

**GOVERNMENT OF THE DISTRICT OF COLUMBIA  
OFFICE OF THE INSPECTOR GENERAL**

**Special Evaluation  
Metropolitan Police Department  
Special Operations Division Approval and Conduct of  
Non-Dignitary Escorts  
July 2011**



**CHARLES J. WILLOUGHBY  
INSPECTOR GENERAL**

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
Office of the Inspector General

Inspector General



July 12, 2011

**Via Hand Delivery**

Cathy L. Lanier  
Chief  
Metropolitan Police Department  
300 Indiana Avenue, N.W., Room 5080  
Washington, D.C. 20001

Dear Chief Lanier:

Following significant media attention, public comment, and a hotline complaint questioning the propriety of a motorized escort provided by Metropolitan Police Department (MPD) to actor Charlie Sheen on April 19, 2011, the Office of the Inspector General (OIG) conducted a special evaluation to assess the non-dignitary<sup>1</sup> escort policies, procedures, and practices of MPD's Special Operations Division (SOD), which approved and provided the Sheen escort.

Please find enclosed the OIG's final report of special evaluation entitled *Metropolitan Police Department Special Operations Division Approval and Conduct of Non-Dignitary Escorts*. The OIG will also make this report available to the public on our website at [www.oig.dc.gov](http://www.oig.dc.gov).

The OIG's primary objectives were to gain a full understanding of: 1) how and why the Sheen escort was requested and planned; 2) the actions of the MPD officers who conducted the escort; and 3) applicable MPD and SOD policies and procedures and whether any aspects of the escort deviated from or violated established practice or written protocols.

This report of special evaluation addresses issues and findings regarding a lack of clear written MPD guidelines for approving and conducting non-dignitary escorts, inconsistent coordination by MPD with other law enforcement agencies for inter-jurisdictional escorts, insufficient reimbursement for non-dignitary escorts, the absence of contracts with entities requesting escorts, disorganized SOD files, and infrequent auditing of the invoicing and payment process.

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<sup>1</sup> Though referred to but not defined in MPD policies or directives, SOD uses the term "non-dignitary escort" when referring to an escort provided to someone *other* than those considered to be dignitaries. "Dignitaries" are defined by an SOD protocol as "a Domestic or Foreign individual or group that is under the protection of the United States Secret Service, the United States Department of State or any other Local or Federal Government agency."

The issues resulting from this special evaluation will necessitate OIG follow-up to our recommendations. To aid in this process, I request that you provide information and periodic updates to this Office regarding any corrective actions that you direct and enhancements to MPD directives and operations that you implement.

If you have questions about this report or if we can be of further assistance, please feel free to contact me on (202) 727-2540.

Sincerely,



Charles J. Willoughby  
Inspector General

CJW/ef

cc: See **Distribution List**

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The Inspections and Evaluations (I&E) Division of the Office of the Inspector General is dedicated to providing District of Columbia (D.C.) government decision makers with objective, thorough, and timely evaluations and recommendations that will assist them in achieving efficiency, effectiveness and economy in operations and programs. I&E's goals are to help ensure compliance with applicable laws, regulations, and policies, identify accountability, recognize excellence, and promote continuous improvement in the delivery of services to D.C. residents and others who have a vested interest in the success of the city.

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# **Acronyms and Abbreviations**

## Acronyms and Abbreviations

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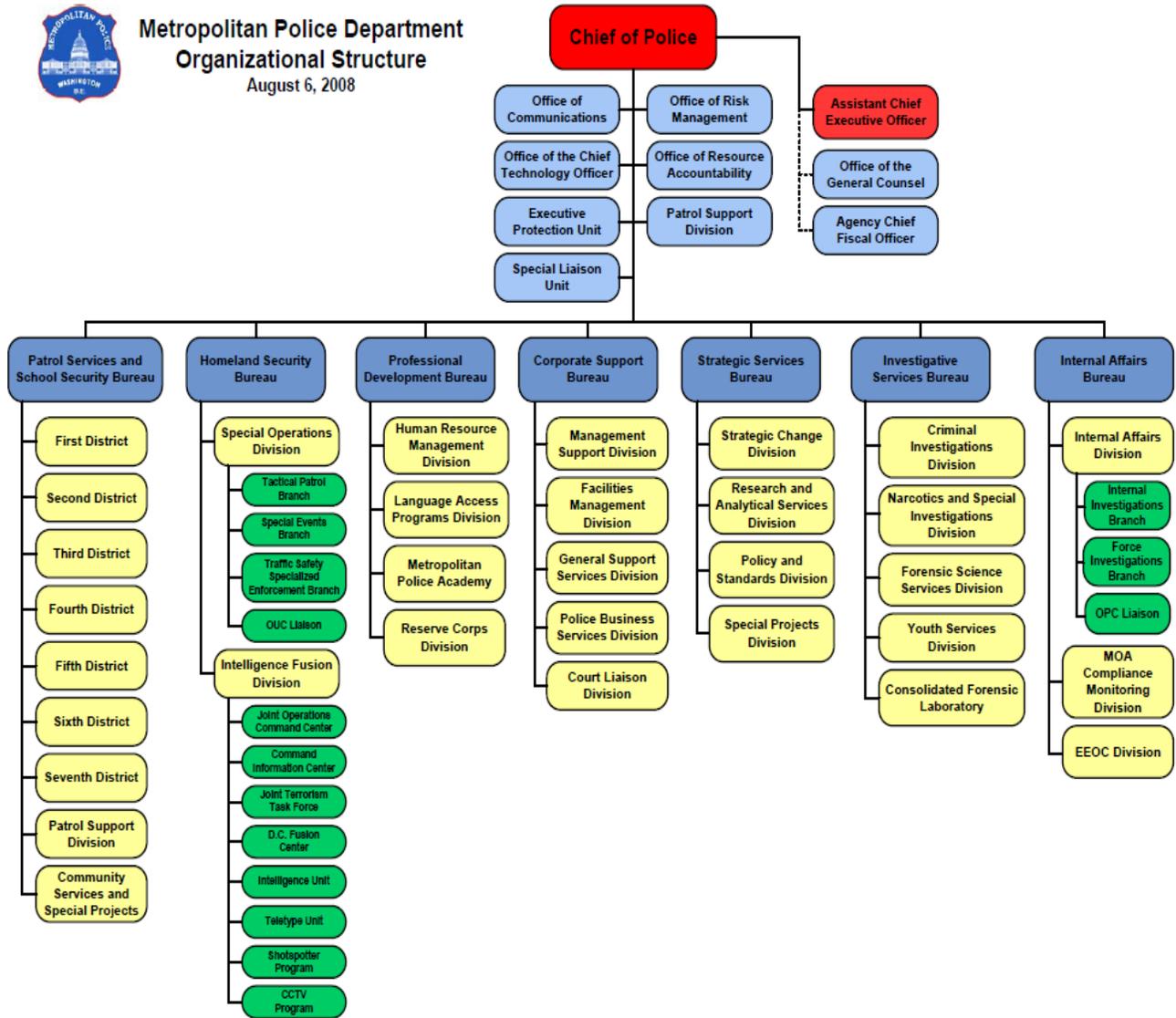
<b>CAFR</b>	Comprehensive Annual Financial Report
<b>DO</b>	Division Order
<b>DSO</b>	Domestic Security Operations
<b>FY</b>	Fiscal Year
<b>GO</b>	General Order
<b>HSB</b>	Homeland Security Bureau
<b>I&amp;E</b>	Inspections and Evaluations
<b>ICS</b>	Incident Command System
<b>MOU</b>	Memorandum of Understanding
<b>MPD</b>	D.C. Metropolitan Police Department
<b>OCFO</b>	Office of the Chief Financial Officer
<b>OIG</b>	Office of the Inspector General
<b>OUC</b>	Office of Unified Communications
<b>PSJC</b>	Public Safety and Justice Cluster
<b>RFK</b>	Robert F. Kennedy Memorial Stadium
<b>RSAN</b>	Roam Secure Alert Network
<b>SEB</b>	Special Events Bureau
<b>SO</b>	Special Order
<b>SOD</b>	Special Operations Division
<b>SOP</b>	Standard Operating Procedure
<b>SUV</b>	Sports Utility Vehicle
<b>TACIS</b>	Time and Attendance Court Information System

# **Organization Charts**

# Organization Charts



**Metropolitan Police Department**  
**Organizational Structure**  
 August 6, 2008



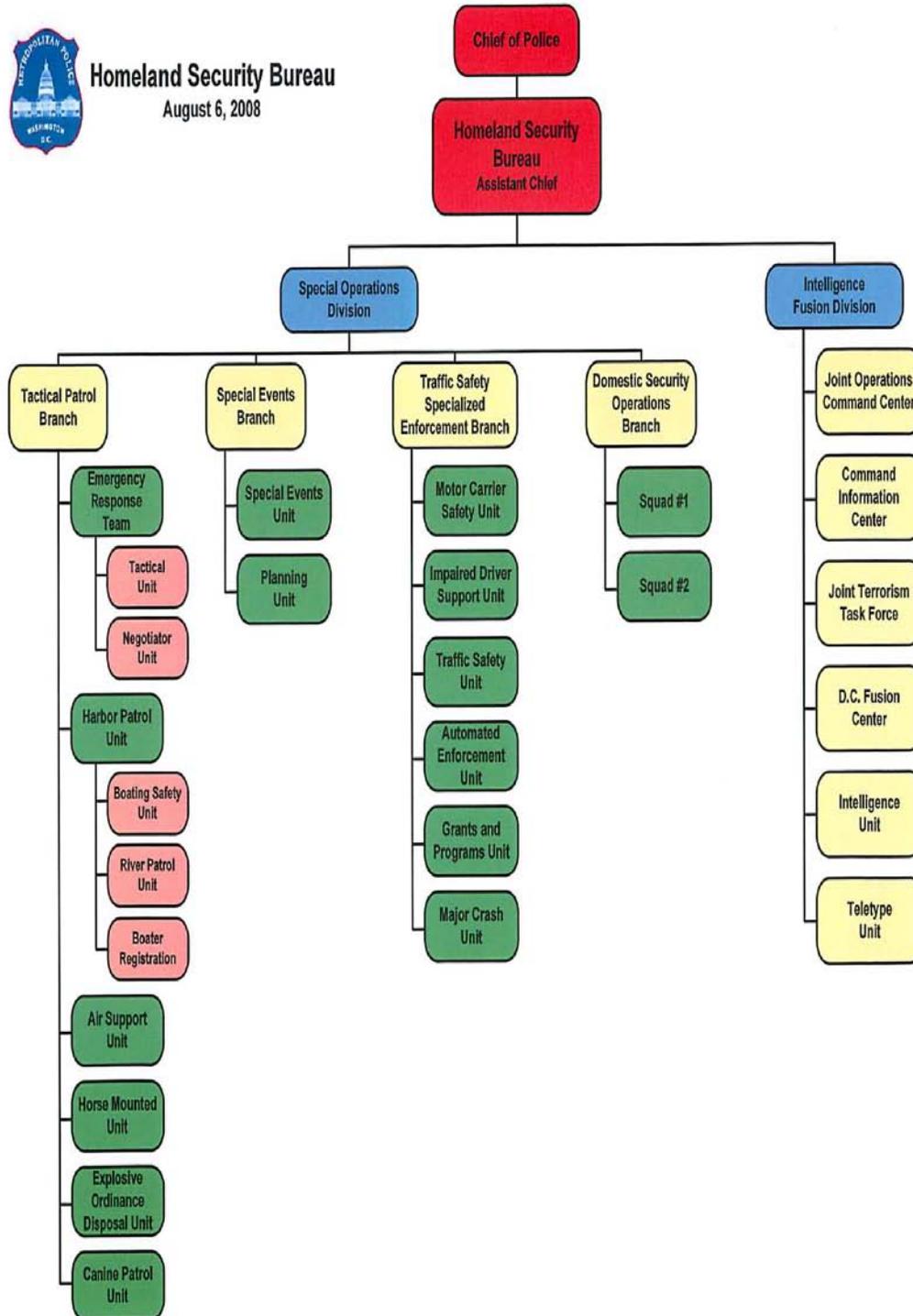
Source: [www.mpdc.dc.gov](http://www.mpdc.dc.gov) (last visited June 30, 2011).

# Organization Charts



## Homeland Security Bureau

August 6, 2008



Source: [www.mpdcd.c.gov](http://www.mpdcd.c.gov) (last visited June 30, 2011).

# **Executive Summary**

## Executive Summary

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### Background

On April 19, 2011, representatives for actor Charlie Sheen requested—and he and members of his entourage received—a Metropolitan Police Department (MPD) non-dignitary<sup>1</sup> motorized police escort (escort) from Virginia to the District. This escort received significant media attention and public comment questioning its propriety. On April 21, 2011, the Office of the Inspector General (OIG) received a hotline complaint regarding this escort and, on the following day, MPD officials announced that they were conducting an investigation into the escort.

Subsequently, the Inspector General directed the OIG Inspections and Evaluations Division (I&E) to conduct a special evaluation of the Sheen escort and MPD Special Operations Division<sup>2</sup> (SOD) escort operations. The special evaluation team (team) reviewed the circumstances of the Sheen escort, and evaluated SOD policies, procedures, and practices regarding motorized escorts of non-dignitaries.<sup>3</sup>

### Objectives, Scope, and Methodology

The team's primary objectives were to gain a full understanding of: 1) how and why the Sheen escort was requested and planned; 2) the actions of the MPD officers who executed the escort; and 3) applicable MPD and SOD policies and procedures and whether any aspects of the April 19 escort deviated from established practices and/or written protocols. The scope of the special evaluation is limited to SOD activities for certain non-dignitary escorts during fiscal years 2009 through June 2011. In support of these efforts, the team conducted interviews with MPD personnel; and analyzed policies, procedures, protocols, MPD Directives, files, financial documents, and District laws and regulations.

OIG inspections comply with standards established by the Council of Inspectors General on Integrity and Efficiency, and pay particular attention to the quality of internal control.<sup>4</sup>

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<sup>1</sup> SOD uses the term “non-dignitary escort” when referring to an escort provided to someone other than “a Domestic or Foreign individual or group that is under the protection of the United States Secret Service, the United States Department of State or any other Local or Federal Government agency.” MPD SOD Division Order 11/02 (Apr. 24, 2011) at 1.

<sup>2</sup> According to MPD's website, “The mission of the [ ]Special Operations Division is to support patrol operations by developing special tactics and deploying specially trained personnel in unusual law enforcement situations and events; assisting the District Commanders with selective traffic enforcement, traffic control, accident investigation and public vehicle regulation enforcement; and coordinating with other agencies and organizational elements concerning special events and potential catastrophic situations.”

[Http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540900,mpdcNav\\_GID,1529,mpdcNav,%7C.asp](http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540900,mpdcNav_GID,1529,mpdcNav,%7C.asp) (last visited June 14, 2011).

<sup>3</sup> The team also reviewed some activities of the Office of the Chief Financial Officer (OCFO), Public Safety and Justice Cluster (PSJC) related to PSJC's fiscal oversight of MPD and SOD.

<sup>4</sup> “Internal control” is synonymous with “management control” and is defined by the U.S. Government Accountability Office as comprising “the plans, methods, and procedures used to meet missions, goals, and objectives and, in doing so, supports performance-based management. Internal control also serves as the first line of defense in safeguarding assets and preventing and detecting errors and fraud.” STANDARDS FOR INTERNAL CONTROL IN THE FEDERAL GOVERNMENT, Introduction at 4 (Nov. 1999).

## Executive Summary

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### Chronology of Events

April 19, 2011

*Approximately 2:00 p.m.:* Sheen's tour manager and production manager visited the office of an event promoter representative and requested a motorized police escort from Dulles International Airport (Dulles) in Chantilly, VA to the District. They voiced concerns about getting Sheen to a performance at the Daughters of the American Revolution Constitution Hall (Constitution Hall) on time later that same day.

*Approximately 2:45 p.m.:* The event promoter telephoned MPD's SOD to obtain an escort for Sheen from Dulles to Constitution Hall. Officer 1<sup>5</sup> informed the representative that the escort was "possible." Officer 1 then spoke with Officer 2, who was in charge of reimbursable non-dignitary escort approvals. Officer 2 approved the Sheen escort request. Later, Officer 1 called the event promoter and reported approval of the escort.

*Later in the afternoon:* Officer 1 recruited Officer 3, and Officer 3 recruited Officer 4 for the escort detail. Officer 1 told Officers 3 and 4 to arrive at Dulles at 6:30 p.m. to meet Sheen and escort him and his entourage to Constitution Hall.

*Approximately 5:00 p.m.:* Officers 3 and 4 departed for Dulles in two MPD vehicles: a sports utility vehicle (SUV) and a standard marked patrol vehicle.

*Approximately 8:10 p.m.:* Sheen's plane landed at Dulles, and he and his entourage were escorted from the Landmark Aviation terminal to Constitution Hall.

*Travel into the District:* The escort vehicles and those transporting Sheen and his entourage left the airport and drove to the Dulles Toll Road; to I-66; to Constitution Avenue, N.W. in the District; to 17<sup>th</sup> Street, N.W.; to C Street, N.W.; and arrived at Constitution Hall. For safety reasons, officers activated emergency beacon lights during the escort.<sup>6</sup> They also used vehicle air horns to encourage motorists to let the vehicle convoy pass. According to the MPD officers, two paparazzi vehicles followed the entourage, and at least one of the paparazzi drove aggressively and tried to position his/her vehicle into the escort motorcade in front of the tail, or last, MPD vehicle.

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<sup>5</sup> Regardless of rank, all SOD personnel are referred to as "officer" in this report of special evaluation to protect the identity of those who interviewed with the OIG.

<sup>6</sup> Officer 2, who approved the request, stated that he/she instructed the officers who conducted the escort not to use lights or sirens. Officer 3 and 4 told the team that they did not recall receiving that instruction.

## Executive Summary

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*Sheen Tweet:* Sheen posted an image to his Internet Twitter<sup>7</sup> account allegedly depicting the lead MPD escort vehicle using emergency beacon lights and the speedometer on the SUV he was riding in reading approximately 80 mph. Along with this image, Sheen tweeted, “[I]n car with Police escort in front and rear! driving like someone’s about to deliver a baby! Cop car lights #Spinning!”<sup>8</sup>

*Arrival at Constitution Hall:* When the escort arrived at Constitution Hall, a large crowd that included media representatives was waiting. The MPD escort officers used their vehicle air horns to disperse individuals who were too close to the escort vehicles. Sheen exited the SUV and entered Constitution Hall.

*Sheen Escort Invoice:* Officers 3 and 4 stated that they stayed for the duration of Sheen’s show because they were paid to work for a minimum of 4 hours and did not want to leave before the minimum time had expired.<sup>9</sup> Officer 2 created an invoice for \$445.68 for the cost of Sheen’s escort. The invoice billed the event promoter for the use of two SOD personnel from 7:00 p.m. to 11:00 p.m., for a total of 8 hours of police overtime.

April 20, 2011

In response to the Tweeted image alleged to have been captured from the inside of the Sheen entourage’s SUV, local and national media began reporting on the MPD escort. Media outlets subsequently published the image depicting a driver’s view of a vehicle dashboard and the view through a windshield.<sup>10</sup> The speedometer in the image appears to indicate that the vehicle is traveling at approximately 80 mph, and a distant vehicle can be seen with emergency beacon lights activated. (Appendix 2<sup>11</sup>)

April 22, 2011

MPD released a statement (Appendix 3) noting that the Sheen escort was under investigation by the MPD “Internal Affairs Division.”<sup>12</sup>

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<sup>7</sup> According to its website, “Twitter [allows users to share] information called Tweets. Each Tweet [has a] . . . details pane that provides additional information . . . with photos, videos[,] and other media content.”

[Http://twitter.com/about](http://twitter.com/about) (last visited June 13, 2011).

<sup>8</sup> [Http://www.washingtonpost.com/blogs/crime-scene/post/charlie-sheens-high-speed-escort/2011/04/20/AFtRYQDE\\_blog.html](http://www.washingtonpost.com/blogs/crime-scene/post/charlie-sheens-high-speed-escort/2011/04/20/AFtRYQDE_blog.html) (last visited June 13, 2011).

<sup>9</sup> They also stated that they did not consider themselves to be on duty or to be providing security because Constitution Hall had its own security staff. When the show was over, Sheen and his entourage left without assistance from MPD.

<sup>10</sup> The team viewed Sheen’s “Tweet” on *The Washington Times* website.

<sup>11</sup> Source: Kerry Picket, *Charlie Sheen’s High Speed DC Police Escort ‘Under Investigation,’* THE WASHINGTON TIMES, Apr. 20, 2011, available at <http://www.washingtontimes.com/blog/watercooler/2011/apr/20/exclusive-charlie-sheens-high-speed-dc-police-esco/> (last visited July 6, 2011).

<sup>12</sup> According to MPD’s website, “The Internal Affairs Bureau (IAB) acts as the guardian of the Metropolitan Police Department’s reputation, and is charged with the accountability, implementation, and maintenance of the Department’s anti-corruption programs. IAB is an office of unparalleled integrity that provides effective corruption control and behavior accountability through comprehensive proactive and reactive investigations, inspections, and

## Executive Summary

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April 24, 2011

SOD promulgated Division Order 11/02, entitled “Handling Requests for Police Escorts” (Appendix 4).

### Issues and Findings

This special evaluation addresses issues and findings regarding the lack of clear written guidelines for MPD non-dignitary escorts, inconsistent coordination between MPD and other law enforcement agencies for inter-jurisdictional escorts, insufficient reimbursement for non-dignitary escorts, the absence of contracts with requestors, disorganized escort files, and infrequent auditing of the invoicing process. The team also noted other matters that warrant consideration and action by MPD leadership that are not addressed in this special evaluation: (1) an assessment of how officers who conduct dignitary escorts are trained and assigned, and (2) a review of the policies and procedures for accepting check payments for escorts.

### Conclusions

The OIG concluded that SOD’s approval and performance of the Sheen escort were not extraordinary. Similarly, the team does not view the decisions and actions of those SOD officers involved in the Sheen escort as cavalier or contrary to established practice. After considering the “Tweeted” image, accounts published by the media, and statements from officers who conducted the escort, the OIG could not determine whether or not the MPD officers used excessive speed or disregarded traffic signals during their trip into the District. Although various media publicized Tweeted images and text purporting to show the Sheen SUV traveling at approximately 80 mph, the team had no means by which to independently verify the authenticity and accuracy of either the information or its source. In addition, the team noted that even if the Tweeted speedometer image was in fact taken from Sheen’s SUV, it does not explain why, or for how long, Sheen’s SUV traveled at that speed. While the team is concerned that MPD SOD neglected to communicate and coordinate the two officers’ travel to and from Dulles with Virginia law enforcement agencies, the performance of the April 19 escort appears to have been routine.

The team found that non-dignitary escorts have been an accepted, routine MPD practice for a number of years. To date, SOD officers seemingly have executed these details effectively and without significant incident. However, the OIG believes that the casual manner in which MPD and SOD administers and documents the operational elements of the practice is fraught with risk and potential liability. In the event of a civil or criminal proceeding calling into question the actions and locations of officers involved in an escort, MPD should be able to furnish a detailed account of escort activities. Undocumented police activity may constitute a significant, unnecessary risk of liability to the District.

Explicit, clearly written standards should be implemented so that (1) escort duties are safely performed and equitably assigned, and (2) policies and procedures are transparent to both members of the department and the public. Non-dignitary escorts clearly fall outside of the

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adjudications of misconduct and corruption. The IAB also collects extensive statistical data for review, assessment, and trend analysis.” [Http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540837,mpdcNav\\_GID,1529,mpdcNav,%7C.asp](http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540837,mpdcNav_GID,1529,mpdcNav,%7C.asp) (last visited June 22, 2011).

## Executive Summary

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public's perception of police activity because they require close communication with a client, or a third party on behalf of a client who is paying the District for a service. The OIG believes that if administered properly, non-dignitary escorts can deliver broad benefits to the District. Large, high-profile conventions and popular performers, as well as athletic and cultural events, generate significant, positive attention and revenue for the City. If administered in a way that the organizers and promoters of such events bear the full expense of providing the escorts, and if the practice does not diminish MPD's readiness to meet its core mission, non-dignitary escorts can play a significant role in safely and orderly hosting special events and increase uniformed police presence in the District at no cost to District taxpayers.

### Recommendations

The team made 11 recommendations aimed at improving SOD's non-dignitary escort operations; reviewing contractual obligations requiring MPD to provide non-dignitary escorts; improving the structure, organization, and content of MPD's directives system; clearly defining MPD's authority to provide and require compensation for non-dignitary escorts; establishing a fee for entities using non-dignitary escorts that is commensurate with the rate that the federal government compensates MPD for *dignitary* escorts; streamlining and organizing records; ensuring MPD SOD collaborates with other jurisdictions; and ensuring that MPD's billing process is audited regularly.

# **SOD Operations and Protocols**

### Operations Overview

The Metropolitan Police Department's (MPD) Special Operations Division (SOD), housed within MPD's Homeland Security Bureau (HSB),<sup>13</sup> is responsible for, among other things, non-dignitary escorts. SOD's mission is to:

support patrol operations by developing special tactics and deploying specially trained personnel in unusual law enforcement situations and events; assisting the District Commanders with selective traffic enforcement, traffic control, accident investigation and public vehicle regulation enforcement; and coordinating with other agencies and organizational elements concerning special events and potential catastrophic situations.<sup>14</sup>

SOD also:

- Plans, coordinates and develops operational orders; allocates manpower; conducts liaison with outside agencies for special events, parades, demonstrations and other incidents occurring in public or of a public nature.
- Coordinates with appropriate agencies in planning, developing, and executing escort and security support for distinguished guests of the Federal and municipal governments and other governmental functions ....
- Coordinates with Secret Service in planning, developing, and executing escort and security for the President and Vice President of the United States and other protectees ....
- Provides necessary patrol functions when regular District units are unable to respond.<sup>15</sup>

### Non-Dignitary Escort Operations

Though referred to but not defined in MPD policies or directives, SOD uses the term “non-dignitary escort” when referring to an escort provided to someone other than “a Domestic or Foreign individual or group that is under the protection of the United States Secret Service, the United States Department of State or any other Local or Federal Government agency.”<sup>16</sup> All

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<sup>13</sup> HSB “integrates intelligence and operational functions to ensure that the District is well protected and that the government is prepared to prevent and respond to threats and critical incidents . . . .” [Http://cfo.dc.gov/cfo/frames.asp?doc=/cfo/lib/cfo/budget/fy2012/volume\\_2\\_-\\_agency\\_chapters\\_part\\_i\\_web.pdf](http://cfo.dc.gov/cfo/frames.asp?doc=/cfo/lib/cfo/budget/fy2012/volume_2_-_agency_chapters_part_i_web.pdf) (last visited June 14, 2011).

<sup>14</sup> [Http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540900.asp](http://mpdc.dc.gov/mpdc/cwp/view,a,1230,q,540900.asp) (last visited June 16, 2011).

<sup>15</sup> *Id.*

<sup>16</sup> MPD SOD Division Order (DO) 11/02, Handling Requests for Police Escorts (Apr. 24, 2011) at 1. Prior to the issuance of DO 11/02, the term “dignitary” was not defined in any of the documents the team reviewed from MPD's Directive System. Neither General Order (GO) 303.6 (Erection of Temporary No Parking Signs, Granting of Special Parking Privileges, and Detailing of Police at Private Gatherings and for Escort Service) (rev. Apr. 23, 1986)

## SOD Operations and Protocols

officers conducting non-dignitary escorts are subject to MPD’s rules and regulations and the directives of the SOD commander and his/her designee. Non-dignitary escorts are treated as reimbursable details.<sup>17</sup> SOD provides a variety of reimbursable details year-round as outlined in Table 1 below.

<b>Table 1: SOD Reimbursable Details</b>			
<b>Dignitary Escorts</b>	<b>Non-Dignitary Escorts</b>	<b>Interagency-related Reimbursable Details</b>	<b>Other Reimbursable Details</b>
<p>The District receives \$15 million annually from the federal government to pay for emergency planning and security, some of which MPD uses for the following events:</p> <ul style="list-style-type: none"> <li>• Escorts for the President, Vice President, First Lady, and other dignitaries.</li> <li>• First Amendment activities (e.g., protests and demonstrations).</li> </ul>	<p>This category includes non-dignitary escorts in which a private entity pays for services, and the payments cover SOD officer overtime.</p>	<p>Interagency agreements with District agencies that involve overtime and are not considered to be non-dignitary escorts.<sup>18</sup></p>	<p>Events paid for by organizers:</p> <ul style="list-style-type: none"> <li>• Nightclub protection</li> <li>• Parades</li> <li>• Walks/Marathons</li> <li>• Movie details</li> <li>• Festivals</li> <li>• Funerals</li> </ul>

Based on SOD documents provided pertaining to fiscal years (FY) 2009, 2010, and (thus far in) 2011, non-dignitary escorts constituted a relatively small percentage of all the events that SOD officers coordinated and staffed (15.6%, 9.4%, and 8.9% respectively).<sup>19</sup>

The team determined from interviews and document review that non-dignitary escorts have been routinely conducted for a number of years without fanfare or controversy. Non-dignitary escort data from FYs 2009 through 2011, to date, show escorts for collegiate and professional sports teams, entertainers, and other private organizations. (Appendix 5) Examples include the Hearst Foundations<sup>20</sup> escort in the beginning of March 2011 and the Horatio Alger

nor SO 05-06 (Special Event Reimbursable Details) (eff. July 1, 2005) explicitly defines the terms “dignitary” and “non-dignitary” escort.

<sup>17</sup> MPD defines a reimbursable detail as: “[T]he assignment of on-duty officers of MPD to patrol the surrounding areas of each entrance of a public venue for the purpose of maintaining public safety, remediation of traffic congestion, and to ensure the safety of public patrons during their approach and departure from the venue . . . .” MPD SO-05-06, Special Event Reimbursable Details (Jul. 1, 2005) at 2.

<sup>18</sup> According to an OCFO employee who works with reimbursable details, “[M]ost inter-agency agreements for police services are for road closures and general security during demonstrations. For instance, the Board of Elections and Ethics pays us for ballot box security during elections; the Homeland Security and Emergency Management Agency pays for security at certain ‘Community Events’ like holiday parades, etc. These involve inter-agency reimbursable *overtime*, but not escorts.”

<sup>19</sup> These percentages include funeral escorts.

<sup>20</sup> According to its website, “The Hearst Foundations are national philanthropic resources for organizations and institutions working in the fields of Education, Health, Culture and Social Service. Their goal is to ensure that people of all backgrounds have the opportunity to build healthy, productive and inspiring lives.” <http://hearstfdn.org/> (last visited June 20, 2011).

## SOD Operations and Protocols

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Association<sup>21</sup> escort in April 2010 that deployed 18 officers in vehicles with full lights and sirens. Some escorts were to the Verizon Center for performances and athletic events. According to a senior MPD officer, there is an agreement with the Verizon Center for MPD to provide escorts to performers. However, the team noted that this agreement does not explicitly discuss escorts.<sup>22</sup> MPD also provides escorts to and from Robert F. Kennedy Memorial Stadium (RFK).<sup>23</sup> In addition to obligations based on agreements, officers reported that escorts have been conducted for crowd control, public safety, and to keep events on schedule.

The number of officers assigned to an escort depends upon the number of vehicles and people being escorted, and is determined on a case-by-case basis to ensure safety. Most of the officers assigned are SOD officers. SOD personnel are part of an electronic notification system, known as Roam Secure Alert Network (RSAN), which sends messages to SOD officers when there is an opportunity to participate in a non-dignitary escort. The responding officers are chosen on a “who responds first” basis. The RSAN system does not apply to all non-dignitary escorts because, in certain cases such as with Sheen, requests are received on short notice. In these cases, officers are chosen based on “whoever is around.”

### Policies and Procedures at the Time of the Sheen Escort

#### MPD Directives System

The MPD Chief of Police (Chief/MPD) issues directives via General Orders (GO), GO Changes, Special Orders (SO), Circulars, and Standard Operating Procedures (SOP) to document and communicate policies, rules, regulations, and procedures that provide guidance to police officers for carrying out their duties.<sup>24</sup> MPD’s written directives “reflect the mission and values of the [Metropolitan Police] Department” and are the “means to document and communicate [ ] policies, rules, regulations, and procedures . . . necessary to establish clear limits to the broad

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<sup>21</sup> According to its website, “The Horatio Alger Association of Distinguished Americans, Inc. bears the name of the renowned author Horatio Alger, Jr., whose tales of overcoming adversity through unyielding perseverance and basic moral principles captivated the public in the late 19th century. The Association, a 501(c) (3) nonprofit educational organization, was established in 1947 to dispel the mounting belief among the nation’s youth that the American Dream was no longer attainable.” [Http://www.horatioalger.com/aboutus.cfm](http://www.horatioalger.com/aboutus.cfm) (last visited June 7, 2011).

<sup>22</sup> As part of a 1995 “Land Disposition Agreement–Ground Lease” between the District of Columbia Redevelopment Land Agency, the District of Columbia, and D.C. Arena L.P, the District is responsible for providing, at its own expense,

highly visible protection directly outside the Arena and in the surrounding area at a level sufficient to provide the highest practical level (as determined by [the] District in its reasonable judgment) of safety and security of patrons of the DC Arena, traffic control personnel and other public safety personnel measures....

*Id.* at 11.

<sup>23</sup> The team reviewed an excerpt of MPD’s November 2004 memorandum of understanding (MOU) with the D.C. Sports and Entertainment Commission. The purpose of this MOU is to provide the terms and conditions by which MPD will provide police services for security details for special events held at RFK and the D.C. Armory. Unfortunately, the team was unable to review the MOU in its entirety because a number of pages were missing. According to an MPD official, no one in the District government or RFK has the missing pages and most of its drafters “are no longer around.” In addition, the MOU states that it was effective for only 1 year.

<sup>24</sup> GO-OMA-101.00 (Directives System) (July 25, 2006).

## SOD Operations and Protocols

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discretionary authority of a police officer.”<sup>25</sup> When there is a conflict between hard copy and electronic directives, the hard copy signed by the Chief/MPD governs.

All MPD members are responsible for maintaining an updated set of directives; signing and reading all GOs, SOs, and SOPs; notifying a supervisor when clarification is needed; and complying with all directives. Department members are also responsible for advising MPD, through the chain-of-command, of any directives that conflict or are erroneous, and may submit requests for new or revised directives.<sup>26</sup>

### Non-Dignitary Escort Protocols

Although MPD and SOD written policies were not clear and specific about non-dignitary escorts at the time of the Sheen escort, SOD officers followed standard practices and seemingly executed their duties without significant incident. SOD’s planning office received requests for escorts by telephone, email, facsimile, or on a walk-in basis. In most instances, requests were from an entertainment hosting entity, a production company, or a professional sports team. In interviews, officers stated that the primary criteria for approving a request for a non-dignitary escort were related to public safety, including crowd dispersal and control and, according to some officers, keeping an event on schedule.

At the time of the Sheen escort, SOD had an SO and a GO in place that some officers believed governed escorts. SO-05-06 (Appendix 6) states:

The purpose of this directive is to outline the procedures required to manage and document all reimbursable events that occur in the District of Columbia ....

SO-05-06, Special Event Reimbursable Details (eff. July 1, 2005) at 1. SO-05-06 defines a reimbursable detail as:

the assignment of on-duty officers of MPD to patrol the surrounding areas of each entrance of a public venue for the purpose of maintaining public safety, remediation of traffic congestion, and to ensure the safety of public patrons during their approach and departure from the venue. The organizer/vendor holding the special event reimburses the department for the cost.

*Id.* at 2.

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<sup>25</sup> *Id.* at 1.

<sup>26</sup> Managers and supervisors are responsible for ensuring members’ compliance with directives and providing training or referrals when needed to ensure compliance with directives. Commanders and directors are responsible for ensuring that members obtain directives, requiring that the administrative officer maintain an up-to-date set of directives, retaining a copy of all directives, and ensuring that internal orders do not conflict with MPD GOs and SOs as well as SOPs. *Id.* at 6-7.

However, the team's search of the D.C. Code found the term "reimbursable detail" only in Title 25 which is the alcoholic beverage regulation. This regulation does not mention non-dignitary escorts. Consequently, MPD's authority to charge for non-dignitary escorts may be in question.

SO-05-06 defines "special event" as an event that:

includes, but is not limited to, a parade, walk, run, bicycle ride, procession (excluding funeral processions), or festival, requiring the temporary use of public space that is owned and/or controlled by the District of Columbia.

*Id.* at 2.

Cross-referenced in SO-05-06 is GO 303.6 (Appendix 7), entitled "Erection of Temporary No Parking Signs, Granting of Special Parking Privileges, and Detailing of Police at Private Gatherings and for Escort Service" (rev. Apr. 23, 1986). PART 1 A of this GO provides:

3. Police vehicles shall be used for escort duty only for the purposes of providing security for the President and Vice President of the United States and such visiting heads of state or their representative who may require extra-ordinary protective measures because of the political conditions which exist at that time, and the Mayor of the District of Columbia.

4. **All other requests for escorts** shall be approved by the Field Operations Officer **or the official in charge of the department.**

*Id.* at 1 (emphasis added). GO 303.6 only addresses MPD escorts generally, without specifically distinguishing between dignitary and non-dignitary escorts, and provides no specific procedures for effectuating an MPD escort.

### Issues and Findings

1. **While non-dignitary escorts have been routinely conducted for a number of years, governing policies and procedures have been deficient.**

The U.S. Government Accountability Office advocates that "[a]ppropriate policies, procedures, techniques, and mechanisms exist with respect to each of [an] agency's activities" and that "[c]ontrol activities described in policy and procedure manuals are actually applied and applied properly."<sup>27</sup>

Several MPD officers familiar with non-dignitary escorts noted during interviews that providing such escorts has been a long-standing practice, and said they were unaware of any

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<sup>27</sup> INTERNAL CONTROL MANAGEMENT AND EVALUATION TOOL, Control Activities at 34 (August 2001).

## SOD Operations and Protocols

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specific policies and procedures for carrying them out or criteria for determining who was entitled to one:

- one officer said he/she had “yet to find any” policies and procedures;
- another officer had “no idea” about the criteria for determining who was entitled to an escort; indicated that the criteria were unclear on April 19<sup>th</sup> and that he/she never thought to question the Sheen escort because that type of escort happened frequently and has been a long-standing practice;
- one officer, who participated in or coordinated at least 40 to 50 celebrity escorts, noted that there was no policy governing these escorts at the time of the Sheen incident;
- another officer stated that non-dignitary escorts were carried out according to unwritten procedures;
- a fifth officer remarked that there is “no rhyme or reason” regarding who receives a motorized escort; and
- another officer noted just receiving a copy of SO-05-06 and being unaware of its existence until the day of the interview with the OIG in June 2011; in addition, this officer was not entirely sure of the criteria used to determine who is entitled to an escort, but opined that it is based on safety of the individual, public safety, and the importance of the individual.

The Chief/MPD and other officers contended that GO 303.6 was the criteria for determining who may receive a non-dignitary escort. GO 303.6 has a provision stating that “[a]ll other requests for escorts shall be approved by the Field Operations Officer or the official in charge of the department.” However, the reference in GO 303.6 to “[a]ll other requests for escorts” appears to contradict the wording in the paragraph that precedes it, which limits the use of police vehicles to escorting the President, Vice President, and visiting heads of state and their representatives. The Chief/MPD stated during an interview that she did not view this language as contradictory. Rather, she viewed the GO as allowing for exceptions that must be accounted for in police work.

The Chief /MPD, who previously headed SOD from July 2002 to April 2006, stated during an OIG interview that SO-05-06 and GO 303.6, when read together, provided the guidance necessary for conducting non-dignitary escorts.<sup>28</sup> However, during the June 23, 2011 testimony before the D.C. Council’s Committee on the Judiciary, the Chief/MPD said:

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<sup>28</sup> During the interview, the Chief/MPD discussed her tenure as SOD’s commander and provided the team with several emails that she stated document instances when she did not approve non-dignitary escort requests. She also provided documentation showing investigations that she requested of unauthorized non-dignitary escorts.

This [SO-05-06] does not apply to the escort. This order does not apply to the escort. The policy violation in this order is we [MPD] didn't get 80% of the funds upfront to ensure that taxpayers' money wasn't spent on a reimbursable detail. This applies to requests for reimbursable details, and the important thing about that is you [MPD] make the person pay upfront so we're [MPD] not using taxpayers' money for private things...this is the failure to get the overtime code approved . . . the general order that applies to the approval of the escort is 303.6.

Some SOD officers cited GO 303.6 as being applicable to non-dignitary escorts. One officer stated that GO 303.6 was applicable to the Sheen escort, but noted that the policy was "written for a different time," and does not apply as easily now because SOD does so many escorts. Another officer stated that GO 303.6 was associated with escorts, but it is 37 years-old. Finally, a third officer stated that GO 303.6 was the policy in place prior to the Sheen escort.

In addition to a lack of clarity regarding GO 303.6 and SO-05-06, generally officers stated that SO binders are extremely voluminous, and SOs are out-of-date and need revision. One officer mentioned that the SO binder book issued to officers was unhelpful and that a new order is issued every time an event happens. Another officer referred to SOs as a "nightmare" and a "mess," and recommended that MPD hire a consultant to reorganize the orders. Despite these complaints, officers are expected to know all MPD directives. The team believes that ambiguous language contained in voluminous binders, along with out-of-date and unorganized directives, may contribute to confusion about and lack of awareness of the policies and procedures governing non-dignitary motorized escorts.

### **Recommendations:**

1. That the Chief/MPD disseminate a single MPD directive, applicable to all MPD officers, that establishes clear and comprehensive procedures for conducting non-dignitary escorts.
2. That the Chief/MPD direct a thorough review of all agreements and contractual obligations requiring MPD to provide non-dignitary escorts and other types of reimbursable details to ensure that MPD is aware of and in compliance with the terms of these agreements.
3. That the Chief/MPD take steps to improve the structure, organization, and content of MPD's directives system.

### **2. Insufficient coordination with surrounding jurisdictions.**

The U.S. Department of Homeland Security's Office for Interoperability and Compatibility guide, entitled *Writing Guide for a Memorandum of Understanding (MOU)*,<sup>29</sup>

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<sup>29</sup> See <http://www.safecomprogram.gov/NR/rdonlyres/70169F1E-F2E9-4835-BCC4-31F9B4685C8C/0/MOU.pdf> (last visited June 21, 2011).

states that MOUs are important for interoperability and collaboration because they define the responsibilities of each party (or jurisdiction), provide the scope and authority of the agreement, clarify terms, and outline compliance issues.

The team learned there is no policy, procedure, or formal agreement associated with securing inter-jurisdictional coordination during non-dignitary escorts.<sup>30</sup> Officers interviewed were unaware of any GO or SO stating that the MPD should notify other jurisdictions of non-dignitary escorts and told the team that they were not aware of a requirement to contact other jurisdictions when conducting non-dignitary escorts outside of the District. One officer noted that primary coordination for inter-jurisdictional assistance is the responsibility of the SOD Planning Office<sup>31</sup> and not individual officers or dispatchers. In reviewing detail sheets (for a sample see Appendix 8),<sup>32</sup> the team observed that they rarely indicated collaboration with other jurisdictions.

The team was told that non-dignitary escorts are not coordinated through the Office of Unified Communications (OUC) dispatchers, like other police activities, in order to eliminate the possibility that unauthorized individuals who monitor police radio communication become aware of escort activities. As a result, the usual MPD protocol in which the dispatcher engages other jurisdictions is not used. For example, in non-escort events, the dispatcher will inform other jurisdictions if MPD officers are pursuing a felony suspect into an adjoining state.

Another officer told the team that SOD has a good working relationship with other special operations divisions throughout the region. Furthermore, some officers informed the team that, even though they are not required to do so, they inform other jurisdictions when they are conducting an escort. One officer stated he/she has called other jurisdictions to request assistance when needed. Additionally, this individual noted that he/she has contacted airport authority law enforcement personnel to gain tarmac access.

### **Recommendations:**

1. That the Chief/MPD enter into written agreements with surrounding jurisdictions that enumerate protocols for coordinating, communicating, and conducting non-dignitary escorts and other reimbursable detail activities that require MPD officers to travel outside the District.
2. That the Chief/MPD ensure that SOD document all inter-jurisdictional collaboration for non-dignitary escorts on detail sheets.

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<sup>30</sup> The team reviewed GO-RAR-310.04, entitled “Mutual Aid Agreement” (eff. Aug. 30, 2002), regarding “police aid across jurisdiction lines in emergencies” and determined that it outlines policies and procedures for emergencies, such as fires, floods, and epidemics. The GO does not mention non-dignitary motorized escorts.

<sup>31</sup> The Planning Office organizes all reimbursable details and special events.

<sup>32</sup> Prior to conducting an escort, SOD officers use detail sheets to document information regarding pending escorts. They capture information such as date, day, time, and type of event; estimated number to be escorted; staffing details; who received and prepared the request; and the signature of the sergeant on the detail. (See Appendix 8)

## **SOD Operations and Protocols**

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3. That the Chief/MPD collaborate with the Office of the Attorney General to determine the legal authority for MPD to be reimbursed for non-dignitary escorts.

**Sheen Escort**

### April 19, 2011 Escort

#### Request for and Conduct of Escort

On April 19, 2011, Sheen's tour manager and production manager arrived at an event promoter's office at approximately 2:00 p.m. and requested a police escort for Sheen. They stated concerns about Sheen arriving late to Constitution Hall because of a court appearance in Los Angeles, CA. At approximately 2:45 p.m., the event promoter telephoned SOD and spoke to Officer 1 about obtaining a one-way<sup>33</sup> escort for Sheen from the Landmark Aviation terminal at Dulles to Constitution Hall in the District. The Event promoter stated that Sheen needed to arrive at Constitution Hall as "quickly as possible." Officer 1 then spoke with Officer 2, who was in charge of non-dignitary escort approvals, and Officer 2 verbally approved the request. Later in the afternoon, Officer 1 recruited Officer 3 for the escort detail, and Officer 3 recruited Officer 4. Officer 1 told Officers 3 and 4 to arrive at 6:30 p.m. to meet Sheen and escort him and his entourage to Constitution Hall. Officers 3 and 4, who were off-duty, departed for Dulles at approximately 5:00 p.m. in two MPD vehicles: an SUV and a standard patrol vehicle.

Sheen's plane arrived at approximately 8:10 p.m., later than expected, and he was accompanied by approximately seven or eight individuals. MPD officers stated that paparazzi were present when Sheen entered his SUV. The officers activated emergency beacon lights on their vehicles during the escort for the safety of the escort and the other drivers on the road. According to Officers 3 and 4, the paparazzi tried to position a vehicle within the moving escort, creating a dangerous situation, and were also cutting other drivers off on the ramp.<sup>34</sup> The officers additionally used their air horns to get vehicles to move out of the escort's lane of travel.

Following Sheen's posting of an image on his Internet Twitter account allegedly showing the escort vehicles, significant media attention was focused on Sheen's account that MPD officers used sirens, drove through red lights, and were speeding. The Twitter image appears to show the speedometer on the SUV Sheen occupied reading 80 mph. Officers 3 and 4 told the team they did not recall their speed during the escort. They stated that they did not drive recklessly and were focused on the distance between the vehicles. Officer 3 denied using sirens, and both Officers 3 and 4 denied driving through red lights.

When the escort arrived at Constitution Hall, a crowd, including members of the media, was waiting outside. One of the officers used his/her vehicle's air horn to disperse individuals who were too close to the escort vehicles. The officers remained at Constitution Hall for the entirety of Sheen's performance. They stated that they did not consider themselves as acting in a security capacity during the show, but that they remained because the length of the detail had not expired. Officer 2 informed the team that Officers 3 and 4 were not required to stay. However, those officers stated that this information was not communicated to them. When Sheen left Constitution Hall after his performance, a crowd of onlookers and media remained. Officers 3 and 4 did not provide an escort to Sheen following his show.

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<sup>33</sup> MPD escorted Sheen to Constitution Hall only.

<sup>34</sup> According to Officer 2, officers have discretion to use lights and sirens if the circumstances require their use (e.g., paparazzi attempting to position into an escort).

## Sheen Escort

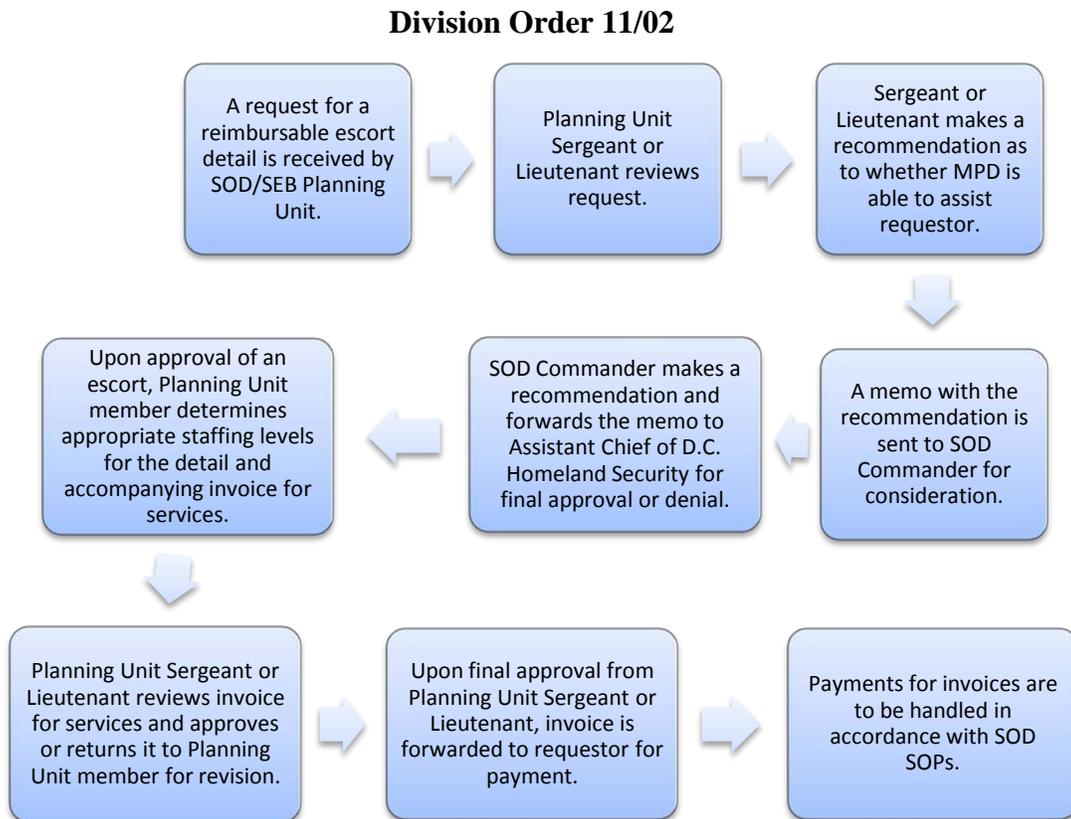
### No Notification to Virginia Authorities of Sheen Escort

Interviewees stated that there was no prior notification of the Sheen escort to Virginia law enforcement authorities. Officer 1 stated that there was no reason to notify other police authorities that they were going to pick up Sheen. This individual also said he was unaware of any GO or SO that required MPD to notify other jurisdictions of MPD's presence. In addition, Officer 1 did not know whether SOD notified airport authority law enforcement personnel prior to the Sheen escort.

### SOD Issues New Division Order on Police Escorts

Following the Sheen escort and the subsequent controversy surrounding it, SOD implemented DO 11/02, entitled *Handling Requests for Police Escorts* (eff. Apr. 24, 2011). Officer 5 said that supervisors asked him/her to create this DO to replace SO-05-06. The officer informed the OIG that supervisors asked him to update SO-05-06 because it was based on a law, the "Public Congestion and Venue Protection Emergency Act of 2004," that was never approved. Supervisors also stated that SO-05-06 covers escorts. According to Officer 5, the revised DO was vetted through the chain-of-command prior to dissemination. During her interview with the team, however, the Chief/MPD stated that the officer wrote this DO "on his own" and she did not approve it.

The following flow chart summarizes DO 11/02's procedures for processing non-dignitary escort requests.



Section II (Policy) of DO 11/02 provides:

The Planning Unit is to review requests for police escorts and determine the need for such based on several criteria, to include but not limited to the requesting government agency or organizer, any known threat to the escorted individuals [sic] safety, and/or concerns of crowd control and public safety.

Section IV(A) of DO 11/02 incorporates the language in GO 303.6 I(A), which states:

3. Police vehicles shall be used for escort duty only for the purpose of providing security for the President and Vice President of the United States and such visiting heads of state or their representative who may require extra-ordinary protective measures because of the political conditions which exist at that time, and the Mayor of the District of Columbia.
4. All other requests for escorts shall be approved by the Field Operations Officer or the official in charge of the department.

Therefore, in SOD's new escort policy, MPD has the same ambiguous language found in GO 303.6 that restricts the use of police vehicles to escorting the President, Vice President, and visiting heads of state and their representatives, but then provides for undefined exceptions and fails to detail applicable procedures for effectuating dignitary and non-dignitary escorts. DO 11/02 obscures the issue further by setting forth definitions for Code 1 (dignitary escorts that may use emergency lights and sirens and disregard traffic signs and signals) and Code 2 escorts (non-dignitary escorts that may neither activate emergency lights and sirens nor disregard traffic signs and signals) but does not discuss these terms anywhere else in the policy.

The team also observed that Section (IV)(B) of DO 11/02 provides, "All Non-Dignitary escorts that begin or end outside of Washington, D.C. will not be escorted by MPD units unless a representative from a law enforcement agency in that jurisdiction is assisting with the escort." However, the order does not explain how other jurisdictions should be informed of the need for assistance.

### **Escort Denials Following Sheen's Non-Dignitary Escort**

Interviewees reported that, following Sheen's escort, a senior MPD official was reluctant to provide any non-dignitary escorts, including escorts that SOD had typically conducted in the past to assist other law enforcement agencies. For example, Officer 5 noted that in the past SOD would assist with National Police Week<sup>35</sup> by "escorting family members of fallen officers to the

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<sup>35</sup> According to the website for National Police Week 2011, "In 1962, President John F. Kennedy signed a proclamation which designated May 15th as Peace Officers Memorial Day and the week in which that date falls as *Police Week*. Currently, tens of thousands of law enforcement officers from around the world converge on Washington, DC to participate in a number of planned events which honor those that have paid the ultimate sacrifice." [Http://www.policeweek.org/](http://www.policeweek.org/) (last visited June 20, 2011).

## Sheen Escort

Police Memorial and assist[ing] with the Unity Bike ride” and other Police Week-related events. This officer pointed out that this year, “numerous requests for escorts and assistance were turned down because of [SOD’s] new policy.” Officer 1 confirmed the denial of recent escort requests, including requests from the widows of two fallen Montgomery County Police Department officers for escorts to view their deceased husbands’ names on the Police Memorial and requests for “wounded warriors” bus escorts, which transport wounded veterans to Washington Nationals baseball games and other recreational events. According to this officer, the wounded warrior escorts have been conducted for the last 20 years. Likewise, Officer 2 confirmed that some recent escort requests have been denied by an MPD supervisor. According to Officer 5, SOD’s recent non-dignitary escort denials and “no escort policy” after the Sheen escort have harmed SOD’s standing with other jurisdictions.

Table 2 below provides a sampling of escort denials since Sheen’s non-dignitary escort. The information in this table was derived from MPD’s internal “General Administrative Request Forms,” which do not require a reason for denying a request.

<b>Table 2: Sample of Requests Denied by SOD Following Sheen Escort</b>				
<b>Requestor</b>	<b>Request</b>	<b>Date Escort Requested</b>	<b>Date of Denial</b>	<b>Date of Event/Escort Needed</b>
D.C. Trails (charter/tour bus operator)	Escort 60 wounded servicemen and women and their families (160 total passengers) from Walter Reed Medical Center to Prince William Marina in Woodbridge, VA. Requires marked MPD lead and tail vehicles.	April 27, 2011	May 23, 2011	June 4, 2011
Wounded Warrior Ride	Requires marked MPD lead and tail vehicles.	April 27, 2011	April 28, 2011	May 6, 2011
United States Marshal’s Office	Transport 15 judges traveling in 2 vans from the J.W. Marriott to the D.C. Line at Route 50/New York Avenue, N.E. where Maryland State Police would continue the escort. Requires two marked MPD vehicles.	May 3, 2011	May 4 and 23, 2011	May 26, 2011
Montgomery County Police Department	Escort the family of a sergeant killed in the line of duty to see his engraving unveiled at the Police Memorial. Requires marked MPD lead and tail vehicles.	May 3, 2011	May 4, 2011	May 5, 2011

**Sheen Escort**

**Table 2: Sample of Requests Denied by SOD Following Sheen Escort**

<b>Requestor</b>	<b>Request</b>	<b>Date Escort Requested</b>	<b>Date of Denial</b>	<b>Date of Event/Escort Needed</b>
City of Alexandria Police Department	Transport National Police Week Survivors from Alexandria, VA to Candlelight Vigil at the Police Memorial to Washington, D.C. and back to Alexandria, VA. Escort from hotel to the D.C. line led by VA law enforcement authorities, with D.C. MPD taking over at the D.C. line.	May 12, 2011	May 13, 2011	May 13, 2011
Military District of Washington	Escort for a "Military contingent" from White House Official Breakfast to Arlington National Cemetery, requiring marked MPD lead and tail vehicles.	May 18, 2011	May 23, 2011	May 30, 2011
Washington Nationals	Escort team busses from Nationals Park to the D.C./VA line. Requires two marked MPD vehicles.	May 29, 2011	May 31, 2011	June 1, 2011

**Billing and Documentation**

### Non-Dignitary Escort Billing Process

When an officer in SOD's Planning Office receives an approved request for an escort, he/she completes a detail sheet. An SOD employee then completes an invoice for the escort and emails it as an electronic file to PSJC payroll personnel. The invoice includes, but is not limited to: (1) date of the escort; (2) number of personnel assigned; (3) time of day it will transpire; and (4) whether other D.C. agencies will participate. The invoice must be signed by the SOD commander or his designee. In some cases, "open-ended" invoices are created because escort details may change (i.e., arriving times are amended, venue location is changed, etc.). Generally, invoices are submitted before the non-dignitary escort occurs. The SOD invoice form indicates: "100% [of total payment] Due 10 days Prior to Event."

The invoices are then forwarded to payroll at PSJC. After payroll personnel process the invoice, SOD reviews them again to ensure officers are paid properly. Payroll employees use the invoice data to create Time and Attendance Court Information System (TACIS) codes.<sup>36</sup> According to a PSJC official, once the codes are entered into the payroll system, the data cannot be altered. For example, if the dollar amount, number of hours, or the date is changed, the code will be invalidated. This official stated that a request for overtime for a non-dignitary escort should not be approved without a signed invoice and the creation of a TACIS code.

SOD officials told the team that entities who receive non-dignitary escorts are charged \$55.71 per hour, per officer, which they said was an "average" cost of officer overtime.<sup>37</sup> They also stated that there is a 4-hour minimum charged for all non-dignitary escorts. All checks are payable to the D.C. Treasurer, and once received by SOD, checks are forwarded to PSJC and then to the OCFO accounting department to be deposited.

The flowchart on the following page was developed by the team based on interviews and documentation and shows the billing process for non-dignitary escorts from the point PSJC receives an escort invoice from SOD to its processing for overtime payment.

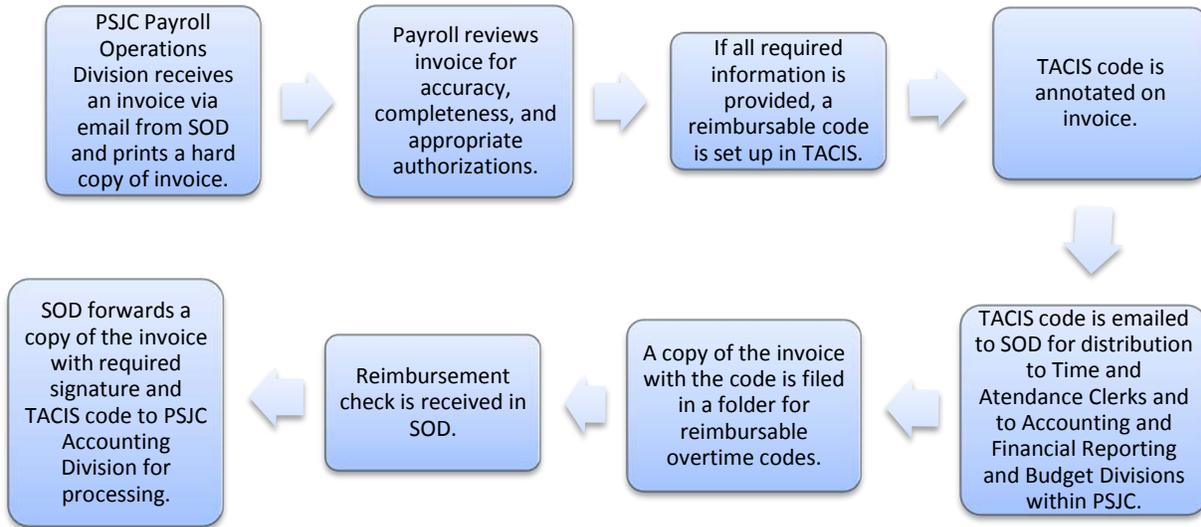
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<sup>36</sup> TACIS is the payroll system for MPD. It also allows the organization to track court appearances.

<sup>37</sup> A PSJC budget analyst said that \$55.71-per hour-represents the average of overtime rates of pay for every rank of sworn MPD officer, with the exception of the Chief/MPD. Due to the complexity of MPD's wage schedules, which detail various steps, "allowances," and "differentials," the team could not determine how this "average" is calculated. A November 2010 issuance from the Office of the Chief Financial Officer entitled "District of Columbia Non-Tax Revenue Report" (Report) describes reimbursement fees for "reimbursable details" at "special event(s)." "Reimbursable details" is a term used by some SOD officers to describe non-dignitary escort services. The Report notes that "The cost of police services during special events was raised to \$60.58 per-hour, per-officer [Emphasis added], by Title II-B of D.C. Law 18-223, the "Fiscal Year 2011 Budget Support Act of 2010," which took effect on September 24, 2010. The prior fee was \$55.71 per-hour, per-officer.

## Billing and Documentation

### Billing Flowchart



### Sheen Escort Billing and Documentation

On April 24, 2011, PSJC received an invoice dated April 19, 2011, for Sheen's escort, and a TACIS Code was created. The team noted that in the Sheen case, the escort was verbally approved and the overtime worked on April 19, prior to PSJC's receipt of the signed invoice. The event promoter was the requestor for the escort. Two SOD officers were assigned to this escort from 7:00 to 11:00 p.m.; a total of 8 hours of overtime. The invoice amount of \$445.68 was approved by Officer 5 on the same day. On May 3, 2011, a check for \$445.68 from the event promoter was deposited by the D.C. Office of Finance and Treasury. As with all SOD detail sheets, the detail sheet was placed in a file at SOD. See Appendix 9 for copies of the invoice and check.

### Issues and Findings

1. **Charges for administrative and operational costs of non-dignitary escorts may be insufficient.**

The Government Finance Officers Association makes the following recommendations about the charge- and fee-setting process for financing governmental goods and services:

1. A formal policy regarding charges and fees should be adopted . . . . It also should set forth under what circumstances the jurisdiction might set a charge or fee at more or less than 100 percent of full cost. If the full cost of a good or service is not recovered, then an explanation of the government's rationale for this deviation should be provided . . . .

2. The full cost of providing a service should be calculated in order to provide a basis for setting the charge or fee. Full cost incorporates direct and indirect costs, including operations and maintenance, overhead, and charges for the use of capital facilities. Examples of overhead costs include: payroll processing, accounting services, computer usage, and other central administrative services.
3. Charges and fees should be reviewed and updated periodically based on factors such as the impact of inflation, other cost increases, the adequacy of the coverage of costs, and current competitive rates.<sup>38</sup>

MPD charges non-dignitary escort requestors \$55.71 per hour, per officer, with a 4-hour minimum. This rate may not adequately account for vehicle depreciation, gas, or “wear and tear” on officers’ uniforms and other MPD equipment. In addition, it does not cover payroll processing, accounting services, computer usage, or other administrative costs. However, for presidential and dignitary escorts, the District charges the federal government for vehicle depreciation/maintenance and “wear and tear” on officers’ uniforms, which results in a more comprehensive reimbursement to the District. The federal rate is referred to as the “fully loaded” rate.

Several interviewees noted that they believe SOD should charge a higher rate for non-dignitary escorts to account for administrative and operational costs.<sup>39</sup> The burden of these increased costs would not be placed on taxpayers but would instead be paid by those requesting escorts. For example, the District currently pays the entire cost of the gasoline used to conduct non-dignitary escorts. As gas prices increase, so does the cost of performing non-dignitary escorts. Moreover, the District bears the expense of having PSJC personnel process non-dignitary escort invoices.

### Recommendation

That the Chief/MPD conduct a cost analysis of non-dignitary escorts and consider increasing the amount charged to entities that utilize such escorts.

#### 2. **MPD does not execute contracts with entities requesting non-dignitary escorts.**

The team observed that MPD does not write contracts with the entities that request and receive non-dignitary escorts. The team opines that a standardized contract could be reviewed

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<sup>38</sup> [Http://www.gfoa.org/index.php?option=com\\_content&task=view&id=1553](http://www.gfoa.org/index.php?option=com_content&task=view&id=1553) (last visited July 5, 2011).

According to its website, “The purpose of the Government Finance Officers Association is to enhance and promote the professional management of governments for the public benefit by identifying and developing financial policies and best practices and promoting their use through education, training, facilitation of member networking, and leadership.” *Id.*

<sup>39</sup> SOD interviewees were not asked for their opinions about the rate charged for dignitary escorts.

## Billing and Documentation

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and executed quickly for each approved escort. Such a contract should enumerate the respective duties and responsibilities of SOD officers and the escorted party, and contain an indemnification clause.

Without executed contracts for these escorts, the District may be at risk of liability due to accidents or catastrophic events, or may have difficulty recovering costs if the escorted party refuses to pay. A contract makes clear the obligations of both parties and provides evidence of the agreed-upon terms and conditions.

### **Recommendation**

That the Chief/MPD in consultation with the appropriate legal authority consider developing and using a standardized contract with an indemnification clause to address MPD's and the escorted party's respective responsibilities.

### **3. Non-dignitary escort files are unorganized and incomplete. SOD and PSJC files are not cross-referenced.**

The team reviewed SOD detail sheets that were stored in three filing boxes. The team observed the following deficiencies:

- neither the folders nor the detail sheets in the folders were in chronological order;
- some detail sheets had information regarding advance notice of escorts, others did not;
- several detail sheets were missing required information:
  - personnel information;
  - signature of sergeant;
  - who requested the escort; and
  - information regarding reporting time, when the non-dignitary escort was scheduled to start, an estimate of the number of police officers and participants, and time the detail would end.

In addition, because PSJC invoices and checks were not available along with the detail sheets for reconciliation, the team could not determine whether the District government had been reimbursed for non-dignitary escorts.

When records are not complete or maintained properly, it is difficult to conduct a thorough audit. Additionally, if there is a legal dispute, the District may be unable to document its actions and adequately support its position.

### **Recommendation:**

That the Chief/MPD ensure that SOD records and documentation for non-dignitary motorized escorts are standardized, complete, organized, and reconciled with PSJC files for audit purposes.

4. **PSJC does not conduct internal audits of SOD reimbursable detail invoices. Team finds some invoices apparently have not been paid.**

As noted in PSJC’s Financial Policies and Procedures Manual (rev. Sept. 30, 2010), “[t]here is a relatively high risk associated with transactions involving cash; thus a strong system of internal control is required.” According to a PSJC official, reimbursable detail files (including non-dignitary escorts) are not audited by PSJC, but that office relies on the Office of the Chief Financial Officer (OCFO) and the OIG Comprehensive Annual Financial Report (CAFR). In a sampling of invoices reviewed, the team noted several unpaid invoices amounting to \$27,465.<sup>40</sup> If the files were audited internally, the District possibly could recoup this money and detect future discrepancies sooner.

**Recommendations:**

1. That the Chief/MPD coordinate with the OCFO and other appropriate offices/agencies to seek payment for outstanding invoices.
2. That the Chief/MPD ensure that internal audits of SOD records and files are conducted regularly.

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<sup>40</sup> The PSJC official stated that if an invoice indicated it was unpaid, it was indeed unpaid.

**CONCLUSIONS**

## Conclusions

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### **The Sheen Escort**

One of the primary objectives of this special evaluation was to determine whether the April 19, 2011, escort that SOD approved and provided to Sheen deviated from established MPD practice and/or written protocols. The team found that non-dignitary escorts have been an accepted, routine MPD practice for a number of years. Absent explicit eligibility criteria in MPD policies and procedures, and given the precedent created by numerous other SOD non-dignitary escorts, SOD's approval and performance of the Sheen escort was standard operating procedure. The request for Sheen's escort came from an entity with whom SOD had previously communicated regarding concert/event logistics and arranged numerous escorts. Because of the short notice, SOD did not require payment for the Sheen escort in advance because SOD had "done business so many times" with this entity and it had earned their "trust." The team does not view the decisions and actions of those SOD officers involved in the Sheen escort as having been cavalier or contrary to established practice.

Although Officer 2 stated that the two officers assigned to conduct the escort were instructed to not use emergency beacon lights or sirens, the officers did not recall receiving this instruction. However, based on the OIG review, it appears the actions of the paparazzi prompted the officers to activate the lights on their vehicles. The OIG team could find no basis to question the officers' reaction to a perceived threat to their safety and that of the occupants of the vehicles around them, especially given that there were no written procedures in place at the time to define how officers should conduct a non-dignitary escort.

The team could not substantiate allegations that MPD officers used excessive speed or disregarded traffic signals during their trip into the District. Although various media publicized Tweeted images and text purporting to show the Sheen SUV traveling at approximately 80 mph, the team had no means by which to independently verify the authenticity and accuracy of either the information or its source. In addition, the team noted that even if the Tweeted speedometer image was in fact taken from Sheen's SUV, it does not explain why, or for how long, Sheen's SUV traveled at that speed. For example, Sheen's driver may have fallen behind or lost visual contact with the lead MPD vehicle because of traffic and accelerated briefly to catch up. Furthermore, the image did not serve to identify the vehicle seen through the windshield in front of it as a MPD vehicle or its speed. According to Officer 3, MPD does not install cameras or other recording equipment in patrol vehicles as a standard practice. He noted that the vehicle he used in the Sheen escort had no camera or recording equipment. While the team is concerned that MPD SOD apparently did not coordinate the two officers' travel to and from Dulles with law enforcement agencies in the jurisdictions through which they passed, the performance of the April 19 escort appears to have been handled routinely.

### **Other Non-Dignitary Escorts**

According to information provided to the team, SOD officers seemingly have thus far executed non-dignitary escort details effectively and without significant incident. However, the OIG believes that the casual manner in which MPD SOD administers and documents the operational details of the practice is fraught with risk and potential liability. Most MPD law enforcement activities are guided by numerous written orders and typically require regular

## Conclusions

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contact with OUC as well as thorough documentation of officers' actions and the events that occur during their shift. Officers participating in non-dignitary escorts, however, are not asked to communicate or document, either during or after the escort, their actions, location, and any unusual events that may have occurred.

MPD officers conducting a non-dignitary escort are armed, in uniform, and driving marked MPD vehicles. In the event of a civil or criminal proceeding that called into question the actions and locations of officers involved in an escort, MPD should be able to routinely furnish a detailed account of escort activities but apparently cannot. For example, MPD officials did not provide the OIG team with documentation that corroborated officers' statements regarding the times of their departure from Dulles Airport, arrival at Constitution Hall, and conclusion of their overtime shift. Undocumented police activity may constitute a significant, unnecessary risk of liability to the District.

Explicit, clearly written operating standards should be implemented so that (1) escort duties are safely performed and equitably assigned, and (2) policies and procedures are transparent to both members of the department and the public. The OIG understands that appropriate responses to many of the job's exigencies cannot be captured in procedure. MPD acknowledges that police officers not only rely daily on those skills and behaviors imparted by training and honed during service, but also must exercise judgment and discretion in order to quickly assess and respond calmly and prudently to unexpected situations. However, because non-dignitary escorts are on the fringe of routine law enforcement activities, MPD can and should provide officers with written instructions on how to handle some of the "what ifs" that are not explicitly addressed in existing MPD directives for other policing functions. For example:

- What if there is an imminent threat to or actual assault upon a vehicle that is being escorted by MPD members outside of the District? How should officers request assistance from the host jurisdiction?
- What if a vehicle operated by non-dignitaries becomes disabled during an escort? May an MPD officer transport a private citizen in his/her MPD vehicle in order to complete the planned escort?
- What if a celebrity entertainer in an escort party attempts to give an officer a free ticket to—or invites the officer to observe—an event that will occur after the conclusion of the escort and during non-work hours?

If left only to an officers' discretion, decisions and outcomes in such situations may be inconsistent and possibly expose MPD to criticism or accusations of negligence or impropriety.

Although non-dignitary escorts may be perceived as available to only a select few citizens, they in fact have been provided to numerous individuals and groups representing various national social issues such as health, families, the military, and law enforcement, who visit the nation's capital continuously. All can enhance common interest in the well-being of the local community. For example, escorting wounded military veterans, and widows and other family members of fallen police officers from surrounding jurisdictions and distant states can foster good relationships that benefit both the District government and its citizens. In addition,

## Conclusions

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the District is a prominent site for athletic, cultural, and entertainment events. Popular performers and large, high-profile conventions and gatherings generate significant revenue and focus positive attention on the City.

Both participating citizens and event organizers share an interest in and concern that prominent participants will arrive in and depart from the District timely and safely. If non-dignitary escorts are administered such that organizers of visits and events bear the full expense of providing the escorts, and are operated in a manner that does not diminish MPD's readiness to meet its core law enforcement mission, they can play a significant role in the safe and orderly hosting of special events, and increase the uniformed police presence in the District—a highly desirable condition—at no cost to District taxpayers.

# APPENDICES

## Appendices

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**Appendix 1:** List of Findings and Recommendations

**Appendix 2:** Sheen Post to Twitter

**Appendix 3:** April 22, 2011 MPD Statement

**Appendix 4:** Division Order 11/02

**Appendix 5:** Sample of Non-Dignitary Escort Data FY 2009, 2010, 2011

**Appendix 6:** SO-05-06

**Appendix 7:** GO 303.6

**Appendix 8:** Example of Form UN-180 “Detail Sheet”

**Appendix 9:** Copy of Sheen Invoice and Check

## **APPENDIX 1**

### List of Findings and Recommendations

**1. While non-dignitary escorts have been routinely conducted for a number of years, governing policies and procedures have been deficient.**

1. That the Chief/MPD disseminate a single MPD directive, applicable to all MPD officers, that establishes clear and comprehensive procedures for conducting non-dignitary escorts.
2. That the Chief/MPD direct a thorough review of all agreements and contractual obligations requiring MPD to provide non-dignitary escorts and other types of reimbursable details to ensure that MPD is aware of and in compliance with the terms of these agreements.
3. That the Chief/MPD take steps to improve the structure, organization, and content of MPD's directives system.

**2. Insufficient coordination with surrounding jurisdictions.**

1. That the Chief/MPD enter into written agreements with surrounding jurisdictions that enumerate protocols for coordinating, communicating, and conducting non-dignitary escorts and other reimbursable detail activities that require MPD officers to travel outside the District.
2. That the Chief/MPD ensure that SOD document all inter-jurisdictional collaboration for non-dignitary escorts on detail sheets.
3. That Chief/MPD collaborate with the Office of the Attorney General to determine the legal authority for MPD to be reimbursed for non-dignitary escorts.

**3. Charges for administrative and operational costs of non-dignitary escorts may be insufficient.**

That the Chief/MPD conduct a cost analysis of non-dignitary escorts and consider increasing the amount charged to entities that utilize such escorts.

**4. MPD does not execute contracts with entities requesting non-dignitary escorts.**

That the Chief/MPD in consultation with the appropriate legal authority consider developing and using a standardized contract with an indemnification clause to address MPD's and the escorted party's respective responsibilities.

5. **Non-dignitary escort files are unorganized and incomplete. SOD and PSJC files are not cross-referenced.**

That the Chief/MPD ensure that SOD records and documentation for non-dignitary motorized escorts are standardized, complete, organized, and reconciled with PSJC files for audit purposes.

6. **PSJC does not conduct internal audits of SOD reimbursable detail invoices. Team finds some invoices apparently have not been paid.**

1. That the Chief/MPD coordinate with the OCFO and other appropriate offices/agencies to seek payment for outstanding invoices.
2. That the Chief/MPD ensure that internal audits of SOD records and files are conducted regularly.

## **APPENDIX 2**

# The Washington Times



LAMBRO: The trouble with Trump

- NEWS OPINION SPORTS BOOKS LIFE BLOGS COMMUNITIES PHOTOS VIDEO
- INSIDE POLITICS WATER COOLER CITY STATE CAPITALS WATCH DALY OT D.C. MADNESS D1SCOURSE FROM THE SPC
- IT'S BALL GOOD MYSTICS WATCH NATIONALS WATCH SCREEN PLAY WIZARDS WATCH TECHNOLOGY
- HOME BLOGS WATER COOLER LOG IN E-MAIL ALERTS SUBSCRIBE CLASSIFIEDS

## Charlie Sheen's high speed DC police escort 'under investigation'

3 Comments and 2 Reactions | Tweet | Share | Email | More Like 3

← return to Water Cooler

Kerry Picket

Published on April 20, 2011

Film and TV actor Charlie Sheen entertained an audience in Washington, D.C. at Constitution Hall on Tuesday night as part of his "Torpedo of Truth" tour and DC's Metropolitan Police Department rolled out the red carpet for Mr. Sheen by providing a high speed police escort from Dulles airport to the show's venue downtown. According to a tweet from Mr. Sheen's Twitter feed:

in car with Police escort in front and rear! driving like someone's about to deliver a baby! Cop car lights #Spinning!



### FEATURED



Britain ce monarchy William a Middleto:

By Gregory Katz - Associated Press updated 2 hours, 13 minutes ago



Feds sting selling ra: By Stephen C Times



Superma the 'Ame: By David Eldr Times

### COMMENTARY

DELL: What fiscal pain?

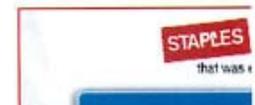
By Robert Dell Budget-cutting misery is more imagi 7:18 p.m. April 28, 2011

KEENE: NRA: The steel behind

KUHNER: Murdering Muslim pc

EDITORIAL: Admit it, Obamanc

EDITORIAL: Lindsay Lohan is r



## **APPENDIX 3**

District of Columbia	MAYOR	DC GUIDE	RESIDENTS	BUSINESS	VISITORS	GOVERNMENT	FOR KIDS
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**Metropolitan Police Department**

**MPDC HOME**  
**NEWS ROOM**  
Releases  
Advisories  
Newsletters  
Statements

Releases    Advisories    Newsletters    Statements

April 22, 2011

### Statement on Police Escort Investigation

While the escort of actor Charlie Sheen was conducted by the Metropolitan Police Department's Special Operations Division, if the allegations are correct, several aspects of this escort were not within policy.

- It is not our practice to utilize emergency equipment for non emergency situations.
- Members of the MPD generally do not operate in another jurisdiction without the assistance of a partner agency.
- It appears our protocols surrounding the approval of reimbursable details were not followed in this instance.

Additionally, our written policy states that Police vehicles shall be used for escort duty only for the purpose of providing security for the President and Vice President of the United States and such visiting heads of state or their representative who may require extra-ordinary protective measures because of the political conditions which exist at that time, and the Mayor of the District of Columbia. There is a provision that allows for requests to be reviewed on a case by case basis, but the submission must go through the chain of command and be approved by an Assistant Chief.

<< previous

This matter is under investigation by the MPD Internal Affairs Division.

**SERVICES**  
**INFORMATION**  
**ONLINE SERVICE REQUESTS**

## **APPENDIX 4**

**DIVISION ORDER**  
Special Operations Division



**DISTRICT OF COLUMBIA**

Title	Handling Requests for Police Escorts
Series / Number	11/02
Effective Date Distribution	April 24, 2011
Replaces / Rescinds	N/A
	<b>A</b>

I. Background.....	Page 1	III. Definitions.....	Page 1
II. Policy.....	Page 1	IV. Procedural Guidelines .....	Page 2

**I. BACKGROUND**

The Special Operations Division is responsible for the planning and staffing of motorcades for the Metropolitan Police Department. These motorcades include those requested by government agencies for dignitaries, as well as those requested by organizations in conjunction with special events. This Division Order will provide guidance to the members on how to handle these requests.

**II. POLICY**

It shall be the policy of the Special Operations Division that requests for police escorts be approved or denied by the Commander of the Special Operations Division after review and recommendation from the Planning Unit. The Planning Unit is to review requests for police escorts and determine the need for such based on several criteria, to include but not limited to the requesting government agency or organizer, any known threat to the escorted individuals safety, and/or concerns of crowd control and public safety.

**III. DEFINITIONS**

When used in this standard operating procedure, the following terms shall have the meaning designated:

1. Dignitary – a Domestic or Foreign individual or group that is under the protection of the United States Secret Service, the United States Department of State or any other Local or Federal Government agency.

2. Reimbursable Detail – an overtime initiative that is scheduled at the request of a private organizer. Absent exigent circumstances, this detail requires a pre-payment to the SOD Planning Unit, and therefore has sufficient time for staffing. All details will be requested and paid at least 5 days prior to the date of service requested unless approved by the SOD/SEB Planning Lieutenant or higher SOD authority.
3. Lead and Tail Escort– an escort that provides a Marked MPD vehicle in the front of the escorted vehicles as well as a Marked MPD vehicle in the rear of the escorted vehicles.
4. Code 1 escort – an escort of a Dignitary that, at the request of the Government agency responsible for the safety of the protectee, utilizes emergency lights and sirens while traversing the city. These escorts are permitted to disregard posted traffic signs and signals in compliance with applicable MPD General Orders.
5. Code 2 escort – an escort in which the MPD units do NOT activate emergency lights and/or sirens while traversing the city. These escorts must comply with all posted traffic signs and signals. Code 2 escorts apply to all NON Dignitary escorts.
6. Funeral Escort – an escort of a Hearse and procession from a church or other location to a cemetery. Funeral escorts are addressed in SOD Division Order 11-01.
7. Outside Agency – a Non DC Government based law enforcement agency. Agencies included in this group are, but not limited to, US Park Police, Prince George’s County Police, Montgomery County Police, Maryland State Police, Virginia State Police, Alexandria City Police, and Arlington County Police.

#### IV. PROCEDURAL GUIDELINES

##### A. Receipt of Requests for Reimbursable Details

All requests for reimbursable escort details received by the SOD/SEB Planning Unit will be reviewed by the Planning Unit Sergeant or Lieutenant. The Sergeant or Lieutenant will make a recommendation if MPD will be able to assist the requestor. That recommendation will be in the form of a memorandum forwarded to the Special Operations Division Commander for his or her recommendation. The Special Operations Division Commander shall then forward the memorandum to the Assistant Chief of Homeland Security Bureau for final approval or denial in

accordance with General Order 303.06, Part I, Section A, Subsection 3 and 4 which state:

3. *Police vehicles shall be used for escort duty only for the purpose of providing security for the President and Vice President of the United States and such visiting heads of state or their representative who may require extra-ordinary protective measures because of the political conditions which exist at that time, and the Mayor of the District of Columbia.*
4. *All other requests for escorts shall be approved by the Field Operations Officer or the official in charge of the department.*

Upon approval of an escort as indicated above, a member of the Planning Unit will be assigned to determine the appropriate staffing levels for the detail and accompanying invoice for services. The Planning Unit Sergeant or Lieutenant will then review the invoice for services and approve or return it to the Planning Unit member for revision. Upon final approval from the Planning Unit Sergeant or Lieutenant, the invoice will be forwarded to the requestor for payment. Payments for invoices will be handled in accordance with SOD Standard Operating Procedures.

### B. Coordination with Outside Agencies

All Non-Dignitary escorts that begin or end outside of Washington DC will not be escorted by MPD units unless a representative from a law enforcement agency in that jurisdiction is assisting with the escort.

### C. General Responsibilities

MPD members working escorts shall maintain themselves and their equipment at an operational readiness level at all times. As such all members shall:

1. Comply with all related General Orders regarding the operation of MPD vehicles.
2. Report for duty in the appropriate uniform of the day, complete with Sam Browne Belt, soft body armor, MPD issued hat, visibility vest and whistle.
3. The Planning Unit shall not schedule a Non-Dignitary escort without the approval from the Special Operations Division Commander.
4. No member shall work a Non-Dignitary escort without the approval from the Special Operations Division Commander.

5. Any member that fails to adhere to these rules and regulations will be subject to discipline.



Hilton Burton  
Commander  
Special Operations Division

## **APPENDIX 5**

## Appendices

<b>Sample of Non-Dignitary Escort Data – FY 2009</b>						
Entity	Event Date	Total Hours	Amount	Date req. rcvd.	Invoice Date	Approval Date
Take Down Escort* <sup>41</sup>	10/2/2008	20				
Washington Redskins	10/4/2008	12	\$668.52	10/4/2008	10/4/2008	10/29/2008
Escort Red Wings*	10/14/2008	9.6				
Escort Pittsburgh Steelers*	11/2/2008	4	\$222.84			
BOEE Escort*	11/2/2008	8	\$445.68			
Disney Turkey Pardon	11/26/2008	12	\$668.52			11/26/2008
New York Football Giants, Inc	11/30/2008	30	\$1,671.30	11/25/2008	11/30/2008	12/1/2008
Escort Navy Football Team*	12/8/2009	16	\$891.36			
DSS Santa Escort*	12/13/2008	1	\$4.00			
Escort Wake Forest Team*	12/17/2008	16	\$891.36			
Philadelphia Eagles Football Team	12/20/2000-12/21/2008	48	\$2,674.08	12/2/2008	12/17/2008	12/18/2008
National Governor's Association* <sup>42</sup>	2/20/2009-2/24/2009	510	\$28,412.10			
Greater Washington Sports (Escort of Army Navy Delegates)	2/27/2009	8	\$445.68	2/24/2009	2/27/2009	2/27/2009
Verizon Center (Britney Spears Escort)	3/24/2009	16	\$891.36	2/25/2009	Not listed	3/17/2009
Cherry Blossom Princess*	4/1/2009-4/3/2009	79.6				
Horatio Alger*	4/2/2009	80	\$4,456.80			
University of Florida Football Team	4/23/2009	11	\$612.81	4/22/2009	4/23/2009	4/24/2009
Rangers Hockey Escort	4/23/2009-4/24/2009	16	\$891.36	4/23/2009	4/23/2009	4/27/2009
Rangers Hockey Escort	4/28/2009	16	\$891.36	4/23/2009	4/23/2009	4/29/2009
Pittsburgh Steelers*	5/21/2009	22.5	\$1,253.48			
Escort Motorcycle*	5/24/2009	14				
Escort*	5/24/2009	24				

<sup>41</sup> Information with an asterisk (\*) beside it denotes information was provided by SOD. Time constraints hindered the team from determining whether an invoice was created, payment was rendered, or if some data was duplicative. Information appearing without an (\*) was obtained from PSJC invoices.

<sup>42</sup> SOD stated that this is "primarily a site detail at the JW Marriott each February, but there are escorts of buses full of Governors and some for their spouses."

## Appendices

<b>Sample of Non-Dignitary Escort Data – FY 2009</b>						
Entity	Event Date	Total Hours	Amount	Date req. revd.	Invoice Date	Approval Date
Escort Elton John/Billy Joel	7/11/2009	32	\$1,782.72	7/7/2009	4/17/2009	7/13/2009
Nationals Stadium	7/11/2009	91	\$5,069.61	7/3/2009	7/3/2009	7/9/2009
Soccer team escort*	8/8/2009	8	\$445.68			
Pittsburgh Penguins	9/10/2009	33	<u>\$1,838.43</u>	9/8/2009	9/8/2009	9/10/2009
<b>Amount</b>			<b>\$55,964.70</b>			

<b>Sample of Non-Dignitary Escort Data – FY 2010</b>						
Entity	Event Date	Total Hours	Amount	Date req. revd.	Invoice Date	Approval Date
Tampa Bay Buccaneers	10/3/2009 - 10/4/2009	40	\$2,228.40	9/21/2009	9/21/2009	N/A
Soccer Team Escort*	10/14/2009	32	\$1,782.72			
Philadelphia Eagles	10/25/2009 - 10/26/2009	52	\$2,896.92	10/21/2009	10/25/2009	10/24/2009
Order of the Knights of Malta Escort*	10/30/2009	11				
Bruce Springsteen	11/2/2009	16	\$891.36	11/2/2009	11/2/2009	11/3/2009
Indianapolis Colts Owner	11/22/2009	17	\$947.07	11/22/2009	11/22/2009	12/7/2009
Disney Turkey*	11/25/2009	16	\$891.36			
Wizards Holiday Caravan*	12/9/2009	18				
Santa Run FOP*	12/12/2009	6				
New York Giants	12/21/2009	28	\$1,559.88	12/18/2009	12/21/2009	1/4/2010
UCLA*	12/25/2009	16	\$891.36			
Temple*	12/25/2009	8	\$445.68			
UCLA*	12/26/2009	28	\$1,559.88			
Temple*	12/26/2009	8	\$445.68			
Dallas Cowboys	12/27/2009	28	\$1,559.88	11/22/2009	11/22/2009	1/4/2010
UCLA*	12/27/2009	24	\$1,337.04			
Temple*	12/27/2009	8	\$445.68			
Temple*	12/28/2009	8	\$445.68			
Temple*	12/28/2009	14	\$779.94			
100 Rookie MLB players	1/14/2010	8	\$445.68	2/1/2010	1/13/2010	1/15/2010
National Governor's Association*	2/19/2010	459	\$25,570.89			
Jay-Z	3/3/2010	20	\$1,114.20	2/18/2010	2/19/2010	3/5/2010
University of Alabama	3/8/2010	30	\$1,671.30	3/2/2010	3/2/2010	3/8/2010

## Appendices

<b>Sample of Non-Dignitary Escort Data – FY 2010</b>						
Entity escorted	Event Date	Total Hours	Amount	Date req. revd.	Invoice Date	Approval Date
Horatio Alger Association	4/8/2010	75	\$4,178.25	3/5/2010	3/5/2010	4/1/2010
Holocaust Buses*	4/14/2010	16	\$891.36			
New York Red Bulls	5/1/2010	10	\$557.10	5/1/2010	4/22/2010	5/4/2010
Leaders of Koreans Overseas	5/8/2010	12	\$668.52	5/8/2010	5/8/2010	5/7/2010
Chinese Vice Chairman Lu	5/12/2010- 5/14/2010	60	\$3,342.60	5/10/2010	5/18/2010	5/18/2010
A.C. Milan Soccer Team	5/23/2010	8	\$445.68	5/26/2010	5/20/2010	5/21/2010
DC United	5/26/2010	8	\$445.68	5/26/2010	5/20/2010	5/21/2010
US Soccer Federation*	5/26/2010	8	\$445.68			
Taylor Swift*	6/1/2010	8	\$445.68			
American Friends of Lubavitch - Bus Escort	6/16/2010	40	\$1,337.04	6/10/2010	6/16/2010	6/21/2010
Wizards #1 Draft Pick*	6/25/2010	6				
Knights of Columbus Escort	8/3/2010	126	\$7,019.46	7/14/2010	8/3/2010	7/29/2010
New Orleans Saints	8/9/2010	33	\$1,838.43	8/2/2010	8/15/2010	8/15/2010
US World Cup Escorts	9/7/2010- 9/8/2010	12	\$668.52	8/1/2010	9/7/2010	9/7/2010
Dallas Cowboys	9/12/2010	20	\$1,114.20	9/9/2010	9/11/2010	9/13/2010
Florida Women's Swim Team	9/13/2010	16	\$891.36	9/9/2010	9/13/2010	9/14/2010
Florida State Warriors*	9/13/2010	24	\$1,337.04			
Houston Texans	9/18/2010- 9/19/201	102	<u>\$5,682.42</u>	9/14/2010	9/14/2010	9/18/2010
<b>Amount</b>			<b>\$79,219.62</b>			

<b>Sample of Non-Dignitary Escort Data – FY 2011</b>						
Entity escorted	Event Date	Total Hours	Amount	Date req. revd.	Invoice Date	Approval Date
Indianapolis Colts Owner	10/16/2010	8	\$445.68	11/22/2010	10/16/2010	10/19/2010
America Committee*	10/19/2010	55	\$3,064.05			
Bill Gates	11/8/2010	8	\$445.68	11/8/2010	11/8/2010	11/17/2010
Philadelphia Eagles	11/14/2010 - 11/15/10	48	\$2,674.08	11/14/2010	11/14/2010	11/17/2010
Penn State Football	11/19/2010	8	\$445.68	11/17/2010	11/17/2010	11/19/2010
Indiana State Football	11/19/2010 - 11/20/11	64	\$3,565.44	11/19/2010	11/19/2010	11/19/2010

## Appendices

<b>FY 2011 Sample of Non-Dignitary Escort Data – FY 2011</b>						
Entity escorted	Event Date	Total Hours	Amount	Date req. revd.	Invoice Date	Approval Date
USA Bid Commission	11/23/2010-11/24/2010	16	\$891.36	11/23/2010	11/23/2010	11/24/2010
Santa to WHC*	12/11/2010	2.5				
Tampa Bay Buccaneers	12/11/2010-12/12/10	90	\$5,013.90	12/7/2010	12/11/2010	12/13/2010
UM Football Team*	12/22/2010	29	\$1,615.59			
East Carolina FB*	12/24/2010	8	\$445.68			
UM Football Team*	12/24/2010	48	\$2,674.14			
East Carolina FB*	12/25/2010	16	\$891.36			
UM Football Team*	12/26/2010	14	\$779.94			
UM Football Team*	12/26/2010	12	\$668.52			
East Carolina FB*	12/27/2010	10	\$557.10			
UM Football Team*	12/27/2010	11	\$612.81			
East Carolina FB*	12/27/2010	8	\$445.68			
UM Football Team*	12/27/2010	8	\$445.68			
East Carolina FB*	12/28/2010	8	\$445.68			
East Carolina FB*	12/28/2010	11	\$612.81			
UM Football Team*	12/28/2010	12	\$668.52			
UM Football Team*	12/29/2010	8	\$445.68			
East Carolina FB*	12/29/2010	8	\$445.68			
UM Football Team*	12/29/2010	12	\$668.52			
UM Football Team*	12/30/2010	8	\$445.68			
New York Giants	1/1/2011 - 1/2/2011	48	\$2,674.00	12/29/2010	12/31/2010	12/30/2010
100 Major League Baseball rookies	1/6/2011	8	\$445.68	January, 2011	12/27/2010	1/14/2011
National Governor's Association*	2/25/2010-2/29/2010					
Stearly's Motor Freight	3/10/2011	8	\$484.64	2/28/2011	3/10/2011	3/14/2011
Chicago Blackhawks	3/10/2011-3/11/2011	30	\$1,671.30	3/2/2011	3/3/2011	3/9/2011
Chicago Blackhawks*	3/11/2011	8	\$445.68			
NCAA Escort*	3/16/2011	11	\$612.81			
NCAA Escort*	3/17/2011	8	\$445.68			
NCAA Escort*	3/17/2011	10	\$557.10			
NCAA Escort*	3/17/2011	5.5	\$306.41			
NCAA Escort*	3/17/2011	8	\$445.68			
NCAA Escort*	3/18/2011	8	\$445.68			

## Appendices

<b>FY 2011 Sample of Non-Dignitary Escort Data – FY 2011</b>						
Entity escorted	Event Date	Total Hours	Amount	Date req. rvd.	Invoice Date	Approval Date
NCAA Escort*	3/18/2011	8	\$445.68			
NCAA Escort*	3/18/2011	8	\$445.68			
NCAA Escort*	3/18/2011	8	\$445.68			
NCAA Escort*	3/19/2011	12	\$668.52			
NCAA Escort*	3/19/2011	11	\$612.81			
NCAA*	3/19/2011	12	\$668.52			
NCAA*	3/19/2011	11	\$612.81			
Jewish Federation Escort*	4/6/2011	10.5	\$584.96			
Jewish Federation Escort*	4/6/2011	16.5	\$779.94			
Horatio Alger*	4/7/2011- 4/9/2011					
New York Rangers	4/13/2011- 4/15/2011	39	\$2,172.69	4/12/2011	4/12/2011	4/19/2011
Ranger Hockey team	4/13/2011- 4/15/2011	9	\$501.39	4/11/2011	4/12/2011	4/19/2011
Electric Drive Transportation Association	4/19/2011	12	\$668.52	4/19/2011	4/18/2011	4/19/2011
Charlie Sheen	4/19/2011	8	\$445.68	4/19/2011	4/19/2011	4/24/2011
New York Rangers	4/23/2011	15	<u>\$835.56</u>	4/17/2011	4/18/2011	4/24/2011
<b>Amount</b>			<b>\$47,838.04</b>			

**APPENDIX 6**

# SPECIAL ORDER



Title	
Special Event Reimbursable Details	
Series / Number	
SO-05-06	
Effective Date	Distribution
July 1, 2005	<b>B</b>

## DISTRICT OF COLUMBIA

Related to:  
**General Order 404.2 (Reports Pertaining to Chargeable Details of Police Officers to Licensed Premises)**

I. Purpose.....	Page 1	IV. Procedural Guidelines.....	Page 3
II. Definitions.....	Page 1	V. Cross References.....	Page 6
III. Regulations.....	Page 2		

### I. PURPOSE

The purpose of this directive is to outline the procedures required to manage and document all reimbursable special events that occur in the District of Columbia pursuant to the Public Congestion and Venue Protection Emergency Act of 2004. These guidelines do not apply to authorized outside employment as outlined in GO-PER-201.17 (Outside Employment).

### II. DEFINITIONS

When used in this directive, the following terms shall have the meaning designated:

1. Detail Official – an official the rank of lieutenant or above, assigned to the District(s) in which the special event will take place, and is responsible for the deployment of personnel, the after action report (if required), and identifying the designated point of contact for the special event.
2. Mayors Special Events Task Group (MSETG) – representatives from MPD, Emergency Management Agency, DC Fire and Emergency Medical Services Department, Department of Parks and Recreation, Department of Health, Department of Consumer and Regulatory Affairs and the District Department of Transportation convened to ensure that any changes, restrictions, or adaptations to public space resulting from a special event, are managed in a safe and prudent manner to protect the health, safety, and welfare, and to ensure minimal impact on the public. The MSETG accepts and reviews organizers/vendors requests to conduct special events.
3. Letter of Agreement (LOA) – a document created between the Metropolitan Police Department and an organizer/vendor that sets forth the terms and conditions under which the MPD will provide police services for reimbursable details.

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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4. Public Congestion and Venue Protection Emergency Act of 2004 – law that requires any individual, corporation, or licensed proprietorship, which seeks to hold a for-profit or not-for-profit special event that may lead to pedestrian and/or vehicle congestion, to enter into an LOA with the Department.
5. Reimbursable Detail – the assignment of on-duty officers of MPD to patrol the surrounding areas of each entrance of a public venue for the purpose of maintaining public safety, remediation of traffic congestion, and to ensure the safety of public patrons during their approach and departure from the venue. The organizer/vendor holding the special event reimburses the department for the cost.
6. Special Event – a special event includes, but is not limited to, a parade, walk, run, bicycle ride, procession (excluding funeral processions), or festival, requiring the temporary use of public space that is owned and/or controlled by the District of Columbia.
7. Congestion – the significant increase in vehicular or foot traffic within the Police Service Area where a special event is operated, that occurs over a period of time not to exceed eight (8) hours and is associated with patrons congregating to attend and leave the special event.
8. Public Venue – place where the congregation of the public leads to street closures, traffic congestion, or unusual and significant increase in foot or vehicular traffic within or surrounding the entrance of a commercial building, place of public assembly, establishment required to have a license under D.C. Official Code § 25-102 (Sale of alcoholic beverages without a license prohibited), school, public hall or any establishment or private function, or parking lots regularly used to attend functions at these places.

### **III. REGULATIONS**

- A. No member shall allow any organizer/vendor to conduct a special event without a permit for the event.
- B. The following events are exempted from the provisions in this order:
  1. Details handled by Special Operations Division (SOD) pursuant to a Letter of Agreement, and details where SOD has the specialized expertise to handle the detail (for example: EOD, K-9, etc.).
  2. Requests from community not-for-profit organizations that do not require major street closures, and the presence of officers on site to ensure public safety.

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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3. Free speech events protected by the First Amendment of the Constitution of the United States.
- C. No member shall work a reimbursable detail on private property except as determined by the Chief of Police.
- D. TACIS authorization must be received prior to deploying personnel to any special event.
- E. Under no circumstances shall a District Commander accept any checks, or prepare an invoice for any organizer/vendor.

### **IV. PROCEDURAL GUIDELINES**

- A. When an organizer/vendor plans to hold a special event in the District of Columbia, and/or the event falls under the purview of the "Public Congestion and Venue Protection Emergency Act of 2004," the organizer/vendor shall be directed to contact the Event Planning Unit, SOD, for further instructions and guidelines.
- B. Organizers/vendors for special events shall be informed of, and subjected to the provisions of the Act.
- C. Upon receipt of a special event petition from the Mayor's Special Event Task Group, the Commander, SOD, shall coordinate with the affected District Commander to determine the number of MPD personnel required to staff the special event.
- D. The Detail Official assigned to manage the special event shall:
  1. Notify the Commander, or his/her designee, of the special event occurring in his/her District.
  2. Work with SOD to coordinate with all affected DC and federal agencies when road closures affect their areas of jurisdiction.
  3. Prepare a UN -180 (Detail Sheet), and ensure the special event is sufficiently staffed.
  4. Determine emergency access lanes and streets, and notify the Synchronized Operations Command Center to report all unusual incidents in accordance with General Order 303.6 (Erection of Temporary No Parking Signs, and Granting of Special Parking Privileges, and Detailing of Police at Private Gatherings and for Escort Service).

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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5. If applicable, notify the Explosive Ordnance Disposal Unit of all suspicious packages and bombings, and the Domestic Security Unit of all biological contaminations and hazardous chemicals spills in accordance with GO-OPS-309.02 (Bomb Threats and Explosive Devices), GO-OPS-802.04 (Hazardous Materials Incidents), and GO-OPS-805.02 (Special Threat Action Team).
  6. As necessary, request canine team support in accordance with GO-RAR-306.01 (Canine Teams).
  7. As needed, request the Air Support Unit to provide aerial surveillance of crowds and other unusual circumstances or incidents.
  8. Prepare an after action report to include, but not limited to, descriptions of all unusual incidents that occurred during the special event, and the name/reporting element of any member that failed to report for duty. Ensure that the after action report and UN-180 are forwarded to the Assistant Chief, Special Operations Command within twenty-four (24) hours of the special event.
- E. The Commander, SOD, shall:
1. Ensure an official is designated to participate in the Mayor's Special Events Task Group.
  2. Ensure an SOD official meets with the organizer/vendor to gather pertinent information regarding the special event (e.g. schedule, estimated number of police personnel desired).
  3. Ensure the special event location, time, and date, and the name of the contact person is recorded on the monthly calendar board.
  4. Prepare a memorandum, through the chain of command, to the Executive Assistant Chief, to include:
    - a. The cost of the special event to the organizer/vendor;
    - b. The number of sworn personnel required to staff the special event;
    - c. The agreed upon payment schedule between MPD and the organizer/vendor; and
    - d. Request for overtime TACIS code from the Payroll Office, upon arrangements being made for payment from the organizer/vendor.

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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5. The aforementioned memorandum shall be submitted in accordance with the following timeline.
    - a. Special events occurring on an annual basis shall be submitted one month prior to the event;
    - b. Special events not occurring on an annual basis shall be submitted two weeks prior to the event; and
    - c. Special event emergency requests shall be submitted and reviewed on a "case by case" basis, and shall include a recommendation for approval or disapproval of the request.
  6. Upon approval of the memo, prepare a written invoice for the organizer/vendor outlining the method of payment, number of personnel, and total cost of coverage, clearly stating that 80% of the total cost is due prior to the special event and the balance of the cost will be billed after the completion of the event.
  7. Ensure invoices sent to the organizer/vendor, clearly state that checks must be made payable to the District of Columbia Treasurer.
  8. Ensure the organizer/vendor receives the written invoice four weeks prior to the special event.
  9. Ensure that the organizer/vendor receives a written invoice for the balance of the cost after the completion of the event. In the event of over billing, ensure that any refunds are processed and returned to the organizer/vendor immediately following the completion of the event.
  10. Ensure all organizer/vendor checks are deposited with the DC Treasurer within one business day of receipt.
  11. Notify the Public Information Officer and the Office of Corporate Communications of special events that may cause traffic congestion, and/or may be of significant interest to the media.
  12. Ensure a separate file for each reimbursable special event is maintained in chronological order, and grouped by organizer/vendor.
- F. District Commanders shall:
1. In conjunction with SOD, provide sufficient police presence at all special events that occur in their district.
  2. Within twenty-four (24) hours following the special event, ensure a UN-180, certifying the hours worked by sworn personnel, is forwarded to the Commander, SOD.

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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3. NOT authorize any member from their command to work a reimbursable special event without obtaining a TACIS Code from the Office of the Executive Assistant Chief.
4. If an unauthorized special event occurs, prepare a memorandum detailing the circumstances, and submit through the chain of command to the Commander, SOD, within twenty-four (24) hours. The memorandum shall include, but not be limited to the following details:
  - a. Date, time, and location of unauthorized special event;
  - b. Name, phone number, and address of organizer/vendor;
  - c. Purpose of special event;
  - d. Estimated number of attendees;
  - e. Number of officers assigned to assist with the unauthorized special event;
  - f. Enforcement action taken by MPD (e.g. PD Form 61D issued);
  - g. Other applicable regulatory agencies on the scene of the unauthorized special event, and what, if any, enforcement action was taken (DCRA, Fire Inspector) by these agencies.
5. Contact the Commander, SOD, regarding all inquiries related to reimbursable details.

### **V. CROSS REFERENCES**

- A. Public Congestion and Venue Protection Emergency Act of 2004
- B. District of Columbia Municipal Regulations Title 24 (Public Space and Safety) Chapter 7 (Parades and Public Events) §§ 700 - 720
- C. General Orders
  1. GO-PER-201.17 (Outside Employment)
  2. General Order 303.6 (Erection of Temporary No Parking Signs, and Granting of Special Parking Privilege, and Detailing of Police at Private Gatherings and for Escort Service)
  3. GO-RAR-306.01 (Canine Teams)
  4. General Order 308.2 [Nuisances, Incidentals, Defects and PD Form 61D (Violation Citation)]

## Appendices

---

### **SPECIAL EVENTS REIMBURSABLE DETAILS (SO-05-06)**

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5. GO-OPS-309.02 (Bomb Threats and Explosive Devices)
6. GO-OMA-404.01 (Deposits with the D.C. Treasurer)
7. GO-OPS-802.04 (Hazardous Materials Incidents)
8. GO-OPS-805.02 (Special Threat Action Team)

//SIGNED//  
Charles H. Ramsey  
Chief of Police

CHR:NJ:SOA:DAH:JAH:mcw

## **APPENDIX 7**

# Appendices



## GENERAL ORDER



SUBJECT	SERIES	NUMBER	EFFECTIVE DATE
Erection of Temporary No Parking Signs, Granting of Special Parking Privileges, and Detailing of Police at Private Gatherings and for Escort Service	303	6	March 21, 1974
			DISTRIBUTION
			ORIGINATING UNIT

The purpose of this order is to establish the policy and procedures governing the placement of emergency no parking signs in connection with emergency or special situations, the granting of special parking privileges, and the detailing of police at private gatherings and for escort service. This order consist of the following parts:

**PART I** Responsibilities and Procedures for Supervisory and Command Personnel

- A. Policy.
- B. Placement of Emergency No Parking Signs.
- C. District Commanders.

**PART I**

A. Policy.

1. Chapter 24, Section 2407, of the District of Columbia Municipal Regulations, Title 18 (Vehicles and Traffic, authorizes the Director, Department of Public Works and the police department to erect temporary emergency no parking signs. It is the policy of this department that:

- a. Placement of such signs shall be limited to those situations wherein there is a demonstrated need and a legal authority, except as stated under Part I, Paragraph R7.
- b. Exceptions to parking restrictions on rush hour streets and around schools during the hours those restrictions are in effect shall be made only under legitimate emergency conditions.

2. It is also the policy of this department that personnel shall not be detailed to private gatherings such as funerals, weddings, receptions, and parties. However, supervisory officials shall monitor and evaluate each event that comes to the attention of the district. If the need for traffic control arises, a supervisory official shall utilize the necessary manpower for that period of time which is necessary to restore the normal flow of traffic.

3. Police vehicles shall be used for escort duty only for the purpose of providing security for the President and Vice President of the United States and such visiting heads of state or their representative who may require extraordinary protective measures because of the political conditions which exist at that time, and the Mayor of the District of Columbia.

4. All other requests for escorts shall be approved by the Field Operations Officer or the official in charge of the department.

(Revised 4/23/86 )

## Appendices

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### B. Placement of Emergency No Parking Signs.

Emergency no parking signs may be erected under one of the following conditions:

1. On streets where a parade has been authorized by a permit issued by the Chief of Police and on streets necessary for the assembling and disbanding of such parades.

2. In connection with the scheduled assembly of a large number of persons at any public or semi-public building, embassy, legation, stadium or other place of assembly, so as to provide for a free flow of traffic on streets leading to such assemblies.

3. To restrict parking on streets adjacent to streets which are closed by reason of parades or emergencies in order to provide for a free flow of traffic on the adjacent streets.

4. To provide curb parking for vehicles which are part of a funeral cortege.

5. In connection with street construction to ensure the free movement of traffic.

6. To provide for the parking of trucks and moving vans when the parking of vehicles abreast of other vehicles will reduce the roadway to 20 feet or less.

7. When requested, at the entrance only to private premises at which a large number of persons is expected to attend a private gathering--to include weddings, receptions, and parties. Not more than two curb spaces may be reserved where vehicles stopping to discharge or pick up guests in the roadway would either impede traffic or create a safety hazard.

### C. District Commanders.

1. District Commanders shall maintain a record to be kept of all requests for emergency no parking signs that meet the following criteria. The record shall include:

- a. The date and time received.
- b. Name and address of the person making the request.
- c. The purpose of the restriction.
- d. Location of the requested signs.

General Order No. 303.6

## Appendices

-3-

- e. The specific period of time for which the signs are to be in effect.
- f. The time, date, and the name of the individual erecting the signs.
- g. The time, date, and the name of the individual removing the signs.

2. Emergency no parking signs shall be erected at least 72 hours prior to their effective time and date in those places where no other parking restrictions are in effect. Except, that such posting time requirement may be waived in extraordinary circumstances or for good cause shown, such as an authorized parade for which the permit has been obtained less than 72 hours in advance. In other places, signs shall be erected at least the length of time in advance that parking is normally legally permitted.

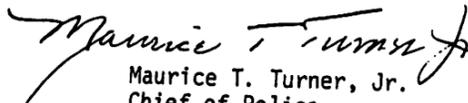
3. All temporary emergency no parking signs shall be removed at the expiration of the time stated on the sign.

4. Signs provided for police use shall not be turned over for posting to citizens. Such signs which have been posted by private citizens shall not be enforced.

5. Requests for signs that must be placed in an area larger than one block shall, when time permits, be referred to the Department of Public Works, Bureau of Traffic Services.

6. It is the policy of this department to recognize that in predominantly residential areas the parking convenience of neighborhood residents deserve equal consideration with the travel convenience of passers through. This principle shall be given particular consideration for conditions listed in subparts B1,2, and 3; limitations on parking in residential areas shall be kept at the minimum necessary for public safety.

MTT:WAH:jtw

  
Maurice T. Turner, Jr.  
Chief of Police

General Order No. 303.6  
(Revised 4/23/85 )

## APPENDIX 8

# Appendices

LN-180 Rev. 03/92 <b>METROPOLITAN POLICE DEPARTMENT</b> Special Operations Division Special Events Branch <b>DETAIL SHEET</b>		Date of Event March 10, 2011	
		Day of Event Thursday	
Type of Event Escort - Chicago Blackhawks			
Reporting Time 12:00	Reporting Location Dulles Airport - Landmark Aviation		
Detail is Scheduled to Start 12:00	Police Estimate of Participants 2 buses		17:00
Manpower Detailed: Captain _____ Lieutenants _____ Sergeants _____ Officers _____ <b>TOTAL</b> _____		Manpower Computation: Personnel _____ Hours of Detail _____ <b>TOTAL MANHOURS</b> _____	
<b>OVERTIME DETAIL</b>			
<b>Wheels down at Landmark at 1342 hours</b>			
<b>Escort to Walter Reed - visit there for 90 minutes</b>			
<b>Escort from Walter Reed to Mayflower Hotel 1127 Connecticut ave</b>			
NOTE: The Check-Off Sergeant is responsible for:			
2. Listing the names of all officers and officials on reverse side 3. Recording the necessary information on the Daily Performance Measures Report.			
The Planning Office personnel are responsible for recording the necessary information from this form to the monthly report.			
Request for this service was received from: _____	Date 3/3/2011	Time _____	Phone Number _____
This Detail Sheet Originally Prepared by: _____		Signature of Sergeant on Detail: _____	

## **APPENDIX 9**

# Appendices

RDET110126

**Metropolitan Police Department**

Homeland Security Bureau  
 Special Operations Division  
 2301 L Street, NW  
 Washington, DC 20037  
 Phone: 202-671-6522 / Fax: 202-727-6839

**INVOICE**

**Statement for Police Services**

Date: **4/19/2011**  
 Federal Tax ID: [REDACTED]  
 Prepared E: [REDACTED]  
 Date Request Receive: **4/19/2011**

Name: [REDACTED]  
 Address: [REDACTED]  
 Contact: [REDACTED]  
 Phone: [REDACTED]  
 Reimbursable Detail Coordinated by: [REDACTED]  
 Date and Time Notified: [REDACTED]

Event: *Charlie Sheen Escort*  
 Location: *Dulles Airport to DAR Constitution Hall*  
*Signature Aviation*  
*Dulles, Va 20166*

**Special Operations Division/ Planning Unit**

Event Organizer Advised of Cost of Police Services: [REDACTED]  
 Date and Time: **4/19/2011**

Date	Personnel	Times	# Hours	Total Hours
Tuesday, April 19, 2011	2	1900 - 2300hrs	4	8
Sub Totals		See Page Two	4	8

Rate: \$55.71 per hour ( Min. 4 hours)	<b>Total for Event:</b>	<b>\$445.68</b>
	<b>100% Due 10 days Prior to Event:</b>	<b>\$445.68</b>
	<b>Total Amount Paid:</b>	<b>\$445.68</b>
	<b>Amount Due:</b>	<b>0</b>

Approved: Yes **XXX** No \_\_\_\_\_ 4/24/2011  
 \_\_\_\_\_  
 Commander, SOD Date

Approved: Yes No \_\_\_\_\_ Date  
 \_\_\_\_\_  
 Cluster Controller, Public Safety and Justi

The Metropolitan Police Department does not have the authority to alter, adjust, reduce or waive the prescribed fees for reimbursable details. That authority is vested with the Office of the Mayor.

**Please Make Checks Payable To: D.C. Treasurer**

Appendices





CHECK NO. 

DATE 4/19/11  
VOID AFTER 90 DAYS

PAY TO THE ORDER OF DC TREASURER

John Sheen (for the dollar) + 68

\$ 445.68





AUTHORIZED REPRESENTATIVE

Security Features



DETACH THIS STUB BEFORE DEPOSITING

CHECK NO. 

DESCRIPTION	CODE	AMOUNT
EVENT: <u>Charlie Sheen</u>		
BUILDING: <u>DAK CONSTITUTION HALL</u>		
DATE: <u>4/19/11</u>		
CITY: <u>Wash DC</u>		
DESCRIPTION: <u>ESCORT</u>		