



# THE MISMANAGEMENT OF THE BALTIMORE POLICE DEPARTMENT AND ITS IMPACT ON PUBLIC SAFETY



# Dear Baltimore,

They say that change is gradual, and that trying to accomplish too many things at once is what leads to frustration and failure; however, the City is suffering, and people are dying. To that end, I present you with the 2019 Baltimore City Lodge #3, Fraternal Order of Police report on The Mismanagement of The Baltimore Police Department and Its Impact on Public Safety. This report details some of the current deficiencies preventing the Baltimore Police Department from having an effective crime reduction strategy.

To the men and women of FOP #3, I thank you for your continued support, and for the extraordinarily hard work and unwavering dedication to the good people of Baltimore.

We look forward to working with all of the stakeholders to make Baltimore a safer place to live, work, and visit.

Michael T. Mancuso  
President

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|--|-----------|
| <b>Executive Summary</b>   | <b>2</b>  |
| <b>Introduction</b>  | <b>9</b>  |
| <b>Methodology</b>   | <b>10</b> |
| <b>7 Years Later – A Review of the<br/>Blueprint for Improved Policing</b> | <b>10</b> |
| <b>Key Findings, Concerns, and<br/>Recommendations</b>                     |           |
| ACCOUNTABILITY & TRANSPARENCY  | 11        |
| COMMAND ACCOUNTABILITY   | 14        |
| STAFFING – ASSESSMENT, RECRUITMENT &<br>RETENTION, CIVILIANIZATION         | 16        |
| CONSENT DECREE   | 23        |
| <b>Summation</b>   | <b>25</b> |

## EXECUTIVE SUMMARY

# The Mismanagement of the Baltimore Police Department and its Impact on Public Safety

BALTIMORE POLICE COMMISSIONER MICHAEL HARRISON RELEASED HIS CRIME REDUCTION STRATEGY ON JULY 18, 2019, SOME FIVE MONTHS AFTER HIS ARRIVAL AND NEARLY SEVEN MONTHS AFTER THE INCEPTION OF THE EFFORTS TO BRING HIM TO BALTIMORE. SINCE JULY, THE CITY HAS AVERAGED ONE MURDER PER DAY, AND AT THE TIME OF THIS WRITING, HOMICIDES ARE UP 17% AND NON-FATAL SHOOTINGS (FAILED MURDERS) UP 24%. TOTAL GUN CRIME IS UP 23%.

In the recent months, the BPD has investigated a significant number of high-profile violent crimes including, but not limited to heinous acts against women, children, promising young athletes and entrepreneurs; and, even our colleagues in the BPD. Enough is enough!

Commissioner Harrison's plan is not aligned with the reality of a police department that is hundreds of officers short. It is full of vague terms and politically correct prose, yet there is zero specificity as to how he actually intends to reduce crime. Although it alludes to some good ideas, by design, the vagueness makes it difficult to hold him accountable, since he promises nothing.

Now more than ever, the BPD should be focused on strategies and real solutions to reduce violence. Commissioner Harrison's plan has the BPD at step 5, when he hasn't figured out steps 1 through 4. The findings of our report will outline the steps necessary to get the BPD to a point where a robust crime reduction strategy should produce effective results.

Commissioner Harrison has stated that when he arrived in Baltimore, he immediately began a full review of the BPD. He has stated that he found ways to streamline the chain of command, established an appropriate span of control, and that he created better systems of accountability. These claims simply are not true!

## ACCOUNTABILITY & TRANSPARENCY

Our research revealed that the BPD uses two different databases to capture employee records. It appears that no one from the commissioner's leadership team has compared the systems of record, because our findings show that there are thousands of discrepancies between the two. The BPD does an inadequate job of knowing how many employees they have, where those people are assigned, what their rank is, and what their skills are. The BPD does not lack systems ability; they lack leadership and processes to ensure accurate accounting of personnel. FOP #3 has brought these concerns to the BPD, and we were told to stay in our lane and let HR handle HR matters!

In addition to thousands of discrepancies between the systems, our findings have also revealed the following:

- **CONVICTED GUN TRACE TASK FORCE (GTTF) MEMBERS ARE ACTIVE EMPLOYEES ACCORDING TO EMPLOYEE DATA RECORDS.**  
Imprisoned GTTF members Momudo Gondo and Marcus Taylor, who were terminated in 2017 and 2018, remain listed as active employees in the payroll system.
- **THE BPD DOES NOT KEEP TRACK OF WHEN EMPLOYEES LEAVE THE DEPARTMENT.**  
There are nearly 70 police officers listed as active employees who have retired, resigned, been terminated, or passed away. Just over 70% of these separations occurred more than four months ago, giving the BPD ample time to reconcile final compensation.
- **HUNDREDS OF ACTIVE BPD EMPLOYEE NAMES HAVE BEEN LEFT OUT OF INTERNAL AFFAIRS AND EARLY INTERVENTION SYSTEM DATABASES.**  
The systems to capture and identify misconduct, and the flags to trigger early intervention, are missing over 200 active employee records. Their names are not in the system; therefore, they can never be flagged.

- **THE BPD'S OFFICIAL DATABASE OF RECORD HAS MULTIPLE ACTIVE DUTY POLICE COMMISSIONERS.**  
Kevin Davis, who left the BPD in January 2018, and Darryl De Sousa, who left in May 2018, are both listed as the Active Police Commissioner according to employee data records.
- **COMMISSIONER HARRISON IS NOT EVEN LISTED AS AN EMPLOYEE IN THE BPD'S OFFICIAL DATABASE OF RECORD.**

The Consent Decree mandates that the BPD updates its technology, and while Commissioner Harrison has stated that a new records management system is needed, he isn't telling you that they don't fully use the system they have now. Even worse, in July 2019, he asked the City to approve a payment increase for the current vendor. Why would the BPD pay even more money for a system that they don't fully use?

- **THE BPD TELLS THE CITY THAT THE SOFTWARE "IS USED ON A DAILY BASIS ... AND THAT USING ANOTHER VENDOR WOULD COST AN EXORBITANT AMOUNT OF MONEY."**  
Our research shows that the BPD does just this, because they use two different databases to capture employee records.
- **NEARLY 600 OF THE 2,480 SWORN EMPLOYEES' RANK IS NOT RECORDED ACCURATELY.**  
Because of this, it is impossible for the BPD to give a precise breakdown of the department.

All of these issues listed above are not caused by a lack of technology or the need for new technology. These could be fixed today!

## COMMAND ACCOUNTABILITY

Comstat is the management tool that not only reduces crime, it holds commanders accountable. Yet mid-summer, as violence in the city and chaos within the BPD skyrocketed, Commissioner Harrison suspended the weekly accountability sessions. The metrics that are important to Commissioner Harrison must be equally important to his leadership team.

Not only has he skipped more sessions than he has attended, he has failed to set expectations for his commanders to follow. How are BPD commanders held accountable when Commissioner Harrison's crime reduction strategy fails to identify any specific expectations? Without clear goals, there can be no criteria for judging success or compliance.

- **INTELLIGENCE IS NOT BEING COLLECTED OR SHARED WITHIN THE BPD.**  
Intelligence remains siloed which prevents the BPD from sharing this data internally, as well as with our partner agencies and surrounding jurisdictions.

## STAFFING – ASSESSMENT, RECRUITMENT & RETENTION, CIVILIANIZATION

For far too long, the BPD has ignored their staffing levels and is now in a predicament that requires Commissioner Harrison to make staffing one of his highest priorities. The BPD can no longer sustain spending millions of dollars in mandated overtime as opposed to concentrating and dedicating the resources to fill existing vacancies.

In addition to effectively and efficiently using the resources on hand, there needs to be robust plans to recruit new officers, while simultaneously retaining the ones they have.

- **FOR MORE THAN 18 YEARS, THE BPD HAS BEEN LOSING OFFICERS, WHILE REPLACING ONLY 80% OF THEM.**

In other words, more than 4,150 officers have retired or left the BPD, but only 3,300 officers have been hired to replace them. The staggering reality of this is that there are 850 fewer police officers patrolling the City, as compared to 18 years ago.

- **THE REPLACEMENT RATE IS EVEN WORSE WHEN YOU COMPARE ATTRITION AND HIRING BACK TO 2014.**

More than 1,260 officers have retired or left the BPD, but only 880 officers have been hired to replace them. This means that there are 380 fewer police officers patrolling the City, as compared to just five years ago.

For what will likely be the fifth year of 300 plus murders, the BPD is in its second consecutive year when they are on pace to lose more police officers than they will hire. With over 470 vacant positions, it goes without saying that the BPD is woefully understaffed. This further supports our belief that Commissioner Harrison's crime reduction strategy is not grounded in the reality of the current staffing levels.

Despite the narrative coming from Commissioner Harrison about the "success" of the BPD's new recruitment campaign, we cannot ignore the fact that year-to-date through September 2019, when compared to the same timeframe in 2018, the BPD hired 13 less police officers – 136 vs. 123.

- **ALSO ALARMING, IS THAT NEARLY 20% OF THE POLICE OFFICERS HIRED SINCE 2018 HAVE ALREADY RESIGNED.**
- **A REVIEW OF 2019 REVEALED THAT 15% OF THE NEW POLICE OFFICERS HIRED HAVE ALREADY LEFT THE BPD.**

Having a successful sworn recruiting campaign, coupled with a robust retention plan, is only a portion of what's needed. In addition to hiring police officers, the BPD must focus on fulfilling civilian vacancies. The short-term benefits will have an immediate positive impact; this is also a critical component to any civilianization plan. FOP #3 supports the BPD hiring civilian personnel to replace sworn personnel, who are currently performing administrative duties. We also know that the length of time to hire a civilian is drastically shorter than it is to hire and train a police officer.

The City's Fiscal Year 2020 budget called for the BPD to "swap" 62 sworn positions for civilian positions. Commissioner Harrison has stated that decreasing the number of sworn officers will allow the BPD to create civilian jobs. Our research revealed that in July 2019, instead of "swapping" 62 sworn positions, the Mayor and Police Commissioner eliminated over 80 sworn police officer positions and then created 72 new civilian positions.



WHAT COMMISSIONER HARRISON ISN'T SAYING IS THERE WERE NEARLY 50 VACANT CIVILIAN POSITIONS ALREADY AVAILABLE AND THAT HE DID NOT NEED TO DECREASE THE NUMBER OF POLICE OFFICERS IN ORDER TO HIRE CIVILIANS.

Now, four months later, there are over 110 vacant civilian positions. What has been accomplished by doing this? Instead of juggling the numbers, Commissioner Harrison needs to simply hire a professional civilian staff.

Lastly, Commissioner Harrison stated that civilianizing will redirect sworn officers back to critical police work. Our research revealed that by August, the BPD had hired over 40 civilians; of which 22% were hired as part of Commissioner Harrison's executive team.

FURTHER, THERE IS NO EVIDENCE THAT ANY OF THE CIVILIANS HIRED IN 2019 REDIRECTED A SWORN POLICE OFFICER AWAY FROM ADMINISTRATIVE WORK AND BACK TO POLICE WORK.

## CONSENT DECREE

In April 2017, the BPD entered into a Consent Decree with the Department of Justice, and while we are not a party to the agreement, the BPD relies on our members to fulfill the legal obligations contained within it. Our members feel that the BPD has not explained its components and requirements, and because of this, they are unaware of what the ideal implementation would look like. Therefore, they do not know what they are being held accountable to.

Our members do not feel as though they have been trained to properly comply with the Consent Decree. The result has been widespread fear amongst officers who want to return to proactive policing but are fearful of what many have called an "over-zealous prosecutor." It is no secret to our membership that the policies and decisions made by the State's Attorney's Office are based on personal biases and social beliefs, as opposed to the law. The resulting lack of proactive engagement reduces the impact of officers on violent crime, crime prevention, and intelligence gathering.

BPD commanders are themselves confused and conflicted about the need for the Consent Decree. They, more often than not, impart conflicting direction to their subordinates, which creates confusion for the officers who, in turn, have nowhere to go for clarification or explanation.



## CONCLUSION

The foundation of any successful crime strategy is the organization's rank and file.

Without accurate accounting of its resources, the BPD is unable to deploy their personnel in a way that impacts the most violent areas and the most violent people. In other words, those wreaking havoc will continue to do so, unabated, until the BPD is able to properly manage its resources.

As we previously stated, Commissioner Harrison and the BPD are at step 5, when they have not even addressed steps 1 through 4. This may be in part because of the pressure that was applied by the City Council to produce a crime plan; or is it that he is unaware that the BPD does not have an accurate record of its employee data?

From here, it is imperative that Commissioner Harrison immediately focus command accountability towards the preservation of life. Commanders must know what is expected of them, and Comstat must measure their success. The process should be used to not only track crime and share intelligence, but to also ensure that the resources on hand are being utilized in the most efficient way possible.

We must remember that Commissioner Harrison was brought to Baltimore with a salary that is significantly higher than his predecessors. He must be held accountable to fully staff the BPD. Part of this accountability is that the BPD attend each and every recruiting event in the region. The BPD is in crisis, and the City is relying on Commissioner Harrison to live up to his extremely high salary. Through an effective civilianization plan, FOP #3 is confident that within the next six months, the BPD could redirect upwards of 100 police officers into enforcement roles. This would have an immediate impact on increasing public safety.

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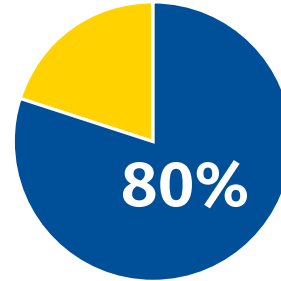
Lastly, and equally significant to the BPD's success, it is vitally-important that Commissioner Harrison provide his officers with the support and confidence to successfully implement the Consent Decree. When this happens, our members will be better prepared to engage the community.

You will know that Commissioner Harrison is serious about reducing violent crime when he listens to our concerns and can demonstrate that he has addressed the shortcomings listed in this report.

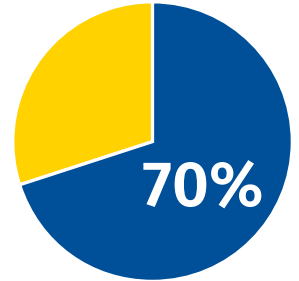
# KNOW THE FACTS



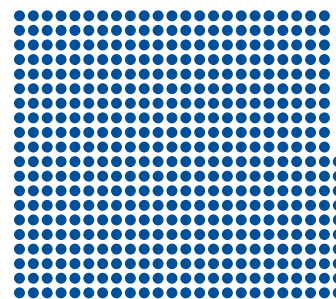
- Hundreds of active BPD employee names have been left out of Internal Affairs and Early Intervention System databases.
- Officers from every rank struggled to explain the Department's approach to and expectations for engaging in community policing.
- Issues with leadership, supervision, and staffing have caused morale to suffer.
- Staffing shortages were among the most common reasons officers in focus groups provided for why morale is low.
- Officers welcome efforts that show the Department values them and wish that the Department would recognize officers for a job well done.



From **2002**, the BPD has only replaced **80%** of the officers who have retired or left the department.

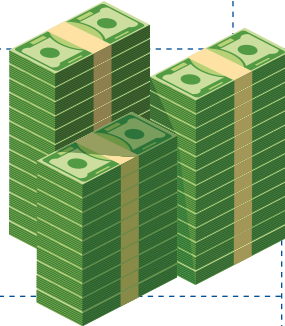


From **2014**, the BPD has only replaced **70%** of the officers who have retired or left the department.



The BPD has  
**470**  
vacant positions  
for police officers.

**\$407,000**  
has been invested in  
software that is not used.

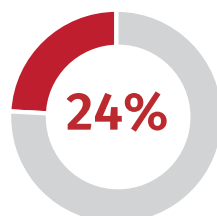


**850**

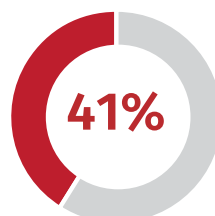
fewer police officers patrolling the City, as compared to 18 years ago.



**CONVICTED**  
GTTF members  
remain listed as  
active employees



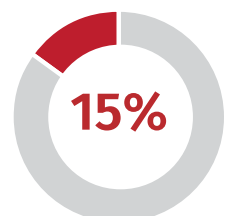
Nearly 600 of the 2,480 sworn employees' rank is not recorded accurately.



Employee data for 41% of Commissioner Harrison's Executive Team is inaccurate.



Nearly 20% of the police officers hired since 2018 have resigned.



15% of the police officers hired in 2019 have resigned.

## INTRODUCTION

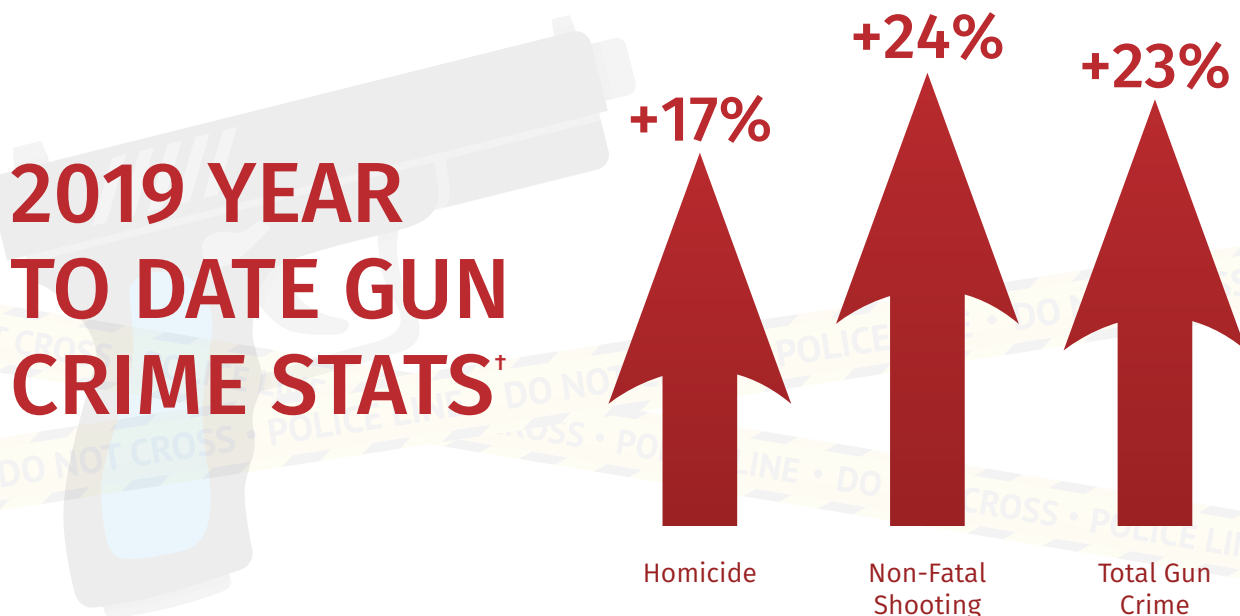
The Baltimore City Lodge #3, Fraternal Order of Police is a labor organization composed of the rank and file members of the Baltimore Police Department. We are committed to improving the working conditions of our members and the safety of those we serve through education, legislation, information, community involvement, and employee representation. In total, we represent nearly 5,000 active and retired police officers who swore an oath to serve and protect the citizens of Baltimore City. We believe in Baltimore, as our livelihood and our futures depend on its success. Our hard-working men and women want a police department that is successful, solvent and well managed. We want nothing more than to once again be proud to be Baltimore Police!

Sadly, Baltimore is a city that has suffered from years of political incompetence and financial waste. For far too long, many Baltimoreans have endured poor economic conditions and are desperately seeking improved financial opportunities, access to decent affordable housing, and quality education and health care – both physical and mental. We are not alone in recognizing that these societal challenges need to be addressed with long-term solutions to have a lasting impact on improving public safety and creating a more just society.

In June 2019, with 130 murders and four months into his new job, Commissioner Harrison received a formal request from the Baltimore City Council requesting that he provide the Council with a crime plan. Since that time, Baltimore has averaged one murder every day.

This report endeavors to highlight four key issues which go largely unaddressed by the BPD:

- Accurate accounting of existing resources
- Command accountability to ensure that organizational goals and objectives are clear, and that commanders are held accountable for their success
- Prioritized hiring of sworn and professional civilian staff, while simultaneously retaining existing employees
- A strategy to provide officers with the support and confidence to successfully implement the Consent Decree



<sup>†</sup>Open Baltimore, Summarized Crime Data By District - 2019 Week 36, [data.baltimorecity.gov/Public-Safety/Summarized-Crime-Data-By-District-2019-Week-36](https://data.baltimorecity.gov/Public-Safety/Summarized-Crime-Data-By-District-2019-Week-36), accessed September 7, 2019.

## METHODOLOGY

FOP #3 does not make policy and, as you read through this report, you will see that it is not a crime plan; rather, it is a collaborative analysis of what we have identified as the BPD's key deficiencies preventing an effective crime reduction strategy. In addition to our own rank-and-file members, we consulted with local, state and federal law enforcement experts including both former and current BPD commanders whose proven management experience led to record declines in years past.

We will first identify and review the previous recommendations that were cited in our 2012 Blueprint for Improved Policing, which remain relevant today. We will give realistic recommendations and then explain how the successful implementation of our ideas will improve public safety.

FOP #3 is driven by our desire to see the Baltimore Police Department become an effective, mission-driven law enforcement agency, that is, once again, able to protect Baltimore from lawlessness while providing an increased level of service to the community we serve.

Let us be clear, FOP Lodge #3 wants to work with our elected and appointed officials, as well as our community and business leaders, to make a more livable Baltimore for all!

## 7 YEARS LATER – A REVIEW OF THE BLUEPRINT FOR IMPROVED POLICING

In 2012, FOP #3 produced The Blueprint for Improved Policing.<sup>1</sup> It was a clarion call that has long been ignored by BPD leadership and City Hall. One can only wonder if Baltimore would be in a different place today had the recommended improvements and reforms been taken seriously at that time. Sadly, the conditions and challenges faced by Baltimore and the BPD are now much worse.

In preparing this report we reviewed the focus points of the Blueprint that remain relevant today.

- FOP #3 suggested that the City conduct serious research in reference to creating a more competitive benefits package; one that would encourage candidates to choose Baltimore over other local jurisdictions. The City has not made this suggestion a priority.
- FOP #3 recommended that the BPD and City Hall explore the impact of the (at that time) two-year old pension reform and subsequent litigation. Quite simply, the BPD cannot compete at the same level as several surrounding agencies. This suggestion has been ignored, resulting in the total loss of faith in the Department and the City.
- FOP #3 asked the BPD to institute a more rigorous background check for potential employees; one that would aid in hiring quality candidates over quantity. No sufficient action has been taken to date.
- Patrol as a priority across the board. Focus group participants agreed that Patrol should be fully staffed. The BPD has not dedicated the resources to fully staff Patrol.
- FOP #3 suggested that the BPD adopt a minimum hiring standard consisting of a two-year degree and/or two-years of honorable military service. No sufficient action has been taken to date.

<sup>1</sup> Baltimore City Lodge #3, Fraternal Order of Police. "Blueprint for Improved Policing." 2012. PDF File <https://fop3.org/wp-content/uploads/blueprint.pdf>

- The Physical Fitness Incentive should be used as a push for a healthier, more fit workforce. This was ignored.
- Although the BPD reinstated its tuition reimbursement program, they cut the reimbursement amount from 100% to 50%. Additionally, the BPD has not been consistent with reimbursement approvals, sometimes forcing officers to go months before being reimbursed.
- FOP #3 suggested that the BPD launch an updated non-civil service basic investigators exam. This was ignored.
- There were consistent reports of neglected and improperly maintained vehicles used by the BPD. This continues today.
- FOP #3 suggested that the BPD redraw the District boundaries, as well as the Sector and Post boundaries to more accurately address call volume as well as the disproportionate levels of violence in some Districts. No impact to the District boundaries has occurred.

## THE SINGLE MOST IMPORTANT ASSET OF ANY ORGANIZATION IS ITS PERSONNEL.

In order for any leader to implement improvements and bring about fundamental change, that leader must rely on the men and women who make up the foundation of the organization. For the Baltimore Police Department, this foundation consists of sworn law enforcement personnel, along with professional staff. For far too long the BPD ignored their foundation and have allowed its ranks to dwindle, resulting in catastrophic consequences.

While Commissioner Harrison will tell the community that the BPD is short roughly 200 police officers, we know that this simply is not true. In making these statements, Commissioner Harrison is either uninformed or misinformed.

## ACCOUNTABILITY & TRANSPARENCY

Commissioner Harrison now bears responsibility for the BPD, for which he is accountable to not only the citizens of Baltimore, but to his team as well. With his arrival came the packaged themes of accountability and transparency; both buzzwords amongst modern police chiefs. We agree these are important, and FOP #3 wishes nothing more than for the BPD to be just that – accountable and transparent. Unfortunately, accountability and transparency within the BPD is unidirectional, as there is no accountability at the top of the organization, which forces the rank and file at the bottom to suffer.

The BPD does not know how many employees they have, where they are assigned and

**THE MOST VALUABLE RESOURCE IN ANY ORGANIZATION IS ITS PERSONNEL. THE ABILITY FOR THE BPD TO PLAN AND DEPLOY TO CRIME AND OTHER EVENTS IN THE CITY, REQUIRES ACCURATE EMPLOYEE DATA.**

what their rank is, and in many cases what their job functions are. We will attempt to show just how poorly the BPD maintains its data, and as you read through this section, please keep in mind that we are aware of the ongoing efforts to update archaic technologies. Let us be clear – there is nothing preventing the BPD from maintaining accurate employee data records today!

The BPD Human Resources Section uses two different systems to input and track employee data: InPursuit and HRIS. For over 20 years, the BPD has used InPursuit for its records management system (RMS). InPursuit is the BPD's official database of record, and its Personnel Module/Master Employee Index allows everyone in the BPD access to basic employee data, such as name, rank, assignment and job function. Layered security settings allow for increased access to fields such as home address, emergency contacts, photographs, promotional data, training records, transfers, issued equipment, special skillsets and certifications, as well as other data.

HRIS is a system used by a very small group within the Human Resources and Fiscal Sections to process payroll and benefits. Most BPD managers and supervisors are not aware that HRIS exists or what employee data is captured within it, and the system is not used for operational decision making.

The problem is that the two systems do not talk to one another and that the overwhelming majority of the BPD rely on InPursuit for employee data. This is problematic because the Human Resources Section does not enter information on a routine basis, nor is the system updated in a consistent manner to accurately track and account for employees.

We know that the BPD is in the process of selecting a new vendor for its RMS. Since 2017, with its current investment of \$407,000, the BPD has had the capability, using InPursuit, to manage its employee data, while allowing managers and supervisors to capture, maintain, search and review employee data.

In a limited capacity, InPursuit is used daily by managers and supervisors to make departmental decisions. We have identified serious issues with the way the BPD manages the two systems and there currently exists thousands of discrepancies between the two. This severely hinders the BPD's operational decision making. We attribute this to the BPD's Human Resources Section's misunderstanding of the operational impact it places on management's ability to make decisions. Many attempts have been made to help organize the data in a more consistent manner and nearly all of those attempts have been met with resistance. As a result of this resistance, all Units within the BPD rely on paper roll books or haphazardly created spreadsheets.

Imagine you are the Baltimore Police Commissioner and a large-scale incident occurs in Baltimore City, as was the case in April 2015. In order to deploy your personnel and assets, you must first collect hundreds of sheets of paper and comb through them, to determine how many police officers you have available; when they are working; what their capabilities are; and how to establish contact with them. Time is of the essence. While addressing this incident, you must also be able to provide police services to the rest of the City. The collective cost to accomplish this is bewildering; including reaction time, fiscal cost, and loss of available resources. These exact same issues remain today; and, without immediate change, they will remain well into the future.

In the BPD's 2018 Technology Resource Study, the Human Resources Section listed the following Process Challenges in relation to InPursuit and HRIS:

BPD currently uses paper Change of Status forms that need to be approved by the appropriate people and can take two weeks to make their way to HR to be entered officially. The process creates delays in updating InPursuit and HRIS. In addition, HR does not have a formal system for general performance management, nor do they use HRIS/InPursuit for that purpose. Certain parts of performance management are done using Excel spreadsheets.

#### Process Challenges

- BPD employee numbers differ from City employee numbers; employees are assigned two numbers causing translation issues when the City and BPD share personnel information.
- Delays in updating staff assignments through the paper process.

[https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/BPD\\_Final\\_Technology\\_Inventory\\_Study\\_06-21-18.pdf](https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/BPD_Final_Technology_Inventory_Study_06-21-18.pdf)

To list these as challenges is misleading at best, because for the purposes of employee data, the Human Resources Section controls the data entry for both systems. This is crippling and these are only a challenge because current BPD leadership has not made fixing them a priority.

Commissioner Harrison frequently speaks about the need to improve technology and that the BPD is in the process of upgrading their RMS system. While this is true, they are years away from completion. The RMS system, as it is today, can with absolute certainty track and account for the HR needs of the BPD. Independent of new technology, if the BPD does not address the business practices of the Human Resources Section nothing will improve.

**SIMPLY PUT, WHEN IT COMES TO EMPLOYEE DATA, THE BPD DOES NOT LACK SYSTEMS ABILITY, THEY LACK LEADERSHIP AND PROCESSES TO ENSURE THAT SYSTEMS ARE MAINTAINED ACCURATELY.**

To exemplify inefficiency, the following data was found at the time of publishing:

- Momodu Gondo and Marcus Taylor, both convicted GTTF members, who are serving time in federal prison, are listed as ACTIVE employees in the City's HR system.
- Kevin Davis and Darryl De Sousa are listed as ACTIVE Police Commissioners according to the BPD's database of record; both of whom left in 2018.
- Police Commissioner Michael Harrison, along with over 200 other employees, including 87 police officers, have not been entered into the BPD's database of record.
- Nearly 70 people have separated from the BPD between 2018 and 2019 but remain listed as ACTIVE employees in either one or both systems.



- The last entry recording a new sworn employee into the database of record was made on March 7, 2019. The BPD has since hired over 70 police officers.
- Commissioner Harrison has nearly 70 members on his command staff, and 41% of them are listed incorrectly in one or both systems. Titles and work assignments are missing, and some staff members are not listed, despite holding key positions.

Speaking in terms of sworn employees only, in the data field “Rank,” between HRIS and InPursuit, as they existed in August 2019, the rank of 588 sworn employees is listed incorrectly in one or both systems.

## RECOMMENDATIONS

Commissioner Harrison cannot implement any meaningful organizational change without first understanding who his available resources are, and what their capabilities are. The fiscal impact of not knowing who your employees are, or where they are assigned is catastrophic.

- The BPD needs to undertake a complete overhaul of its HR business processes. This must include real-time updates to eliminate disproportionate data errors across systems.
- Commissioner Harrison must hold his Human Resources Section accountable for maintaining an active and up-to-date employee roster.
- Basic employee data must be available department-wide to understand available resources at any given time.
- The BPD must update its workflow and business processes to streamline the hiring of new employees, and the reclassification, promotion and transfer of existing employees.

Baltimore is in crisis, and the current rate of violence requires immediate action. In other words, the BPD cannot afford to wait years for the implementation of a new records management system. Blaming the ills of the department on the lack of technology is simply an excuse.

## COMMAND ACCOUNTABILITY

During Baltimore’s most successful crime reduction years, the Police Commissioner held his commanders strictly accountable for the crime in their districts and the performance of their units. The metrics that are important to Commissioner Harrison should be equally important to his leadership team.

Perception is reality and at a time when the City’s gun violence, and chaos within the BPD soared, it took Commissioner Harrison nearly six months to recognize that Comstat is an accountability tool for the management of the organization, and that it not only reduces crime, it holds police commanders accountable. However, he has been absent from more sessions than he has attended. Now eight months after his arrival, it remains clear that there is no command accountability.

Intelligence is not being collected or shared appropriately among the sections of the BPD. The BPD distributes intelligence by way of in-person meetings and email. There are federal guidelines that govern the collection, distribution and classification of intelligence data. The BPD fails to meet these criteria for the overwhelming majority of its intelligence data. These failures prevent the BPD from sharing this data internally, as well as with our partner agencies and surrounding jurisdictions. This negatively impacts improvements to public safety to the region.

Mid-level managers, meaning majors and captains, need to be held accountable for the development and implementation of crime reduction strategies within their individual commands. While these managers might develop strategy, there is no accountability for the success or failure of their concepts. The results of this can be seen in the year-to-date increases in gun violence. The City has recently experienced an unprecedented number of multi-victim and repeat acts of violence within the same geographic area.

In his plan, Commissioner Harrison references more than a dozen accountability metrics, but fails to define a clear path to incorporate them into the daily management of the BPD. The BPD's archaic data structure and collection methods prohibit many of these metrics from being used to measure command accountability with any degree of certainty.

Here are three of the metrics that the BPD is not able to use:

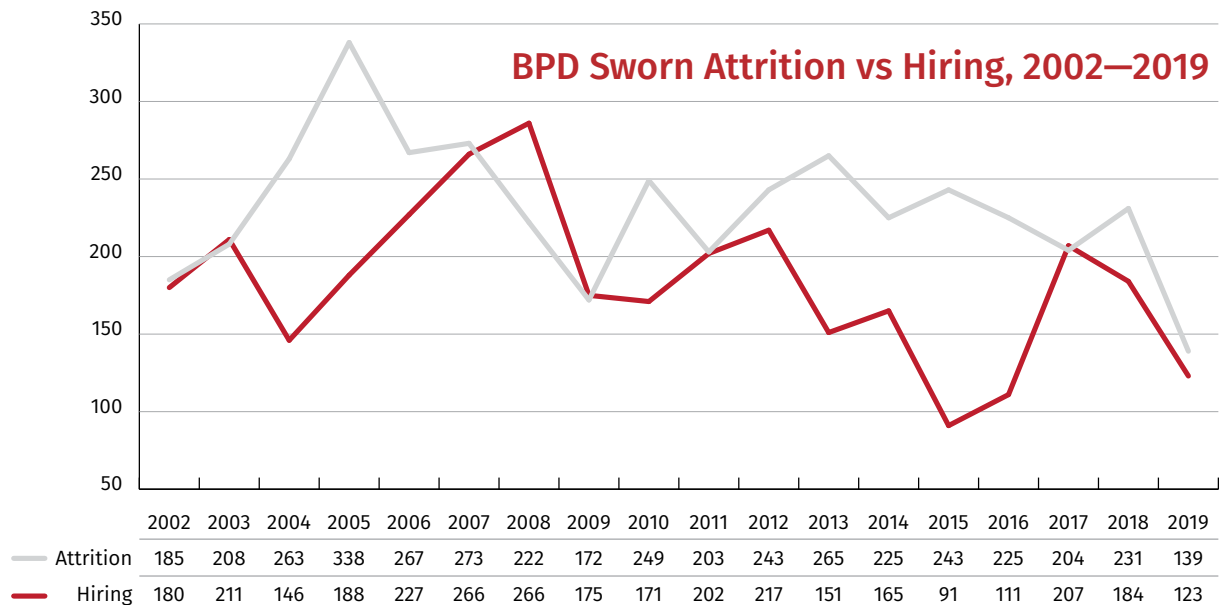
- **Calls for Service** – During the transfer to BPD's record management system, the data often becomes corrupted, which prevents an accurate analysis of the data. Because of this, nearly 60% of all call data is discarded.
- **Crime Trends over Time** – The BPD does not track pattern related data in any true fashion, and because of this, the BPD is unable to deploy resources to combat repeat violence with any sense of urgency.
- **Clearance Rates** – The BPD does not have a well-defined process to report their clearance rates, and because of this, the BPD severely under-reports its percentages.

Furthermore, cases determined to be "Cleared by Exception" are oftentimes rejected by auditors within the BPD. In some cases, these rejections do not trigger investigators to reopen their investigation.

## RECOMMENDATIONS

- Commissioner Harrison should attend and take a vested interest in the successful implementation of Comstat.
- Commissioner Harrison should immediately set department-wide goals and hold his commanders accountable for developing strategies to meet these goals. The commander's expectations must be aligned with the BPD's current staffing levels.
- While these goals should all support the effort of a crime reduction plan, they must extend further than simply reducing crime numbers. These goals should be all encompassing of the way the BPD manages itself.
- The BPD should immediately follow federal guidelines for the collection, distribution and classification of intelligence data. In addition, the BPD should purchase and utilize a technology solution that will allow the data to be easily accessed.
- Commissioner Harrison should invite the State's Attorney for Baltimore City, along with senior staff to attend Comstat on a weekly basis. This will ensure proper coordination on current and future cases, policy development, and training.
- The Director of the Mayor's Office on Criminal Justice should also be in attendance to ensure coordination of City services to increase public safety.
- It is imperative that the Commissioner track everyone's attendance.
- The BPD must immediately initiate a targeted enforcement strategy that is focused on repeat violent offenders, along with a tracking mechanism to measure prosecutorial success and appropriate sentencing from the Courts.

## STAFFING – ASSESSMENT, RECRUITMENT & RETENTION, CIVILIANIZATION



In just two months, Baltimore will likely enter its fifth year with 300 plus murders. The BPD is woefully understaffed and does not have enough officers to implement Commissioner Harrison's crime reduction strategy. Our members are dedicated and take pride in being Baltimore police officers, even though Baltimore is considered one of America's most dangerous cities; however, officer morale is dangerously low and falling. Commissioner Harrison must make staffing one of his highest priorities.

The BPD has long ignored their staffing levels and is now facing a critical crisis with numbers that are so dangerously low it is a public safety emergency. The answer to this crisis for several years has been to spend millions of dollars in mandated overtime. This is not only cause for fiscal concern, but more importantly the fatigue it causes, which in turn creates an officer safety issue for our members who are exhausted. During contract negotiations over the past six years, FOP #3 has pleaded with the City and BPD to address the critically low staffing levels. Our pleas were ignored and discarded, while the City touted that they had a "plan" to address the issue.

In September 2019, there were nearly 170 funded vacancies for sworn police officers, with an additional 300 "frozen" positions that the City has budgeted. In other words, the BPD has funding available to hire over 470 sworn police officers. At the same time, there were over 100 funded vacancies for civilian and professional staff. These combined shortages are the areas Commissioner Harrison must be laser focused on; however, we see no sense of urgency on his part.

Commissioner Harrison must empower an implementation of the following actions in order to address these needs:

- Prioritize sworn and civilian recruitment.
- Effectively and efficiently utilize the resources BPD has on hand.
- Create a robust retention plan.

## ASSESSMENT

The BPD must establish clear goals and objectives for each Unit, Section, and Division within the organization. These goals and objectives must conform to national best practices, while being aligned with the purpose of the Consent Decree. This is a change to the way the BPD does business. Meaning, no longer will the BPD create Units without first identifying the logistical needs, as well as the needs of the Unit's personnel. All too often the BPD creates a new Unit and moves people without first examining the operational draw from already existing Units.

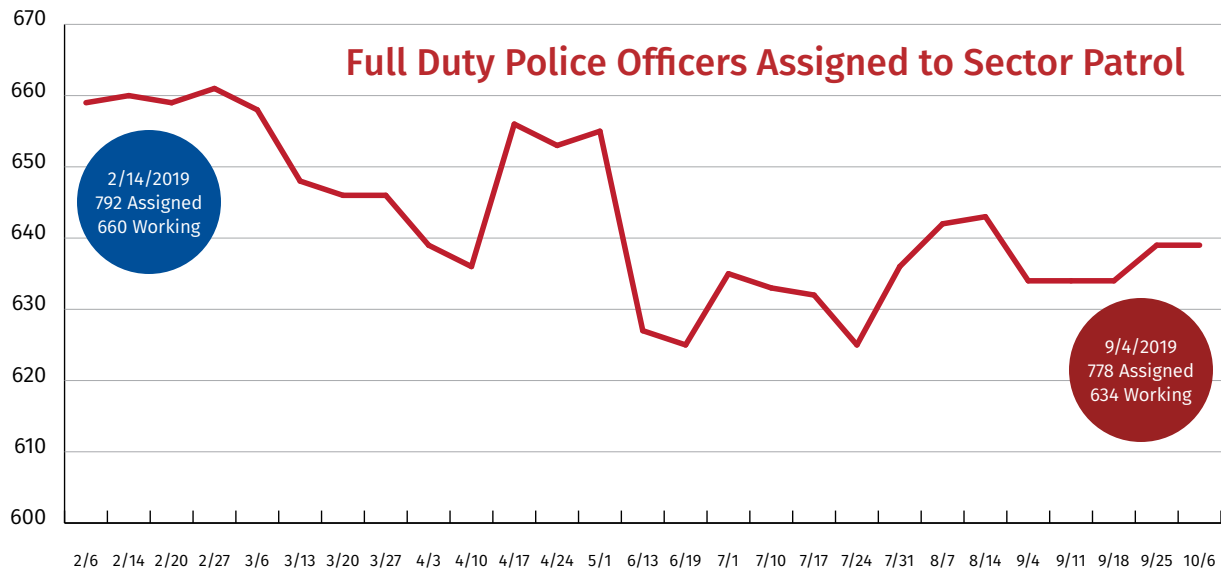
Well defined policies that dictate what needs to be done; who will be doing it; how many or how much is needed; and what if any equipment and/or supporting professional staff is needed, must first be asked and answered.

Additionally, the BPD has undergone two staffing studies and is currently undertaking a third. These have shown that in order to effectively police Baltimore, there needs to be approximately 1,100 police officers assigned to Sector Patrol. These 1,100 must be full duty, uniformed, police officers who are able to respond to 911 calls for service. The BPD continues to undercut this number by roughly 450 police officers.

While the BPD will say that there are over 800 police officers assigned to the Patrol Division, the reality is that on average, there are only 650 officers assigned to handle calls for service at any given time. The number often given by Commissioner Harrison includes officers who are assigned to investigative and administrative duties. Also included in this number, are officers, who for a variety of reasons, are not full duty. In other words, the BPD typically inflates the actual number of police officers assigned to Sector Patrol handling 911 calls for service.

### **TIRED COPS: THE PREVALENCE AND POTENTIAL CONSEQUENCES OF POLICE FATIGUE BY BRYAN VILA AND DENNIS JAY KENNEY**

“Distinguished sleep researcher William C. Dement summed up the problem this way: Police work is the one profession in which we would want all practitioners to have adequate and healthful sleep to perform their duties at peak alertness levels. Not only is fatigue associated with individual misery, but it can also lead to counterproductive behavior. It is well known that impulsiveness, aggression, irritability, and angry outbursts are associated with sleep deprivation. It is totally reprehensible that the cops we expect to protect us, come to our aid, and respond to our needs when victimized should be allowed to have the worst fatigue and sleep conditions of any profession in our society.”



## RECRUITMENT

At a time when the BPD is budgeted for nearly 2,500 sworn police officers, they have less than 2,000. There are more than 470 vacant budgeted positions for sworn police officers, but we cannot lose sight that the shortages are actually much greater; over 850 to be exact.

Since 2014, more than 1,260 officers have retired or left the BPD, and they have only hired 880 officers to replace them. In order for the BPD to compete with surrounding jurisdictions, Commissioner Harrison must be creative in identifying ways to attract candidates to work in one of the most dangerous cities in the country. This must include a competitive salary and benefits package, along with significant improvements to working conditions.

Twenty-five years ago, individuals were attracted to law enforcement based on pay and the eventual pension. In Baltimore specifically, the 2010 pension reform, which retroactively changed our members' pension benefits, has created a disastrous feeling of distrust and resentment. While these benefits remain important, law enforcement candidates today are also seeking more time off, reduced health care costs, take-home vehicle programs, and educational and advancement incentives. All of these combine to provide today's police officer a greater balance between their work life and their personal lives.

In 2017 the BPD hired Kentech Consulting at the cost of \$1.975 million to aid the BPD in conducting background investigations. While the contract began in 2018, it was first discovered shortly after Commissioner Harrison's arrival that the BPD had stopped using the firm and that less than \$200,000 of the contract had been used. As we near the end of 2019, it is unclear if the BPD has restarted the contract. We are at a loss trying to figure out why the BPD would stop using Kentech Consulting to assist in speeding up the process. It was the BPD who has stated publicly that they cannot keep up with background investigations. This makes no sense to FOP #3!

On April 10, 2019 Commissioner Harrison was sitting next to an Assistant City Solicitor as she described to Chief Judge James Bredar the time-consuming process for the BPD to hire police officers. She told Judge Bredar that the process was very intensive and that the BPD was aware that they needed to move faster to ensure that they weren't losing candidates who had applied to other departments. This Assistant City Solicitor then told Judge Bredar that "the Department was adding additional background investigators" at the time most intensive to the hiring process.



Our research shows that Commissioner Harrison has not kept true to these statements made on behalf of the BPD, because on April 10, 2019, the BPD Recruitment and Background Investigation Unit had nine full time background investigators assigned, and in September there were eight. On April 10, 2019, there were two sergeants assigned to oversee the background investigators, and in September there was one sergeant assigned. On April 10, 2019, there were five officers detailed to assist the assigned background investigators, and in September there were two officers detailed to assist. In total the BPD, under Commissioner Harrison, reduced the number of sworn investigators between April 10, 2019 and September 2019.

In July 2019, at the cost of over \$200,000, the BPD announced a new marketing campaign with the hopes of hiring a “significant number” of new police officers. Along with this new marketing campaign, the BPD needs to continue traditional recruiting efforts. Unfortunately this is something Commissioner Harrison seems to disagree with.

In March and September 2019, John Jay College hosted their annual Spring/Fall Career and Internship Fairs; the BPD was absent at both. At a time when there is a shortage of interest in a law enforcement career, the BPD must make every effort to reach as many potential candidates as possible. This concerns FOP #3 because the BPD has had historical recruiting success at the New York based law enforcement college.

Then on September 26, 2019, the Maryland State Police hosted a “Career Night” where they advertised “Hiring our Heroes.” The BPD was not advertised to be at this event, even though this event was held in Frederick, MD, less than an hour from Baltimore. Several of our surrounding jurisdictions were there to compete for the same pool of candidates. The Maryland State Police and the Baltimore County Police Department used their social media accounts to actively promote the event in the days leading up to it – a strategy that should be used by the BPD.

The Baltimore County Police Department actively recruits at public venues in the County, for example, the Towson Town Center. The Prince George’s County Police Department actively recruits during Washington Redskins games.



Baltimore is home to two large major league sports venues, along with a world class waterfront, yet we do not recall a time when the BPD had a recruiting tent in either location. If Commissioner Harrison is serious about filling the empty seats in the BPD, he needs to break from the status quo and quickly become very creative.

The BPD should also be actively recruiting sworn police officers from other jurisdictions. This is common practice in law enforcement, yet it seems like the BPD is not in tune with the strategies used by surrounding jurisdictions; all of whom are competing for the same small group of qualified candidates. The Anne Arundel County Police Department is currently offering a \$20,000 lateral recruitment bonus.

There are many agencies who offer a financial bonus, along with the option to purchase service credits in the new retirement system. These are all ways in which jurisdictions compete with one another to entice prospective candidates to join their department. FOP #3 would like to see the BPD offer a lateral recruitment bonus that not only competes with the surrounding jurisdictions, but one that far exceeds their offers.

The BPD could very easily develop incentives to those who have recently resigned or retired as a means to entice them to return. The BPD is at a point where they must bring every idea and option to the table. They are in desperate need for police officers and it is time to explore creative ways to very quickly onboard people who could be handling calls for service in a matter of weeks.

In the eight months since Commissioner Harrison's arrival, he has done little to address this crisis, and now as we approach the end of 2019, the BPD is on pace to have a net loss of police officers once again. Our research of hiring and attrition trends going back to 2014 shows that the BPD hires the fewest number of applicants in the 4th quarter of the year, and the BPD sees the highest number of separations in the 1st quarter of the year. These combine for a very critical upcoming six months for the BPD.

## RECOMMENDATIONS FOR RECRUITMENT

- FOP #3 suggests that the BPD conduct serious research in reference to creating a more competitive benefits package; one that would encourage candidates to choose Baltimore over other local jurisdictions.
- FOP #3 suggests that Commissioner Harrison form a special commission to explore what has prevented the BPD from recruiting and retaining a quality workforce. The commission should be made up of representatives from the Governor's Office, the Mayor's Office, and the BPD, along with community members, business leaders, academics and union representatives.
- The BPD must identify a permanent commander for the Recruitment and Background Investigation Unit. That commander should have a proven track record of successfully delivering on organization objectives.
- The BPD is competing for the same pool of law enforcement candidates as other Maryland Departments, and as such, they need to attend all recruiting events.
- The BPD should work with the Mayor and City Council to develop an incentive to encourage existing police officers to join the BPD as a lateral police officer.
- The BPD should provide external skills training to their recruiters, as their role is much different than that of an operational police officer. They are expected to sell law enforcement as a career to encourage civilians to join the BPD. They need to be proficient in the latest communication, sales and recruiting techniques.
- The BPD should expand on the existing recruitment campaign to recruit candidates to work in the BPD. This campaign should cover the entire east coast and continue until the BPD sees a significant shift in the number of sworn police officers hired. The target should be to fill the nearly 500 vacant positions.
- The BPD should restore funding levels to 100% for higher education reimbursement.



## RETENTION

National research suggests that each new police officer costs police departments \$100,000 and averages 12–18 months in training, and that it takes three to five years for the departments to recoup their initial investment. The average annual cost for a police officer is \$149,000, which includes salary, and benefits.

Here in Baltimore, each new police officer hired by the BPD costs nearly \$70,000 in salary alone over the course of their training, and at a time when the BPD loses more police officers than they hire, it is imperative that the BPD takes steps to retain the officers for the majority of their career.

Retaining skilled employees is vital to the success of any organization, as high turnover results in the loss of knowledge and skills, creating a negative impact on the bottom line. Our members know this all too well because for the past 18 years they have watched as an average of 230 of their colleagues have left the BPD on a yearly basis.

We routinely hear from our members that they are seeking more leadership from the command staff. Better communication and support from commanders will undoubtedly demonstrate to our members that the BPD values them and that they are recognized for their hard-work and dedication to the City.

In 2018, the Mayor's Office Innovation Team (iTeam) released a report that examined staff retention between 2013 and 2017. Their research concluded that resignations nearly equal those who separate from the BPD because they have met the qualifications for retirement. Further, they discovered that nearly three-quarters of police officers who resign from the BPD, do so in the first five years of service. We know that BPD salaries drop by nearly 20% when compared to surrounding jurisdictions once our members reach the ten-year mark. Because of this, many of our younger members use the BPD as a stepping-stone. It remains evident that the BPD cannot compete with other departments in terms of total career earnings and benefits.

FOP #3 took this one step further to examine all of the sworn police officers hired between 2018 and 2019. We were disturbed to find that over 15% of the police officers hired in 2019 have already left the BPD, and that nearly 20% of the police officers hired since 2018 have left the BPD. The Blueprint spoke about the concern for this in 2012, and the iTeam's report was released prior to Commissioner Harrison's arrival, yet the issues continue unabated.

## RECOMMENDATIONS FOR RETENTION

- To keep existing officers from fleeing the City to go to other agencies, the BPD must explore increasing financial and benefits packages for their sworn police officers.
- The BPD must make reforms that allow its employees to actually use the guaranteed benefits provided to them. This includes time off, educational incentives, timely compensation, etc.
- Working conditions for officers are substandard at best and must begin to improve. This goes far beyond the filth and grime of the police stations and the offices from which we work. Our members should know well in advance when they will be working and when they are not working. They should not find out within minutes of their shift ending that they will be held over due to inadequate staffing levels that the BPD knew of well in advance.
- The BPD has shown that they are incapable of improving the vast majority of working conditions. As a result, we would encourage Commissioner Harrison to fully support Binding Arbitration for our members. This would bring the BPD in line with the Baltimore City Fire Department, as well as several other law enforcement agencies across the State of Maryland.



- Much like the external recruitment campaign, the BPD should enlist the help of a major marketing firm to rebrand the internal image of the BPD.
- The BPD must immediately begin following their own policies with regard to conducting and analyzing exit interviews.
- Exit Interviews should be reviewed and tracked. Deficiencies and problems that are identified during the exit interview process should be immediately resolved.
- The BPD should immediately begin recognizing employees for exemplary behavior on a weekly basis. Examples are the Austin Police Department and the Baltimore County Police Department who use their social media platforms to publicize their employee appreciation.
- The BPD should begin a yearly ceremony to recognize sworn and civilian longevity. An example would be the NYPD who uses this ceremony as a small gesture to recognize those members who have given over 30 years of service to the department.
- The BPD should begin a yearly ceremony to recognize employees who have maintained perfect attendance records. This could be done in 5-year increments, much like how the BPD currently recognizes safe driving. The NYPD is an example of a department which acknowledges the significant importance of employees with exceptional attendance records.
- The BPD should restore funding levels to 100% for higher education reimbursement.
- The BPD must ensure that all existing members who have successfully recruited a new sworn police officer are paid their recruitment bonus. We have several members who are owed bonuses, some going back years.

## CIVILIANIZATION

Law Enforcement experts have said that police officer applications are down over 60% nationwide. Because of this, Commissioner Harrison must remain focused on recruiting and hiring, but in the short term he could see the most gains by hiring civilian personnel to replace the police officers who are currently performing administrative duties. The length of time it takes to onboard a police officer is drastically longer than the time it takes to onboard a civilian.

The BPD's Fiscal Year 2020 Budget called for the BPD to "swap" 62 sworn positions for 62 civilian positions. Instead, The Mayor and Police Commissioner eliminated over 80 sworn police officer positions and then created 72 new civilian positions. While FOP #3 does not disagree with civilianizing parts of the BPD, we absolutely do not support it at a cost to public safety, i.e., eliminating sworn police officer positions. Further, we question why this was even necessary when nearly 50 civilian vacancies already existed. In other words, the commissioner did not need to eliminate police officer positions

in order to hire civilians; he could have used the vacant civilian positions that already existed. This resulted in the creation of over 120 civilian vacancies at the start of FY 2020.

Commissioner Harrison said that civilianizing would redirect sworn police officers back to critical police work; again, he is either uninformed or misinformed. We know this because out of the 40 or so civilians hired by August 2019, there is no record that any of these resulted in a sworn police officer being redirected away from administrative work and back to police work.

To make matters worse, over 22% of the civilians hired in 2019 under Commissioner Harrison, were hired as part of his leadership team. Not one of these hires redirected a sworn police officer back to police work.

FOP #3 would like to see the BPD finally implement a civilianization model that not only fills vacant civilian positions but would allow the BPD to redirect sworn police officers away from administrative duties and back to police work. This has been talked about for years and has been one of the routine speaking points of Commissioner Harrison's, yet he has ignored the need and has done little to fill the open positions.

We often hear the BPD talk about their intent to civilianize jobs in Human Resources, Finance, Asset Management, Crime Lab, Central Records, Communications, etc. While we agree this is needed, another area of focus must be succession planning for the professional staff. Today, more than 55% of the professional staff are retirement eligible. This is concerning to our members who rely on the skills, tasks, and work handled by the professional staff. They are the ones who keep the wheels moving behind the scenes. It goes without saying that the professional staff of the BPD are some of the hardest working and most dedicated employees, however with an average salary of under \$40,000, they are paid nowhere near their true value and worth. While FOP #3 is not the bargaining representative for the office supervisors, community service officers, secretaries and office support specialists, our members rely on their devoted commitment to the BPD.

## RECOMMENDATIONS FOR CIVILIANIZATION

- To have the quickest impact on sworn staffing, the BPD should replace sworn police officers who are doing administrative tasks with civilian staff.
- The BPD needs to work with City HR to develop civilian positions whose function will support the operational needs of the BPD.
- The BPD should pair civilian staff to operational staff to further assist sworn police officers with administrative tasks. This would yield immediate benefits by allowing sworn police officers to remain in the community in an operational capacity, as opposed to being burdened with typically mundane administrative requirements.
- The BPD should increase the salary for retired officers who are interested in continuing to serve the City as non-sworn employees. There is a variety of administrative jobs that would benefit greatly by being staffed with retired members.
- The BPD should begin succession planning for their professional staff.
- The BPD should increase wages for their professional staff.

## CONSENT DECREE

In 2016 while awaiting the results of the Department of Justice (DOJ) investigation, the BPD started making gradual changes designed to put the BPD in a better position when it came to the Consent Decree that was bound to happen. Police Commissioner Kevin Davis first rescinded over 500 obsolete

policies, while simultaneously issuing 150 new policies. The resulting 225 or so policies covered thousands of pages of rules and regulations that our members are expected to know and abide by.

Then on April 7, 2017, the BPD entered into a Consent Decree to resolve the DOJ's findings. While not a party to the agreement, FOP #3, as the labor representative of the overwhelming majority of the BPD, we have a vested interest in its success.

The Consent Decree is over 200 pages of legalese that the majority of our members have said they do not understand. Lack of understanding leads to misunderstanding of the Consent Decree and the proper ways to implement the requirements. Unfortunately, nearly four years from the inception of the departmental reforms, amidst an immeasurable amount of change, our members are more confused than ever when it comes to what is expected of them.

FOP #3 welcomes the call for new technology and equipment, increased focus on the health and wellness of our officers, and additional training. These improvements are long overdue. Our concerns are much more than whether or not there is a Consent Decree; they center around the way the BPD executes it.

The BPD has presented multiple times to all of the external stakeholders and has forgotten about their own officers who have been left to implement an agreement with sweeping changes to the way the BPD does business. We routinely hear from our membership that they feel left out of the process.

Our members would like to have more face-to-face contact with the Consent Decree Implementation Unit (CDIU), a small group tasked with keeping the BPD on track in order to achieve the required reforms. Although the CDIU is a mix of sworn officers and civilian professionals, it is no secret that they are not treated as equals amongst the other more traditional policing units. This is evident in command level meetings and trainings, as well as on the scene of police involved shootings and other serious use-of-force incidents. This type of treatment and resentment is counterproductive to the mission and is not beneficial to our members who often hear their own commanders speaking ill of the Consent Decree.

Our members feel that the BPD has not explained the Consent Decree to them, and because of this, they are unaware of the goals of the decree and what the ideal implementation would look like. Therefore, they do not know what they are being held accountable to.

The BPD routinely implements policy, or changes existing policies, without first training their officers. Also, our members feel that they are not being adequately trained on the policies surrounding enforcement actions, according to the Consent Decree. Further, our members routinely tell us that they do not believe they have been trained to comply with the Consent Decree and in many cases, they are left with even more questions.

There have been several surveys conducted that have identified that now more than ever our members are less likely to engage with citizens, primarily the criminal element, because they fear the repercussions of making a mistake. The lack of substantive engagement reduces the impact of officers on violent crime, crime prevention, and intelligence gathering.

We consistently hear from our members that they no longer feel safe and that the BPD has not prepared them to perform their everyday duties. There is widespread fear of making errors, and the repercussions that could follow. There is confusion among officers as to what the State's Attorney's Office views as acceptable enforcement, and it is extremely unclear in comparison to case law. In order to give officers the confidence to do their jobs, clarity is needed. This clarity should come from the State's Attorney's Office.

BPD commanders are themselves confused and conflicted about the need for the Consent Decree. They, more often than not, impart conflicting direction to their subordinates which creates confusion for the officers who, in turn, have nowhere to go for clarification or explanation. And, more importantly, they have nowhere to report a commander who, either intentionally or not, orders a subordinate to violate a policy. This, unfortunately, occurs with regularity and is a major hindrance to effective implementation while, at the same time, is a nightmare for our officers. Command Staff needs to receive all of the policy training that officers are expected to receive, prior to officers receiving the training.

## RECOMMENDATIONS

- The BPD in partnership with the DOJ must develop a speaking tour/town hall to explain the findings of the Consent Decree to the rank and file and demonstrate what a successful implementation would look like.
- The BPD must set up an email address for officers to submit policy questions and then publish the answers for the entire organization to review.
- The BPD must establish an avenue for its officers to anonymously report commanders who give conflicting direction to their subordinates which oftentimes violates the Consent Decree.
- The BPD must encourage further dialogue from the rank and file in order to hear concerns with existing policies, or problem areas that are perceived to hinder proactive policing.
- The BPD must ensure that officers receive training in all policies prior to implementation.
- The nine BPD patrol districts have two commanders each. The BPD should task the captain in each district to be the Consent Decree lead. This helps mold and shape the captains to be fully aware of the Consent Decree and its expectations, as they continue to move through the ranks. This makes things very clear for the rank-and-file officers, so they know exactly who to go to if their immediate supervisors are unable to provide guidance.
- The BPD should create a Consent Decree Liaison in each command. The liaisons, much like FOP #3 District Representatives, will work closely with the CDIU. This improves two-way communication between the small understaffed team tasked with the arduous mission of implementing the Consent Decree, and the officers who are the ones ultimately bringing about change to the organization.
- The Consent Decree Implementation Unit should attend every in-service training and routinely attend departmental roll calls to explain the proper way to follow the Consent Decree.
- The BPD should request the assistance of the State's Attorney's Office to develop training blocks specific to the needs and deficiencies of the BPD.

## SUMMATION

We must move forward with the firm belief that all stakeholders are ready to take the necessary steps to transform this city from one that is under siege, to one that is healthy and vibrant; where the citizens feel secure and are truly safe. This can only be accomplished with a police department that is fully staffed, well-equipped, and properly trained.

This report details some of the important first steps that can be resolved immediately, and ones that must be resolved before any crime plan can be fully implemented. We have the ability to effect positive change for a safer Baltimore City today.





**Baltimore City Lodge #3 Fraternal Order of Police**  
**Fraternal Order of Police**

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