

April 5, 2023

Michelle Woodfork  
Interim Superintendent of Police  
New Orleans Police Department  
715 South Broad Street  
New Orleans, LA 70119

This correspondence is part of an ongoing investigation, examination, audit, inspection, or performance review and is exempt from the Public Records Act until the investigation, examination, audit, inspection, or performance review is complete. See La. R.S. 33:9614 and La. R.S. 44:4.1(B)(20). Please notify this office immediately should you receive a Public Records Request which includes this correspondence

RE: New Orleans Police Department Executive Protection Team

Dear Superintendent:

On November 29, 2022, the Office of Inspector General (OIG) issued a Request for Documents to the former Superintendent of Police, Shaun D. Ferguson.<sup>1</sup> The Request for Documents included any policies, standard operating procedures and threat assessments involving the New Orleans Police Department (NOPD) officers assigned to the Mayor's Executive Protection Team (EPT) during the period January 1, 2018 to November 29, 2022. On December 23, 2022, the City Attorney's Office responded to this Request for Records on behalf of your office and stated:

NOPD does not have responsive records regarding Threat Assessments, Security Plans, Critical Incident Response Plans and Training, and Site Surveys related to operations completed by the Mayor's Detail.<sup>2</sup>

Based on the City's response, as well as the OIG's review of records and video footage taken from the exterior entrance to Upper Pontalba apartments, it appears the EPT does not have policies in place to regulate and guide its operations. Additionally, the City and NOPD were unable to provide the OIG with any standards of conduct associated with executive or dignitary protection. The OIG noted a chain of command exists for payroll matters involving the EPT. However, the EPT's chain of command at the operational level lacks clarity since there are no written policies, procedures or standards governing executive protection. In particular, no one is responsible for coordinating the day-to-day operations of the EPT, including officer assignments, conducting site surveys, and preparing threat assessments prior to the Mayor's events and speaking engagements.

---

<sup>1</sup> See Request for Documents dated November 29, 2022

<sup>2</sup> See NOPD response to Request for Documents dated December 23, 2022

The OIG found the EPT has never prepared any threat assessments prior to the Mayor's events and speaking engagements.<sup>3</sup> Additionally, there were no records showing that EPT members completed any after-action reports associated with the Mayor's events and speaking engagements. Based on the OIG's review of documents, it does not appear EPT members participated in any in-service training related to their assignment to the EPT other than their initial Protection Training.<sup>4</sup>

According to our review of the documents from the NOPD Intelligence Division for the years 2021 and 2022, the division dealt with five possible or perceived threats against the Mayor.<sup>5</sup> NOPD Intelligence Division provided an explanation for the manner in which they addressed these threats and did coordinate with the EPT and the Mayor's office in those instances where the threat was credible. Nonetheless, should a threat develop against the Mayor, the EPT should also have a plan in place to spot, assess, and mitigate potential risk to the Mayor.

The OIG reviewed video footage of the entrance to the City's apartment unit in the Upper Pontalba Building for a 67-day time period during which the Mayor utilized the apartment often on a daily basis. On many occasions, the EPT allowed the Mayor to enter the Upper Pontalba Building without an escort. While there were instances where the EPT members did in fact escort the Mayor to and from the Upper Pontalba Building, the Mayor was often seen on video entering and departing without any EPT members nearby. In one instance the Mayor was seen walking to the Upper Pontalba Building from the French Quarter alone after departing from what appears to be the EPT vehicle. In addition, the Mayor was often observed on video departing from the Upper Pontalba Building and walking toward the French Quarter or returning from the French Quarter during normal daytime work hours, after hours, and on occasion in and around midnight without an escort. The Mayor was also seen speaking with a man who had been sleeping in front of the entrance to the Upper Pontalba Building. This person approached the Mayor with a bottle in their possession while the EPT was over a half a block away. Fortunately, nothing transpired and the person moved on after talking with the Mayor.

According to payroll records, four EPT members generally work 12-hour shifts. The OIG was advised that officers assigned to the EPT have no other assignments beyond those associated with the EPT. Consequently, there are no records known to exist of the duties performed by EPT members when not in the presence of the Mayor. Many of these 12-hour shifts occur when the Mayor is in a travel status. In most cases, the Mayor travels with one member of the EPT.

---

<sup>3</sup> See NOPD response to Request for Documents dated December 23, 2022

<sup>4</sup> Ibid

<sup>5</sup> The documents provided by the NOPD Intelligence Division are not attached because records of police departments concerning internal security procedures or internal security information are exempt from the Public Records Law under La. R.S. 44:3(A)(3). See also, La. Atty Gen. Op. No. 76-1677 opining that intelligence files of police are privileged notwithstanding mention of a prior arrest, that is, mentioning something otherwise public does not remove the exemption for the intel file.

No record of duties performed by EPT members who remained behind in New Orleans were provided to the OIG when requested. In addition, no record of duties performed by EPT members on those occasions where the Mayor travels alone were provided to the OIG when requested.

**Conclusions:**

The OIG determined that the EPT does not have policies in place to regulate and guide its operations. In the calendar year 2022, the four member EPT operated at a cost of \$414,796.25, which included the sum paid to a Orleans Parish Sheriff's Office deputy assigned to the EPT. The EPT's lack of policies and procedures contributed to ineffective and inefficient use of both the EPT's and NOPD's limited resources.

In addition, no one is responsible for coordinating the day-to-day operations of the EPT, including officer assignments, conducting site surveys prior to the Mayor's events and speaking engagements, and performing threat assessments. The safety of the Mayor is paramount to all City operations. Consequently, the EPT should have policies and procedures that ensure effective and efficient operations.

The OIG also found that NOPD officers assigned to the EPT are claiming work hours in the Mayor's absence, but NOPD advised that those officers have no other assignments and no records are known to exist concerning their activities. At present, accountability for their performance is clearly lacking.

### **Recommendations:**

1. While there is a need for NOPD to provide executive protection for the Mayor of New Orleans, a thorough review of the manner in which the EPT functions needs to be conducted by an independent law enforcement agency in conjunction with the NOPD.
2. The review should address the effective size and management of the EPT.
3. Once the review is concluded, NOPD must subsequently establish policies that govern the behavior and performance of the EPT. The policies should cover supervisory oversight from a management and practical standpoint, optimum EPT size, assignments, and appropriate reporting of pre- and post-actions associated with the Mayor's events and speaking engagements. The policies should also include a prohibition against using EPT members to run personal errands.
4. NOPD should establish a clear chain of command for the EPT, including a Team Leader and the designation of someone who would be administratively responsible for the EPT.
5. Decisions regarding EPT activities, duties and performance should be made by NOPD, rather than the Mayor.
6. The need for executive protection should be based on threat assessments and professional decisions made by the Team Leader of the EPT and coordinated with the office of the person being protected, in this instance the Mayor.
7. The relationship currently in place between the EPT and the NOPD Intelligence Division with respect to threats against the Mayor should be maintained and documented in the EPT's policies.

This information is being provided to you for any action you deem necessary. Please respond within two weeks (14 days) as to what action you decide to take concerning these matters. If you have any questions regarding this matter, please contact Deputy Inspector General for Investigations William A. Bonney at (504) 681-3207 or by email at [wbonney@nolaoig.gov](mailto:wbonney@nolaoig.gov). If you wish to speak to me, I can be contacted at (504) 681-3263 or via email at [emichel@nolaoig.gov](mailto:emichel@nolaoig.gov).

Sincerely,

A handwritten signature in blue ink, appearing to read "Edward Michel".

Edward Michel, CIG  
Inspector General

Enclosures    Request for Documents dated November 29, 2022  
NOPD response to Request for Documents dated December 23, 2022

cc: City Attorney Donesia D. Turner  
Commander Nicholas L. Gernon  
NOPD Chief of Staff Landry Stephanie  
Captain Raven Batiste



EDWARD MICHEL, CIG  
INSPECTOR GENERAL

November 29, 2022

Shaun D. Ferguson  
Superintendent of Police  
New Orleans Police Department  
715 South Broad Street  
New Orleans, LA 70119

Re: Request for Documents

This correspondence is part of an ongoing investigation, examination, audit, inspection, or performance review and is exempt from the Public Records Act until the investigation, examination, audit, inspection, or performance review is complete. See La. R.S. 33:9614 and La. R.S. 44:4.1(B)(20). Please notify this office immediately should you receive a Public Records Request which includes this correspondence.

Superintendent Ferguson,

We request your cooperation and assistance, pursuant to Article XIII of Chapter 2, Sections 18 and 20, of the Code of the City of New Orleans and Chapter 44 of Title 33 of the Louisiana Revised Statutes, Section 9613, in providing this office with the following documents and information in the possession, custody, or control of the City of New Orleans or any department, agency, board, commission, or public benefit corporation thereof:

1. Any and all Threat Assessments, Security Plans, Critical Incident Response Plans and Training, and any Site Surveys related to all operations completed by the Mayor's Police Detail (hereinafter called the "Detail") from January 1, 2018 to present.
2. Records of any and all travel details and those details associated with the Upper Pontalba Building located at 1008 N. Peters St. Apt. 503B, New Orleans, LA 70116 from January 1, 2018 to present.
3. Records of any and all Policies and Procedures and/or Standard Operating Procedures for the operations of the Detail from January 1, 2018 to present.
4. Any and all payroll records for Jeffery Vappie, [REDACTED], from January 1, 2018 to present.
5. Any and all payroll records for Louis Martinez, [REDACTED], from January 1, 2018 to present.
6. Any and all payroll records for Robert Monlyn, [REDACTED], from January 1, 2018 to present.



7. Any and all work assignments by all of the aforementioned officers from January 1, 2018 to present, to include Protection Details or other police duties.
8. Listing of any and all personnel from other agencies assigned to the Detail, to include their schedule, work assignments and hours worked to include any reimbursement(s) made by the City for these services to any agency which provided assistance to the Detail.
9. Provide the NOPD Chain of Command as it relates to the Detail and its hierarchy from January 1, 2018 to present. Include approval of payroll for the officers assigned to the Detail.

We request that these records be provided on or before December 12, 2022. Please contact Investigator Damon A. Rodriguez at [REDACTED] or via email at [REDACTED] when the requested information is ready or if you have any questions. Thank you for your cooperation and assistance with this matter.

Sincerely,

A handwritten signature in blue ink, appearing to read "Edward Michel".

Edward Michel, CIG  
Inspector General  
City of New Orleans



**LaToya Cantrell**  
MAYOR

**CITY OF NEW ORLEANS**  
**DEPARTMENT OF POLICE**

715 South Broad Street  
New Orleans, LA 70119

*"to protect and to serve"*



**Michelle M. Woodfork**  
INTERIM SUPERINTENDENT

December 23, 2022

Mr. Damon A. Rodriguez  
Office of the Inspector General  
525 St. Charles Avenue  
New Orleans, LA 70130

Re: Request for Documents

Dear Mr. Rodriguez:

NOPD has compiled all records responsive to Inspector General Michel's letter *Re: Request for Documents*, dated November 29, 2022. The records in response to Request No. 4, 5, 6, and 9 can be found using the following [REDACTED]

In response to Request No. 1, NOPD the officers assigned to the Mayor's Police Detail ("Mayor's Detail") have completed Dignitary Protection Training. NOPD does not have responsive records regarding Threat Assessments, Security Plans, Critical Incident Response Plans and Training, and Site Surveys related to operations completed by the Mayor's Detail.

In response to Request No. 2, NOPD does not have records responsive to this request.

In response to Request No. 3, NOPD does not have records responsive to this request.

In response to Request No. 7, NOPD officers assigned to the Mayor's Detail do not hold any other work assignments aside from the Mayor's Detail. Officer Louis Martinez has been assigned to the Mayor's Detail from 2018 to present. Officer Robert Monlyn was assigned to NOPD's Intel Subversives Division and the Investigative Services Bureau from 2018, until being assigned to the Mayor's Detail in 2020. Officer Jeffrey Vappie was assigned to: NOPD's 5<sup>th</sup> District, Narcotics Administrative Staff and Narcotics Asset Forfeiture Division from 2018, until being assigned to the Mayor's Detail in 2021.

In response to Request No. 8, to NOPD's knowledge, Charles Ellis (a member of the Orleans Parish Sheriff's Office) is the only member of the Mayor's Detail that is employed by an agency other than NOPD. Officers assigned to the Mayor's Detail work in a "2-man rotation" of 12-hour shifts for four days a week. Moreover, if one of the officers is unable to work their assigned shift, that officer's shift will be covered by another member of the Mayor's Detail in an overtime basis.



In response to Request No. 9, responsive records regarding approval of payroll for officers assigned to the Mayor's Detail can be accessed via the above listed OneDrive link.

Furthermore, the Chain of Command as it relates to the Mayor's Detail is as follows:

**2018-2019**

Captain James Scott (retired)

Sergeant Wondell Smith (retired)

**2020-2021**

Captain Joseph Waguespack

Sergeant Tokishiba Lane-Hart

**2021-Present**

Captain Michael Glasser

Sergeant Tokishiba Lane-Hart

Should you have any questions, please contact me at [REDACTED] or via email at [REDACTED].

Sincerely,

A handwritten signature in blue ink, appearing to read 'Arthur B. Mitchell IV', is written over a white background.

Arthur Bernard Mitchell IV  
Assistant City Attorney, City of New Orleans

Cc: Donesia D. Turner  
Interim Superintendent Michelle M. Woodfork  
Lt. Anthony P. Monaco  
Shontee A. Smothers



**LaToya Cantrell**  
MAYOR

*CITY OF NEW ORLEANS*  
**DEPARTMENT OF POLICE**

*715 South Broad Street  
New Orleans, LA 70119*

*"to protect and to serve"*



**Michelle M. Woodfork**  
SUPERINTENDENT

April 21, 2023

Edward Michel, OIG  
Office of the Inspector General  
525 St. Charles Avenue  
New Orleans, LA 70130

RE: New Orleans Police Department Executive Protection Team

Dear Inspector General Michel:

The New Orleans Police Department is in the process of creating a policy regarding the Executive Protection Unit that addresses the recommendations in your correspondence dated April 5, 2023.

Recommendation(s):

1. While there is a need for NOPD to provide executive protection for the Mayor of New Orleans, a thorough review of the manner in which the EPT functions needs to be conducted by an independent law enforcement agency in conjunction with the NOPD.

**New Orleans Police Department Response:** As part of the thorough review of the NOPD Policy, the policy will be submitted to our law enforcement partners at the Louisiana State Police, to review independently. As of April 20, 2023, the OIG reviewed the draft policy and recommended some changes and addressed some typos in the draft policy.

2. The review should address the effective size and management of the EPT.

**New Orleans Police Department Response:** The draft policy addresses the effectiveness of the size and management of the EPT. In the draft of policy in paragraph 7, the supervisor of the unit will submit a request for the selection of the candidate for assignment to the Executive Protection Unit. Also, as part of the effectiveness and management of the Executive Protection Unit, the policy will be reviewed by our law enforcement partners at the Louisiana State Police.

3. Once the review is concluded, NOPD must subsequently establish policies that govern the behavior and performance of the EPT. The policies should cover supervisory oversight from a management and practical standpoint, optimum EPT size, assignments, and appropriate reporting of pre- and post-actions associated with the Mayor's events and speaking engagements. The policies should also include a prohibition against using EPT members to run personal errands.

**New Orleans Police Department Response:** The draft policy currently addresses the behavior and performance of the Executive Protection Unit. In paragraph 4, where the policy addresses the Executive Protection Unit Supervisor; the supervisor will be responsible for the oversight and management of the unit. The draft policy addressed the concern regarding using the Executive Protection Unit to handle personal errands, which is outlined in paragraph 9 of the draft policy, stating the functions of the Executive Protection Unit.

*"an equal opportunity employer"*

4. NOPD should establish a clear chain of command for the EPT, including a Team Leader and the designation of someone who would be administratively responsible for the EPT.

**New Orleans Police Department Response:** The draft policy addresses the chain of command for the Executive Protection Unit in paragraph 4, whereas the supervisor of the Executive Protection Unit will report directly to the Captain of the Specialized Investigation Division.

5. Decisions regarding EPT activities, duties and performance should be made by NOPD, rather than the Mayor.

**New Orleans Police Department Response:** The draft policy addresses the duties and performance of the Executive Protection Unit in paragraph 3, as The Superintendent of Police will approve and appoint a designee as a Supervisor to the Executive Protection Unit.

6. The need for executive protection should be based on threat assessments and professional decisions made by the Team Leader of the EPT and coordinated with the office of the person being protected, in this instance the Mayor.

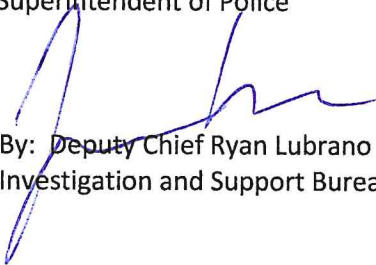
**New Orleans Police Department Response:** The draft policy addresses the need of the Executive Protection Unit in paragraph 33, where the Specialized Investigation Division shall establish and maintain a process where information will be reviewed and analyzed by the Criminal Intelligence Unit. This will coincide with Chapter 51.1- Criminal Intelligence.

7. The relationship currently in place between the EPT and the NOPD Intelligence Division with respect to threats against the Mayor should be maintained and documented in the EPT's policies.

**New Orleans Police Department Response:** The draft policy addresses the relationships between the Executive Protection Unit and the Criminal Intelligence Unit in paragraph 33 and 35. The policy addresses that both units will gather, and review information. The Captain of the Specialized Investigations Division will serve as a point of contact for intelligence and threats for analyzing, as well as the request of needs for the Executive Protection Unit.

Sincerely,

Michelle M. Woodfork  
Superintendent of Police

  
By: Deputy Chief Ryan Lubrano  
Investigation and Support Bureau