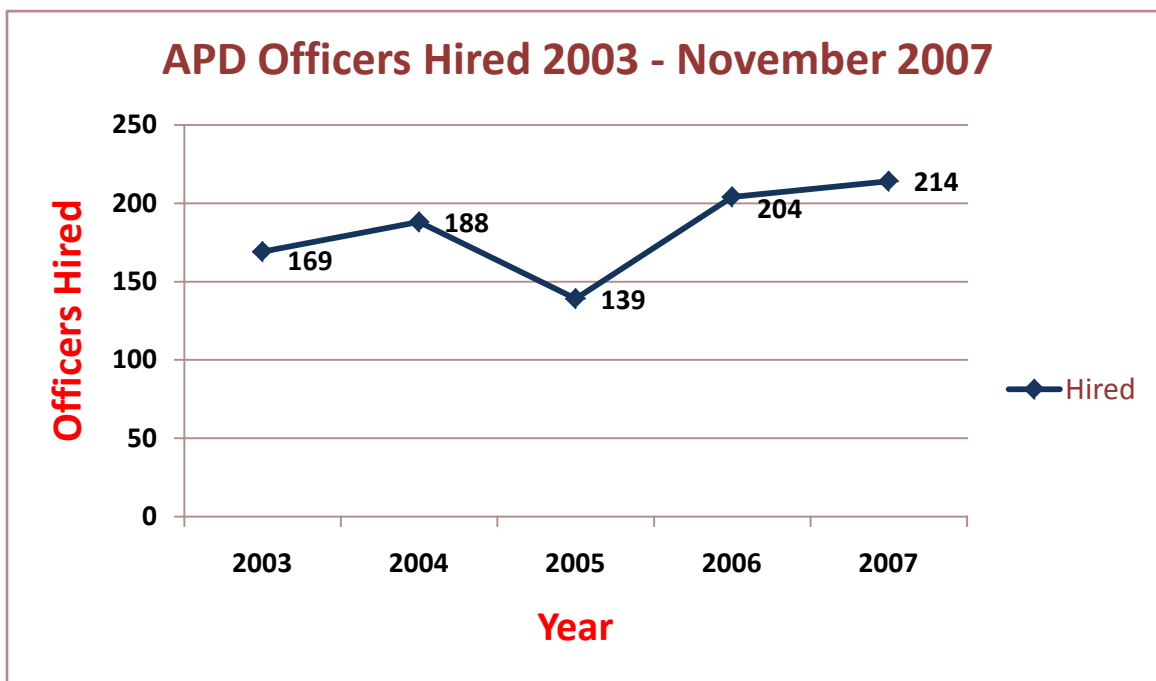
RECRUITING

LINDER RECOMMENDATION:

In order to fill the positions that Linder & Associates recommended, the report suggested accelerating the recruiting process, and ensuring that the Academy was able to accommodate the additional recruits.

CURRENT STATUS:

The Recruitment Unit has accelerated its recruiting process over the last five years. Since 2003, the number of APD recruits has steadily increased. The Background/Recruitment Unit has taken a number of steps to streamline the application process, market and advertise job opportunities and diversify applicants. The Unit continues to make improvements in its recruiting process in an effort to increase the number of new recruits to 300 for 2008.



To accommodate these new recruits, the Atlanta Police Academy rented additional space at its existing facility. However, the Special Operations Section still operates out of the Academy, occupying some of the existing space. In addition, the number of personnel assigned to the Academy has not increased since the Linder Report was published in 2004.

FUTURE NEEDS:

Continuing to increase the number of officers at APD is critical to reaching many of Linder's recommendations, and to making APD a premier law enforcement agency. Reaching the 2000 level at APD is just the start. As the City grows, so should the number of officers serving the city. The Background/Recruitment Unit must continue to employ cutting edge recruitment practices - selected based on continual evaluation of the effectiveness of its activities - to draw the best and the brightest officers to APD. To do so, they must have the financial support of the department and the city.

Getting bright new officers in the door is only the first step in reaching the goal of 2,000 officers by 2009. To reach its goals, the Department must make strides to stem attrition, both through resignation and retirement. Department and City leaders should continue to identify strategic ways to address attrition as a part of the annual strategic planning process.

In addition, once these recruitment goals are met, the Police Academy must have the resources to continue to operate as a premier law enforcement training academy. In order to ensure that space allocated is adequate and appropriate, the City should secure rental space, or consider making a capital expenditure to build a new training facility. In addition, prior to July of 2008, APD should review Training Academy personnel capacity to determine if the staffing level is sufficient to support the increased numbers of new recruits and to request additional personnel if necessary in the City of Atlanta FY08/09 Budget.

MATERIAL RESOURCES

LINDER RECOMMENDATION:

The final recommendation of the Linder Report's section on Resourcing APD suggested that the department develop a comprehensive planning document to identify ways APD could seek out and secure federal, state and private funding for technology and equipment.

CURRENT STATUS:

Although APD has been successful in securing approximately \$32 million in grant funding for technology projects alone, no comprehensive planning document to search out and secure funding has been created.

FUTURE NEEDS:

Beginning in 2009, APD should develop a comprehensive planning document to secure grant funds annually based on the goals of the APD Strategic Plan. APD will need the assistance of all levels of government if it is to operate as a progressive law enforcement agency. Atlanta is home to a multitude of federal offices, is the capital of the State

of Georgia, and is the economic hub of the South - and it should be protected as such. APD must be in the driver's seat in pooling resources necessary to best protect the City of Atlanta.

Chapter 5

Restoring Police-Community Accountability

THROUGHOUT THE LINDER & ASSOCIATES REPORT, THE RECOMMENDATIONS AIM TO IMPROVE APD COMMUNITY POLICING EFFORTS THROUGH PLACING THE POLICE OFFICER AT THE FRONT RANK OF THE ORGANIZATION, NOT THE LOWEST RANK, AT THE DELIVERY POINT OF SERVICE AND PROBLEM SOLVING IN THE COMMUNITY. ACCORDING TO FRIEDMANN (1992) "COMMUNITY POLICING IS A POLICY AND A STRATEGY AIMED AT ACHIEVING MORE EFFECTIVE AND EFFICIENT CRIME CONTROL, REDUCED FEAR OF CRIME, IMPROVED QUALITY OF LIFE, IMPROVED POLICE SERVICES AND POLICE LEGITIMACY, THROUGH A PROACTIVE RELIANCE ON COMMUNITY RESOURCES THAT SEEKS TO CHANGE CRIME-CAUSING CONDITIONS. IT ASSUMES A NEED FOR GREATER ACCOUNTABILITY OF POLICE, GREATER PUBLIC SHARE IN DECISION-MAKING AND GREATER CONCERN FOR CIVIL RIGHTS AND LIBERTIES."⁵ IN 2002 THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE ADOPTED A RESOLUTION RECOGNIZING THE VALUE OF COMMUNITY POLICING FOR HOMELAND SECURITY EFFORTS.⁶

CULTURAL CHANGE

LINDER RECOMMENDATION:

Linder recommended that a "conscious, orchestrated effort be undertaken to uproot the culture of mistrust and cynicism, between the APD and the public it serves, as well as within APD itself." They understood that organizational change, such as this, happens in a multi-faceted approach over time, and requires a sustained endeavor by the Chief, his vision for the Department and the progress being made to convince members of APD and the citizens of Atlanta that APD is a renewed organization committed to the highest standards of professionalism and integrity, and dedicated to keeping Atlanta safe. Linder recommended that APD abide by a strategy of transparency and inclusion both internally and externally to continue to drive a cultural change.

CURRENT STATUS:

Since Chief Pennington's arrival, APD has adopted a number of strategies that continue to collate into a "strategy of inclusion openness, and respect for all officers and citizens alike." The Public Affairs Unit (PAU) Communication Plan contains a strategic public outreach effort, including conducting a bi-annual resident satisfaction survey, creating an on-line feedback mechanism for the public, providing crime prevention information on-line that can

⁵Friedmann, Robert R. 1992. *Community Policing: Comparative Perspectives and Prospects*. Hemel Hempstead: Wheatsheaf Books.

⁶ International Association of Chiefs of Police, 2002 Resolution. (2002). *Community policing - A valuable tool in the fight against terrorism*.

easily be downloaded for use, ensuring APD Command Staff attend and participate in public meetings, and coordinating a Chief's Town Hall Tour in 2008.

In addition, APD Command Staff attend numerous community meetings each week and provide crime statistics and other crime prevention initiatives and information. Also, Citizen Advisory Councils have been established in each Zone to improve understanding and communication between the police and citizens. APD Zone Commanders select Citizen Advisory Council members from the community, and organize quarterly meetings.

Additionally, as mentioned in Chapter 2 of this report, the Community Services Section of APD focuses on developing and sustaining relationships with the community through a variety of outreach programs.⁷ APD also hosts the Citizens Police Academy which provides an opportunity for the police department to provide information on police operations to City of Atlanta citizens; and allows citizens to provide feedback to the department.

FUTURE NEEDS:

Community Policing

Community Policing is a comprehensive philosophy and strategy that is based on being proactive and on building partnerships (in addition to, not instead of, reactive policing). APD should focus on three key parameters to strengthen their approach to community policing:

1. Intra-departmental organizational change
2. Inter-agency organizational change
3. Mapping the community - taking inventory

Intra-departmental organizational change

APD should continue to be committed to internal departmental organizational change that will focus on decentralization, flattening the rank structure and increased civilianization (where appropriate). This includes enhancing internal communication; improving officers' discretion; continuing to focus on increasing the level of education and training of officers; encouraging specialized skills in officers; rewarding officers based on performing proactive activities; offering both tangible raises/promotion as well as intangible recognition for work well performed; and emphasizing community policing department-wide.

Inter-agency organizational change

⁷ See Chapter 2 of this report.

Enhancing interaction across agencies (law enforcement and social/municipal services) should occur as inter-agency communication is flattened, scope of interaction increases, and joint planning and activities are carried out. Through strategic planning and interagency collaboration, APD should articulate its mission/needs to other agencies while learning what the mission/needs of other agencies. Interagency cooperation should be encouraged and rewarded. APD should examine the feasibility of establishing an entity like the Atlanta Police Foundation's Security Council that will focus on inter-agency information exchange and problem solving.⁸

Mapping the community: Taking inventory

In addition to crime-mapping and using GIS (which APD has been doing) it is imperative that APD also take inventory of the community it serves. APD should commit to enhancing a climate conducive to partnership building and to support broad-based community activities. APD should also work with other social service agencies to provide a stronger voice to informal/formal institutions by increasing reliance on family, school, church, civic associations, the business community, and on volunteers. APD should seek to establish a community clearinghouse to share its community policing activities with others by focusing on strategies, problems, as well as program evaluation.

AT-RISK YOUTH

LINDER RECOMMENDATION:

Finally, the report recommended that APD work to advance and strengthen police youth programs and open lines of communication that would build trust between the City's youth and APD officers. Studies have shown that if a young person respects a police officer on the ball field, gym or classroom, the youth will likely come to respect the laws that police officers enforce. Such respect is beneficial to the youth, the police officer, the neighborhood and the community as a whole.

CURRENT STATUS:

A number of APD Units focus activities on addressing At-Risk Youth in Atlanta. First, the APD Special Victims Unit participates in the Child Abuse Case Tracking Information System (CACTIS) information-sharing database which allows law enforcement, Department of Family and Children Services, schools, Georgia Center for Children, and Juvenile Court to share information on child abuse cases. This system allows for the early detection of at-risk children.

⁸ Dr. Friedmann calls this entity the "Super-agency"

Additionally, juveniles possibly associated with gangs are another area of on-going concern in the City of Atlanta. The APD Gang Squad is currently conducting a detail with the focus on identifying gang members, arresting gang members and removing contraband from the Atlanta communities. The Gang Squad keeps a current database for identifying all gang members, and collaborates consistently with the School Detectives Unit.

Also, the Police Athletic League (PAL) is able to impact “at risk” youth by offering sports, educational, counseling and other programs. Additionally, the Weed & Seed Squad currently has an officer assigned to operate a Mobile Community Outreach Police Station (M-COPS) whose primary function is to provide positive police interaction with community contacts in designated areas (English Avenue and Vine City communities). The officer participates in such events as National Night Out and Red Ribbon Days and is currently seeking grant funding to establish programs that focus on at risk youth.

Finally, the “Dear John” campaign launched in November 2006 placed several enforcement responsibilities on the APD Vice Unit.

FUTURE NEEDS:

APD should lead a coordinated effort to reach at-risk youth by focusing on collaborating internally, and with community partners who have a stake in Atlanta’s youth. The Department should develop a plan that identifies cutting-edge ways communicate with and mentor youth, leveraging the assets of all participating organizations.

Glossary

| | |
|---------------|---|
| ACIN | Metro Atlanta Criminal Information Network |
| BATFE | Bureau of Alcohol, Tobacco, Firearms and Explosives |
| CACTIS | Child Abuse Case Tracking Information System |
| CAD | Computer Aided Dispatch |
| CALEA | Commission on Accreditation for Law Enforcement Agencies |
| COBRA | Command Operations Briefings to Revitalize Atlanta |
| CODIS | Combined Offender DNA Index System |
| DC6 | Disorderly Conduct Section 6 Ordinance |
| DFCS | Department of Family and Child Services |
| FIT | Field Investigative Teams |
| GCIC | Georgia Criminal Information Center |
| IBPO | International Brotherhood of Police Officers |
| M-COPS | Mobile Community Outreach Police Station |
| NCIC | National Criminal Information Center |
| NIMS | National Incident Management System |
| NPU | Neighborhood Planning Units |
| Part I Crimes | Violent crimes including Homicide, Aggravated Assaults, Robbery, Sex Crimes and Crimes against Children |
| POA | Police Office Assistant |
| PSN | Project Safe Neighborhoods |
| RED DOG | Running Every Drug Dealer Out of Georgia |
| RMS | Records Management System |
| SRFTF | United States Marshal's Southeast Regional Fugitive Task Force |
| SVU | Special Victims Unit |
| USDAO | United States District Attorney's Office |
| VCIT | Violent Crime Intervention Team |