



Reforming Sexual Assault Response

New Orleans



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SAKI TTA Partner

With Special Guest:

Mitch Landrieu
Mayor of New Orleans
City of New Orleans

Mitch Landrieu

Mayor of New Orleans

- Sworn in as the 61st Mayor of New Orleans on May 3, 2010.
- Prior to becoming Mayor, Landrieu served for six years as Louisiana's Lieutenant Governor.
- Currently the Vice President of the U.S. Conference of Mayors.
- Kick-started the New Orleans' recovery from Hurricane Katrina by fast-tracking over 100 major projects and securing billions more in federal funding
- Landrieu brought sound fiscal management, balanced budgets, and ethical contracting to City Hall, leading to the City's highest-ever credit rating and new confidence in doing business with the City.
- In 2012, he launched NOLA FOR LIFE, a comprehensive murder-reduction strategy, which has decreased the average number of murders nearly 20 percent to the lowest levels in decades.



Aviva Kurash

International Association of Chiefs of Police

- Senior Program Manager at IACP with oversight of SAKI, the National Law Enforcement Leadership Initiative on Violence Against Women (VAW), and Trauma Informed Sexual Assault Training Program.
- Since 2001 at IACP, Aviva has been training law enforcement, creating policies, instructive guidebooks, training curricula, and roll-call training videos on VAW crimes and enhancing law enforcement response.
- Received a B.A. in psychology from Indiana University and a Masters of Social Work from Hebrew University in Jerusalem, Israel.
- Ms. Kurash has advocated for victims of domestic violence, sexual assault, and child abuse both in the U.S and internationally.



Pamela Jenkins, Ph.D.

University of New Orleans

- Research Professor of Sociology and faculty in the Women's Studies Program at the University of New Orleans (Emerita).
- 30-years of experience with survivors of domestic violence.
- Founding faculty member of UNO's Center for Hazard Assessment, Response and Technology (CHART).
- As the NOPD SAKI coordinator she works closely with NOPD and the advocate community to develop best practice and policy.
- Her latest book with Steve Kroll Smith and Vern Baxter, *Left to Chance*, documents the recovery after Hurricane Katrina of two African American neighborhoods.



CDR Doug Eckert

NOPD-CID

- 20-year veteran with the New Orleans Police Department.
- As an investigator for the majority of his career, he has investigated robberies, violent crimes, missing persons, and homicides.
- Currently the commander of the Criminal Investigations Division (CID), he is responsible for all homicide, sexual assault, child abuse, domestic violence, juvenile, automobile theft and white collar investigations.



Tania Tetlow

Tulane University

- Chief of Staff and Vice President of Tulane, works on issues ranging from Title IX to athletics.
- Works to reform the New Orleans criminal justice response to violence against women, chairing a taskforce for the Mayor on the response to sexual assault.
- Graduate of Tulane University, a Truman Scholar, and a magna cum laude graduate of Harvard Law School.
- Served as a full professor in the law school and directed the Tulane Domestic Violence Clinic for 10 years.
- Served as an Assistant United States Attorney, prosecuting violent crimes and narcotics cases before joining the Tulane faculty in 2005.
- Advised countries around the world on violence against women, including Rwanda and Iran.





The crime of sexual assault is complex.

Law enforcement leadership is critical to ensure offender accountability, public safety, and to provide victims with an opportunity to heal and find justice.

Evaluate and enhance:

- Agency culture
- Selection of new hires and sexual assault detectives
- Promotion and performance evaluation practices
- Training
- First line supervisors
- Policies
- Data collection
- Community collaboration

The background features abstract teal and blue geometric shapes, including triangles and overlapping polygons, creating a modern, layered effect. The shapes are primarily located on the left and right sides of the slide, framing the central white space.

What is your leadership message on violence against women?

How are you communicating your priorities?



SAKI
SEXUAL ASSAULT
KIT INITIATIVE
Reform. Accountability. Justice.

Reforming Sexual Assault Response in New Orleans

NOPD SAKI GRANT

NOPD identified the following specific *objectives* to facilitate the reduction of unsubmitted sexual assault kits..

Create a victim-centered response to testing current kits, and prevent future accumulation of unsubmitted SAKs. The inventory is now certified and 75 kits have been sent for testing.

The multi-disciplinary working group is functioning as part of the MDT for Adult sexual assault victims as well as participation in the Mayor's Taskforce on Sexual Violence and the SART group.

Personnel hires. The site coordinator has been in place since March helping to hire both the data manager and the justice advocate plus assisting with all reports, site visits, and development of policies and procedures.

Supplemental SAKI Funding

Training. Three separate trainings will occur: judicial training, community training through SART and a two-day conference for lessons learned.

Research and development of specific services for survivors that are transient. In our community, we have a number of survivors, especially connected to unsubmitted sexual assault kits, that are difficult to reach. Our transient population includes homeless individuals, tourists, and students.

Technology upgrade for CCMS system, NOPD's case management system.

The Context of Reform

2014 OIG Report Findings

- Many cases lacked supplemental reports documenting follow-up investigations.
- Overuse of the miscellaneous (Signal 21) classification.
 - Signal 21 could be used to downgrade a sexual assault into a less serious classification.
 - Signal 21 was being used for sex offender checks; a new, specific signal has been created for them.
- Supervisors did not identify or address problems.
- Documentation on the whole was inconsistent and lacking.

2016 OIG Report Findings

- “Remarkable turnaround”
- “NOPD resolved all of the previous findings in the 2014 audit.”
- 100% of cases had the necessary documentation
- 100% of cases demonstrated supervisory review
- 100% of cases were classified according to Louisiana Revised Statutes
- 99.4% of cases classified according to the FBI’s Uniform Crime Reporting (UCR) guidelines

How did this change occur?

Leadership

- Political

- Governmental

- Advocacy

Collaboration

- Policy development

- Resources

- Training

Turning Around Sex Crimes

- Created new policies in collaboration with advocates and experts, including:
 - Mayor's Task Force on Sexual Violence
 - Sexual Assault Response Team
 - Family Justice Center
 - Children's Advocacy Center
- Improved training for patrol officers and detectives.
- Implemented enhanced supervisory tools and systems of accountability.

Sustained Advocate Input

- The Sex Crimes Unit is now embedded within the Family Justice Center and interacts with sexual assault advocates on a daily basis.
- SVS leadership participates in monthly Sexual Assault Response Team (SART) meetings to discuss progress and listen to feedback from advocates and survivors.
- The SART and FJC are helping NOPD create new training for detectives and patrol.

Sexual Violence Response Advisory Committee

Presented by Tania Tetlow

Sexual Violence Response Advisory Committee

Mayor Mitch Landrieu established the Sexual Violence Response Advisory Committee (SVRAC) in 2015.

- **Purpose:** To recommend additional systemic reforms necessary in order to thoroughly investigate sexual assault and to respect and protect sexual assault survivors
- **Task:** Create structures of accountability that will outlast current good intentions & ensure long-term best practices
- **Strategy:** Committee sought input from survivors, advocates, the District Attorney's office, and NOPD to identify problems and to offer solutions

Policies, Training & Supervision

- At the request of this Committee, a law was passed during the 2015 legislative session authorizing the use of Multi-Disciplinary Teams (MDT).
- NOPD and the DA's office have agreed to use MDTs, currently required by state law in child abuse cases, to review cases of sex crimes against adults.
- NOPD has initiated a department-wide upgrade of their Case Management System, which will include specific modifications for the Special Victims Unit.

The first MDT review of sexual assault cases occurred in August 2015.

Policy & Procedures for NOPD

City's policy experts collaborated with the NOPD Compliance Bureau and the Committee to develop and implement policy and procedures.

- Created policy and procedural manuals for sex crimes and child abuse
- Policies were approved by the Department of Justice and implemented
- Policies represent an intensive and important effort to apply national best practices to the investigation of sex crimes against adults and children
- Policies instruct patrol officers on the proper treatment of victims at the scene and the preservation of evidence necessary before submitting to investigations

Staffing & Resources

- The Committee recommends a detective caseload of **26 cases per year** for both sex crimes and child abuse. *NOPD's Superintendent has prioritized future staffing of the Special Victims Unit to achieve this ratio.*
- **Civilian investigators will be hired** to assist with Taskforce, Sex Crimes and Child Abuse investigations, as recently approved by Civil Service.
- **A representative of advocates** will participate in the selection process of detectives.
- In order to attract and retain the best detectives in the Special Victims Unit, a **5% incentive pay increase** for these detectives will be part of 2016-2017 budget proposals. This proposal requires Civil Service approval.

Where We Stand

Sex Crimes Resources

- Increased number of sex crimes detective from 7 to 9. *Current caseload for child abuse & sex crimes averages 86-87 per a year*

Equipment Resources

- NOPD increased equipment to facilitate investigations (i.e. new vehicles, phones and electronic recording devices).
- NOPD can now access the Sex Offender Registry Fee Fund to satisfy current and future equipment needs

Where We Stand

New Orleans Family Justice Center

- NOPD now has Detectives assigned to the New Orleans Family Justice Center (FJC), which provides a full array of services to victims of sexual assault & domestic violence victims. *FJC provides a warmer environment for victim interviews and increases their chances of connecting with needed social services.*

Training

- Members of the Committee have volunteered many hours of training for SVU detectives, and the FJC has sponsored several national trainings. *The Committee is working on better ways to facilitate the immediate training needs of individual detectives during their first weeks on the job.*

Sexual Assault Kits

- NOPD tightened policies to ensure a backlog will not occur again
- Detectives are now required to explain in writing any delay in submitting kits
- NOPD has sent four (4) new analysts to the State Crime Lab to help with the current backlog

Where We Stand

Social Workers

- At the request of the Committee, NOPD hired three (3) social workers to serve within the Sex Crime Unit. These social workers are working with victims from the very beginning of their cases, and will remain with them throughout the investigation.

Case Summary Meetings

- Stalled cases with no remaining leads will be transferred to the Cold Case Squad to await possible future evidence (*i.e. DNA match to new complaint against a serial perpetrator*).
- Case transfers will now be case specific and require an in-person **Case Summary Meeting** with the survivor, social worker, an advocate, and NOPD supervisor. During the meeting, the detective will explain the status of the case and transfer. *Transfers previously occurred automatically, at the one-year mark, without victim notification.*

Long Term Goals

Retention of Experienced Detectives

- The Committee recommends that NOPD revisits some of its practices of transitioning its best and most experienced officers through different departments, and that it allows retention of good detectives in the Special Victims Unit.
- The Committee recommends creating a special “detective track” within NOPD – a track that exists in many other municipal police departments – to allow detectives to seek promotion and remain detectives.

Long Term Goals

Blind Reporting

- The Committee is examining the modern trend towards allowing “blind reporting” by victims. This policy would permit victims who do not want to pursue an investigation to give a statement to police, who would therefore have the benefit of the information to help identify serial perpetrators. If a pattern emerges through the extra information learned from blind reporting, the police could then go back to the initial victims to see if they would be willing to come forward once they were no longer alone.
- Current state law allows blind reporting as a matter of right for victims seeking hospital rape exams, but not for reporting to law enforcement.
- Committee members are working on alternative strategies, including a protected database to track and identify serial perpetrators and give victims to option of being contacted with this additional information to make an informed decision about reporting.

Long Term Goals

Selecting the Best Detectives

- The Committee recommends that NOPD carefully select detectives eager and able to do the difficult work of investigating sex crimes and child abuse.
- The Committee recommends that advocates assist in the process of screening officers for the communication skills, basic empathy, and emotional resilience required for the work, as well as to screen out any ideological bias against sexual assault victims or gender bias. Advocates from the FJC and SART (and from the CAC for Child Abuse) could participate in the Department's "Knowledge, Skills and Ability" selection process.
- Finally, we recommend that once the Units grow to full strength, that a number of detectives proportionate to the caseload be assigned to handle carnal knowledge cases involving adolescents, and that these receive special training in human trafficking issues.

Future Work of the Committee

The Committee will continue to work every month to support and preserve the reform efforts. Moreover, the Committee worked hard to create structural requirements of supervision and quality control to ensure that the reforms will outlast the good intentions of the current administration.

Policing Free of Gender Bias and the Response to Sexual Assault

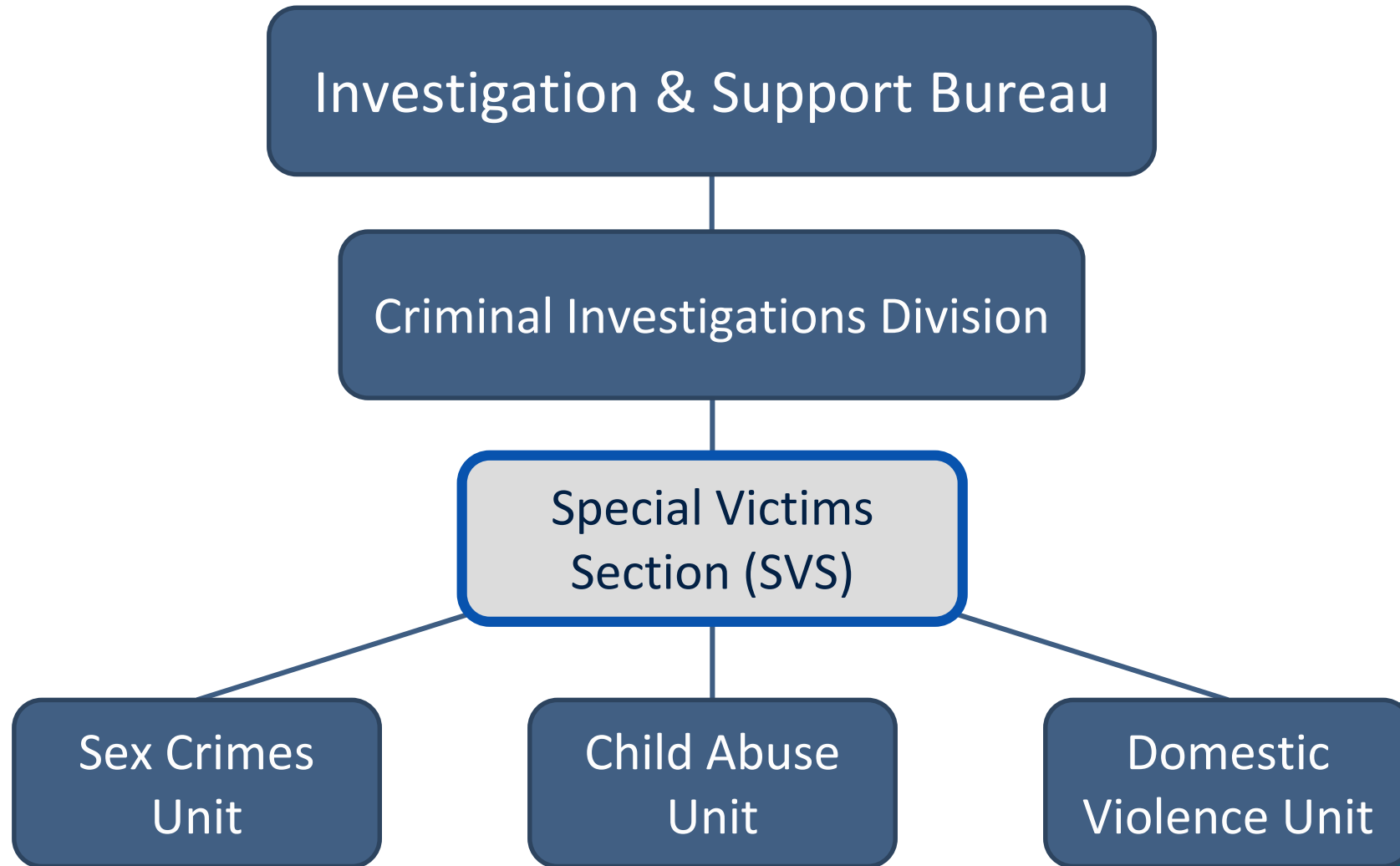
Presented by Commander Doug Eckert

Policing Free of Gender Bias

The Consent Decree calls for NOPD to respond to sexual assault and domestic violence incidents with a “victim-centered approach” in a “manner free of gender-bias.”

The Special Victims Section (SVS) leads the Department’s efforts to implement the requirements of the Consent Decree pertaining to sexual assault and domestic violence.

SVS Structure



SVS Units

Unit	Commissioned Staff	Detectives	Sergeants	Location
Sex Crimes	14	11 (including 1 cold case detective)	3	Family Justice Center
Child Abuse	11	9	2	NOPD HQ
Domestic Violence	5	4	1	Family Justice Center

- The Department has added other support staff to SVS, such as social workers and civilian investigators, to improve operations.

Multidisciplinary Team (MDT)

- Mechanism for continuous external input on NOPD's response to sexual assault.
- Monthly meetings with advocates and experts to discuss open cases, unfounded cases, and 21s.
- Meetings include:
 - NOPD detectives, supervisors, and social workers
 - Family Justice Center and other victim advocates
 - Multiple DA representatives
 - Louisiana State Police (LSP)
 - A Sexual Assault Nurse Examiner (SANE)

Major Policy Changes

- Delineation of duties for patrol, detectives, supervisors, SVS Commander & CID Commander
- The Sex Crimes Unit now has thorough policy guidance, which was lacking formerly.
- Detectives are responsible for providing the proper response.
 - Policy requires patrol to secure the scene and then allow trained detectives to handle the scene.

Major Policy Changes

- SVS is the only unit allowed to change the signal or give dispositions for any sexual assault call.
 - This has improved the accuracy of classifications.
- Changing the signal to miscellaneous or marking a case unfounded (false or baseless) requires specific supervisory authorization.
 - Example of an unfounded case: Rape reported to NOPD happened in Metairie. Case is marked unfounded at NOPD and referred to JPSO.
 - Example of a Signal 21: Consensual sex with the intentional transmission of HIV is classified as a 21 and investigated.

Detective Training

- All NOPD detectives are required to receive core detective training on conducting investigations and interrogations and other topics.
- SVS detectives have received a wide variety of specialized training relevant to SVS incidents.
- SVS is developing a core curriculum for Sex Crimes, Child Abuse, and Domestic Violence detectives.

Supervision

- Supervisors are required by policy and protocol to:
 - Respond to all rape scenes
 - Ensure thorough and timely investigations
 - Sign off on all investigations
 - Approve all miscellaneous or unfounded classifications
 - Ensure case trackers and logbooks are up to date and accurate

Case Tracking

- SVS implemented enhanced case tracking systems built by Compliance and SVS.
- The trackers provide:
 - Summary statistics and reports on investigative progress.
 - Alerts when supplemental reports are past due.
 - Suspect and other pertinent case information.
 - Documentation for Consent Decree requirements.
- Monthly reconciliations between the trackers and CAD ensure all cases are tracked.

Case Tracking System - Details

- Below is a simplified version which includes information on every case.
- This page also includes suspect information and required Consent Decree information.
- The supplemental due date turns red when the report is past due.
- The system produces a list of all past due reports by detective, so no case gets lost.

Item #	Signal	Detective	Incident	Supp. Due	Supp. Approved	DISP
Z-00245-16	42	Detective 3	12/31	1/28	1/26	CBA
Z-30894-16	80	Detective 1	1/1	1/29	1/29	CBA
Z-16712-16	43	Detective 2	1/1	1/29		OPEN
Z-12543-16	43B	Detective 3	1/1	1/29	1/29	OPEN

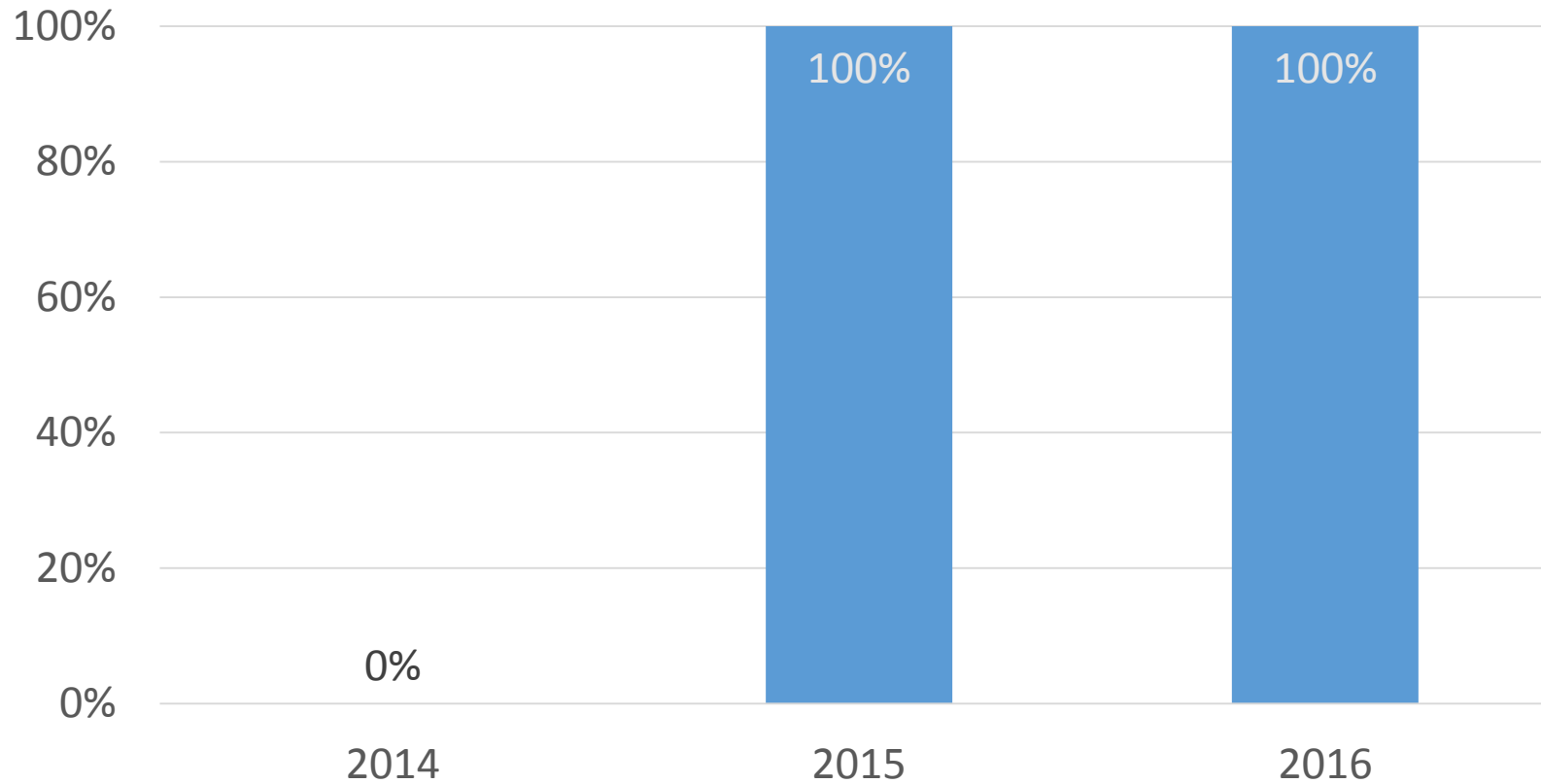
SVS COMSTAT

- SVS COMSTAT is a weekly meeting to discuss cases and crime trends and host training.
- We are reworking COMSTAT to focus on key performance indicators, such as:
 - Filing supplemental reports in a timely manner
 - Caseloads for detectives and supervisors
 - Clearance rates
 - CODIS hit follow up
- The enhanced case tracking systems will be the foundation of the new COMSTAT.

Miscellaneous Signals (21s)

- ¶ 206 of the CD restricts the use of Signal 21 (miscellaneous) to classify sexual assaults.
- Use of Signal 21 decreased significantly in 2015 and 2016.
 - 9 Signal 21s in 2015
 - 18 Signal 21s in 2016
 - Many Signal 21s result from dispatcher errors or consensual sex involving HIV transmission.
- All 21s will be discussed with the MDT (¶ 211).
- SVS receives weekly report on any new 21s.

Signal 21 Compliance Over Time



- The appropriate supervisors have approved all 21s from 2015 and 2016 (¶ 206).

Unfounded Cases

- Policy and ¶ 207 require that the SVS Commander and a supervisor approve all unfounded cases.
 - 129 unfounded complaints in 2015.
 - 66 unfounded complaints in first half of 2016.
- All unfounded cases will be discussed with the MDT as required by ¶ 211.
- SVS leadership receives weekly reports on any new unfounded incidents.

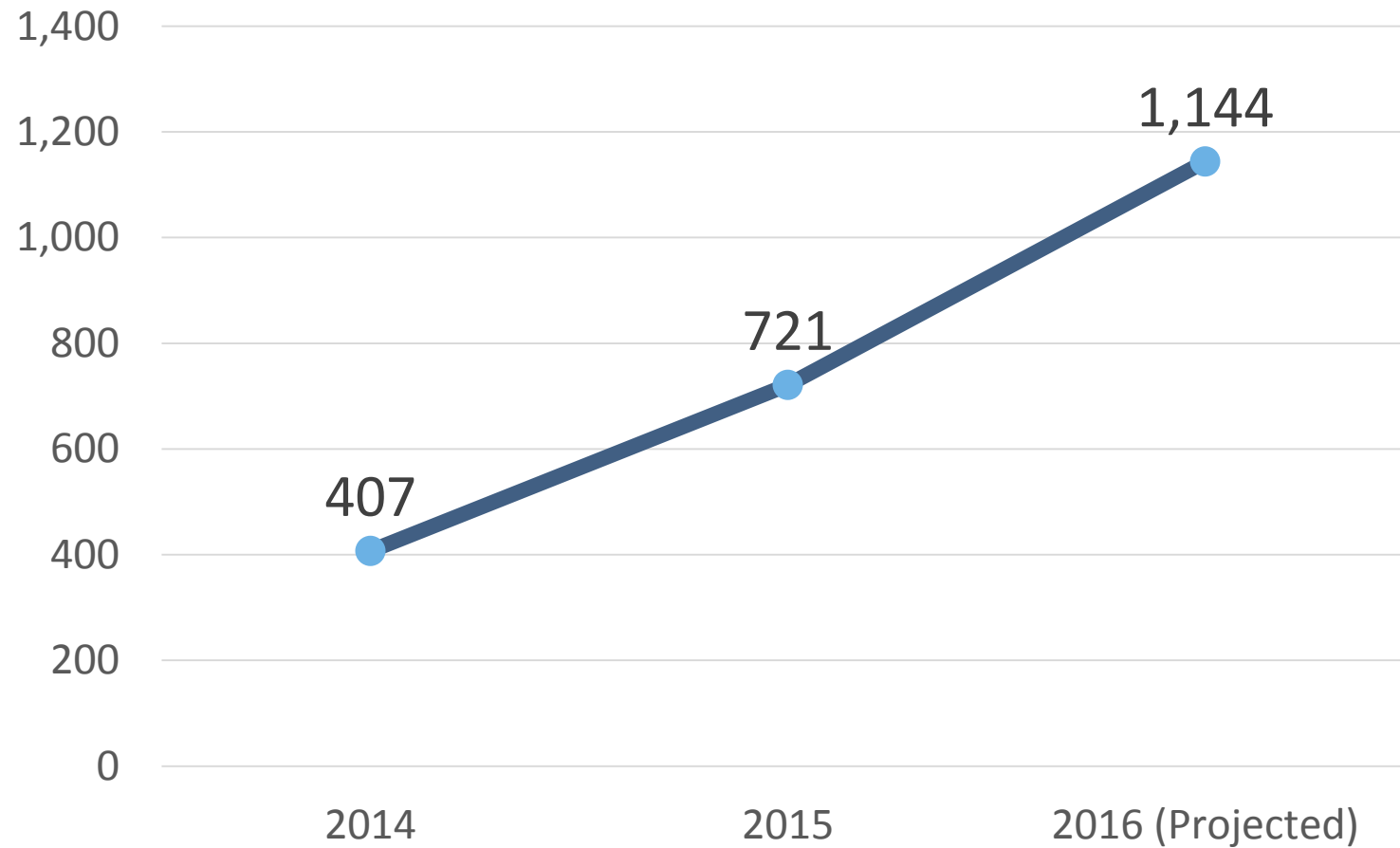
Sexual Assault Kits

- Sexual assault kits are collected by SANE nurses at University Hospital and Children's Hospital and occasionally from other jurisdictions.
- NOPD sends SAKs to Louisiana State Police (LSP) for testing weekly.
- NOPD maintains all sexual assault kits (SAKs) indefinitely, above and beyond LA requirements.
- Last year, NOPD implemented a new system for improved tracking of SAKs.

Improved DNA Testing Capacity

- NOPD has hired 4 crime lab analysts to work at LSP to improve NOPD's capacity to process DNA evidence.
- NOPD plans to hire 3 more crime lab analysts (for a total of 7) to test SAKs and other DNA evidence.
 - Three candidates are already in the background investigation stage of hiring.

Increased Sexual Assault Reporting



Sex Crimes & Child Abuse Staffing

- Since the 2014 OIG report, NOPD has added:
 - 4 detectives to Sex Crimes
 - 4 detectives to Child Abuse
- However, due to the significant increase in reporting, case loads remain higher than desired.
- Case load projections for 2016:
 - Sex Crimes: 66 cases per detective
 - Child Abuse: 91 cases per detective
- The Department is committed to increasing SVS staffing as overall staffing increases.

What's Next

- Sustaining and strengthening our reforms
- Ensuring supervisor accountability
- Continuing to increase staffing of SVS to address case loads
- Finalizing training curriculum for new detectives
- Hiring crime lab analysts to increase DNA testing capacity
- Continuing to work with community advocates to strengthen NOPD's response to sexual assault