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Veritas



Assurance Group Inc.

Management Study

for the

CALEXICO POLICE DEPARTMENT

June 23, 2015

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Management Study for the Calexico Police Department

June 23, 2015

I. INTRODUCTION

A variety of significant issues arose in Calexico during 2014 that ultimately led to a change of Calexico's City manager and Chief of Police. In their place, Mr. Richard Warne was hired as the Interim City Manager and Michael Bostic was hired as the Interim Chief of Police. From the outset, Mr. Warne and Chief Bostic had to deal with various crises on an almost daily basis including the recall of several City Council members, the termination of several police supervisors and officers and an on-going investigation by the Federal Bureau of Investigation into allegations of corruption. At about the same time it became apparent that many, if not most, of the Police Department's internal command-and-control systems had fallen into such disrepair that they prevented the Chief and his command staff from effectively managing the Police Department and ensuring that the community of Calexico was being provided with a reasonable level of public safety.

Ultimately, it was decided that an external management review needed to be conducted and that a consulting firm specializing in law enforcement management and operations needed to be retained to review the fundamental business systems being used by the Calexico Police Department. Specifically, Mr. Warne and Chief Bostic needed to determine as soon as possible the extent to which the Department's internal systems were either inhibiting or promoting the level of efficiency and effectiveness expected in a modern municipal law enforcement agency. Those basic systems included, but were not limited to, management oversight, utilization of personnel, risk management and community engagement.

Chief Bostic was aware that Veritas Assurance Group, Inc. (Veritas) had conducted several similar studies for a variety of public safety agencies. In fact, Veritas had just completed such an engagement for another Southern California law enforcement agency. Within two weeks of the initial contact, Veritas initiated this engagement and began providing the Chief with useful insight into his Department's law enforcement operations.

II. SCOPE OF WORK

This management study was designed to review and assess the degree to which the Department's basic law enforcement systems comply with industry standards. Where a system(s) was found to be deficient, the report identifies the deficiency(s) and makes specific recommendations for improvement.¹

¹ Deficiencies of a critical nature were brought to the Department's attention immediately so corrective action could be taken.

Phase I: Line Operations

The initial focus of this study was to examine the Department's service delivery systems to ensure they were providing the City with an adequate level of public safety. Specifically, the initial focus or phase of this engagement was on the Department's:

- **Administration.** Examine the Department's fundamental command and control components including its organizational structure, development and dissemination of policies, project controls, supervisor logs and internal communications.
- **Patrol.** Examine the effectiveness of the Department's patrol force including deployment, supervision, use of available time and community engagement.
- **Dispatch.** Examine how calls-for-service are received, processed, prioritized, dispatched and closed.
- **Detectives.** Review the policies, procedures, and practices governing follow-up investigations including prioritization of cases, quality of investigations, case clearance procedures and supervisory controls.
- **Task Force Operations.** Review the mission and effectiveness of officers assigned to multi-agency task force operations including inter-agency agreements, gang files, supervisory oversight and management review.
- **Community Policing.** Evaluate the ways in which patrol officers interact with the community they serve including problem solving and interaction with Neighborhood Watch groups.

Veritas consultants briefed the Chief of Police and his management team throughout this phase of the engagement allowing them to take remedial action as the study progressed. In addition to identifying significant weaknesses in the operational components under review, the consultants also identified potential weakness in several critical support functions. So it was decided to add a second phase to this engagement in order to review those functions as well.

Phase II: Critical Support Functions

This phase of the engagement focused on the critical functions that support front-line operations and promote a law enforcement agency's long-term competency. Those functions included:

- **Personnel.** Review the Department's personnel policies and practices including job descriptions, personnel evaluations, personnel packages and controls for off-duty employment.
- **Training.** Assess the degree to which Department personnel receive adequate training for their assignment, comply with POST standards, meet legal requirements and receive regular training.
- **Records.** Using the POST Records Unit Self-Evaluation, review the records unit's processing and retention of various records, compliance with discovery and CPRA requests and periodic destruction of records.
- **Property/Evidence.** Using the POST Property and Evidence Function Self-Evaluation, review the way in which property is booked and retained, supervisory oversight of high-value property and a random sample of high-value property, e.g., money, jewelry, guns, narcotics and dangerous drugs.

- **Administrative Investigations.** Evaluate the policy and practice for reporting, investigating, reviewing and adjudicating various administrative investigations including personnel complaints, uses of force, in-custody injury or death, pursuits, traffic collisions and other risk-management incidents.
- **Facilities.** Inspect all work areas for adequacy of work environment, display of appropriate materials, and operability of equipment.

At the conclusion of the study, Veritas prepared a report detailing its findings and the methodology used to reach those conclusions. The Department was provided with a draft copy of that report and on May 14, 2015, an exit conference was held to discuss the report and its findings. Following that conference, a final report was prepared and submitted to the Department.

Staffing

Veritas Senior Consultant, Mr. Dan Koenig, is the Project Manager for this engagement. Mr. Koenig has 35 years of law enforcement experience much of which was at the management level. He is well versed in all aspects of this engagement and has led similar engagements for other clients. Mr. Ron Sanchez, the President and COO of Veritas, partnered with Mr. Koenig on this engagement and was an active participant in this study. Mr. Sanchez has over 30 years of law enforcement experience including a variety of supervisory, mid-management and upper-management positions. He is also a Certified Government Auditing Professional (CGAP), a Certified Law Enforcement Auditor (CLEA) and has an Accreditation in Internal Audit Quality Assessment/ Validation from the Institute of Internal Auditors. Both Mr. Koenig and Mr. Sanchez are under contract as Special Consultants to the Management Consulting Services Bureau of the California Commission on Peace Officer Standards and Training (POST).

Mr. Mike Thrasher was also involved in this study particularly as it pertained to investigative operations. Mr. Thrasher spent 21 of his 32 years in law enforcement supervising detectives responsible for investigating robbery, kidnap, sexual assaults and homicide. He is a nationally recognized expert in that area and has qualified in court as an expert on conducting follow-up investigations.

Confidentiality

Veritas recognized that the records to be examined for this study may include documents wherein the Department has a duty and responsibility to protect the identity of victims, cooperative witnesses, confidential informants, citizen informants, and unidentified persons who were subject of a police investigation. Veritas also recognized that the records examined for this review may include peace officer personnel records. Veritas acknowledges that the study and all related work papers and communication need to remain confidential. Veritas will maintain the confidentiality of the report and the records examined for the study and not disclose the audit report or associated records to anyone other than the Chief of Police and/or his authorized representative(s).

In the event Veritas or its subcontractors receives a request from a third party, a public records request, a subpoena, or any other demand to produce the full report, the records examined for this study, or Veritas' work papers, Veritas agrees not to disclose the information but to notify the City of such demand immediately. Upon such notification, the City agreed to provide Veritas and its subcontractors with legal representation with respect to the request for disclosure of information

deemed confidential. In the event litigation ensues as a result of the denial of such request for disclosure and Veritas or its subcontractors are named as a defendant, the City agreed to indemnify and defend Veritas and its subcontractors.

III. POLICE ADMINISTRATION

Organizational Structure

Policy

Chapter 200 of the Department Manual organizes the Department into three divisions all of which report directly to the Chief of Police:

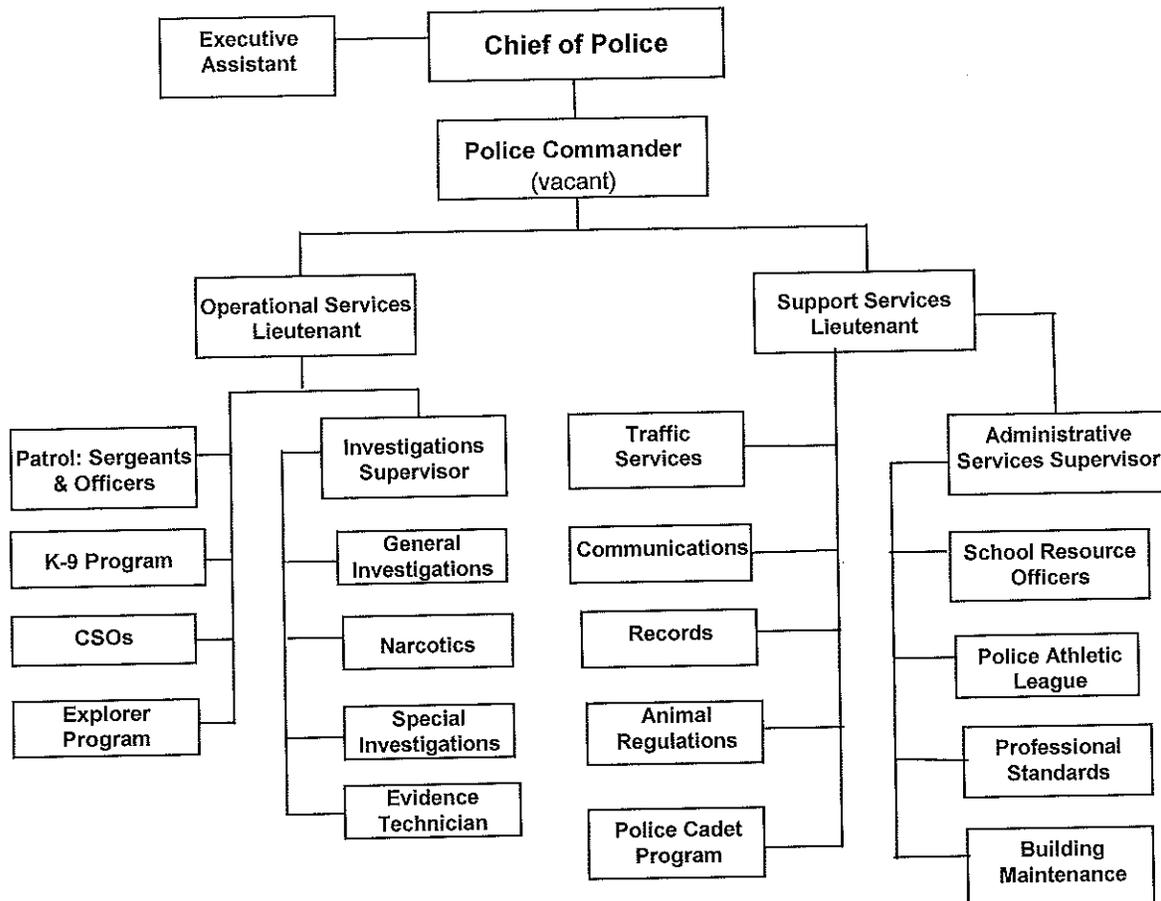
- **Operations Division** is commanded by a lieutenant who manages patrol and traffic services and is second in command after the Chief.
- **Investigative Division** is commanded by a lieutenant who manages Investigations Bureau, Special Investigations Unit, Crime Analysis Unit, Property Bureau and Forensic Services. This lieutenant is third in command of the Department.
- **Administrative Services Division** is commanded by a lieutenant who provides direction and control to Technical Services, Administrative Services, Parking Enforcement, Animal Regulations, Communications and Police Aides/Assistants. This lieutenant is fourth in command of the Department.

The Department Manual's Table of Contents indicates there is an organization Chart in Manual Section 430, but no such organization chart exists in that Manual.

Practice

While the Manual describes three lieutenants, the Department has never had three managers at that level. At one point it had two commanders, but that changed to two lieutenants which is what it now has. The following organization chart identifies the Department's current structure:

ORGANIZATION CHART



Improvements

There are several significant challenges in the Department's current organizational structure.

1. **Community Relations.** No entity is assigned responsible for developing and maintaining the Department's community relations program.
2. **Training Coordinator.** No entity is responsible for coordinating the Department's training efforts. In addition to ensuring that employees receive adequate training and maintain their critical proficiencies, a Training Coordinator serves to ensure training dollars are being spent wisely.
3. **Sworn Lieutenant Supervising Civilian Functions.** The Support Services Lieutenant is responsible for supervising key civilian functions including records and communications even though he has no expertise in those highly complex and critical areas.
4. **Administrative Lieutenant.** Generally, a department of Calexico's size does not need a dedicated Administrative Lieutenant. However, the next several years will require a concentrated management focus to implement the changes we are recommending as well as the changes certain to flow from the recent agreement with the Department of Justice. The current management structure is insufficient to manage those changes, so in the short term (2 to 3 years) a third Lieutenant should be added and given the primary responsibility for seeing that the

changes are made and then institutionalized within the organization. Without that focus the events leading up to this study are sure to repeat themselves

5. **Traffic Services.** This critical line function is separated from other operational units.
6. **Property/Evidence under Operations.** The Property/Evidence function should be separated from operations in order to avoid any conflict of interest.
7. **Youth Services.** Youth programs are fragmented between Operations (Explorers), Support Services (Police Cadets) and the Administrative Sergeant (Police Athletic League)

Recommendations:

- ❖ **A management-level civilian position should be created to lead Administrative Services Division. That person should be in charge of Records, Communications, Property, Forensics, Animal Regulations and Parking. (Admin No. 1)**
- ❖ **The Operations Lieutenant should be in charge of all sworn uniformed personnel including patrol, traffic and K-9. This Lieutenant should also be in charge of the School Resource Officers, Community Service Officers, Police Explorers and any other youth programs in which young people are in uniform. This lieutenant should be the final reviewer on all pursuits and uses of force. (Admin No. 2)**
- ❖ **The Investigations Lieutenant should be in charge of all investigations and should be responsible for managing the Department's community relations programs. This lieutenant should track and be the final reviewer on all personnel investigations and employee-involved traffic collisions. (Admin No. 3)**
- ❖ **An additional Lieutenant should be added for the next 2 to 3 years and given the primary responsibility for managing the changes that need to occur including preparation of directives, providing training on those directives and auditing compliance with those directives. (Admin No. 4)**
- ❖ **A sergeant should be assigned to the Investigative Lieutenant and that sergeant should be the Department's Training Coordinator and conduct major personnel investigations. This sergeant should also be responsible for maintaining and distributing all Department equipment. (Admin No. 5)**

Mission, Vision and Values

Policy

The preamble to the Department Manual includes the following statements:

Mission:

It is the mission of the Calexico Police Department to provide service with honor and respect, to protect life, to enforce laws, and to perform our duties in partnership with the community thereby increasing the quality of life for all of Calexico.

Vision:

- *To increase public safety through community awareness and involvement,*

- *To promote police-community teamwork and interaction whereby the police are responding to the needs of the community and the community supports its police department,*
- *To reduce the fear of crime through community based policing,*
- *To provide mentors to our community and its greatest natural resource, "the children."*

Values:

- *Duty - To serve the community first and consideration of others always*
- *Loyalty - To the organization, community, and profession*
- *Respect - Treat others as you treat a family member*
- *Honor - Live up to the law enforcement code of ethics*
- *Integrity - Do the right thing always, legally and morally*
- *Courage - Face adversity with dignity and poise*
- *Dedication - Self-less service to the community as a police employee*

Practice

Those Mission, Vision and Values statements appear nowhere else in the Department. They are not posted in the training room, officers' report writing room or anywhere else in the station. None of the line level people we interviewed even knew what they were.

Improvements

Clearly the statements in the Department Manual were the author's creation and did not percolate up through the organization. An organization's mission, vision and values statements should truly define organizational expectations and, therefore, need to be thoughtfully developed and widely disseminated.

Recommendation:

- ❖ **The Department needs to develop a clear set of statements that define its organizational mission, vision and values.² (Admin No. 6)**

Administrative Controls

Policy

There are no provisions in the Department Policy Manual governing the assignment, tracking and oversight of administrative projects including correspondence, requests for service, service complaints or budget issues.

Practice

The Chief of Police's Executive Assistant makes a valiant effort to log and track various administrative tasks that flow throughout the Department. However, that tracking system is hand written and does not include project numbers, due dates or direction to the person ultimately assigned the project. Additionally she is only able to track material that comes across her desk which does not include

² This was communicated to the Chief and we understand this work is well underway, if not completed.

material that finds its way to someone else's desk or material that a lieutenant (or the Chief) sends directly to someone in the organization.

Improvements

Literally every organization must deal with myriad administrative projects and it needs to have a system for keeping track of that work. Simply sending things out to people and dealing with it when (and if) they return it is no way to run an efficient organization. In this day and age that tracking system simply must take advantage of the ease with which a computerized system can track projects.

Recommendations:

- ❖ **All substantive administrative projects need to be routed through the Chief's Administrative Assistant. (Admin No. 7)**
- ❖ **The Administrative Assistant needs to:**
 - **Assign each administrative task a unique project number (usually the month followed by a sequential number);**
 - **Assign each task a due date (if the due date can't be met the person assigned needs to negotiate a new due date);**
 - **Log each project into an automated spread sheet (Veritas will provide an exemplar);**
 - **Assign the project to the appropriate lieutenant (the lieutenant assigns the work to his subordinates, not the Administrative Assistant); and,**
 - **Provide any direction the person assigned may need to complete the project. (Admin No. 8)**
- ❖ **The Department's Police Manual needs to be revised to require a project tracking system. (Admin No. 9)**

We also noted that the Department does not require its field supervisors to complete a daily log. In no way are we suggesting that a supervisor should be required to account for daily activities; but, a field supervisor should document their daily supervisory activities and communicate any observations or concerns to Department managers. Personnel issues, community concerns, operational efficient, policy or procedural improvements, and the exercise of supervisory discretion are all viable subjects for a supervisor's log. Without that communications vehicle there really is no way for field supervisors in a "24/7" environment to document important events and communicate with Department managers.

Recommendation:

- ❖ **Require field sergeants to complete a daily log to record their important supervisory activities. (Admin No. 10)**

IV. PATROL STAFFING & OPERATIONS

Policy

The Department's staffing levels for patrol are found in Section 216 of the Department Policy Manual. Essentially, the Manual requires a "fixed staffing level" of one sergeant and four patrol units at all times, 24-hours a day, seven-days a week. It allows an officer to be assigned as an acting supervisor only for a "limited period of time" and then only "with prior authorization from the Operations Division Commander."

Specifically, Manual Section 216 contains the following provisions regarding staffing levels:

216.1 PURPOSE AND SCOPE.

The purpose of this policy is to ensure that proper supervision is available for all shifts. The Department intends to balance the employee's needs against the need to have flexibility and discretion in using personnel to meet operational needs. While balance is desirable, the paramount concern is the need to meet operational requirements of the Department.

216.2 MINIMUM STAFFING LEVELS

Minimum staffing levels should result in the scheduling of at least one regular supervisor on duty whenever possible. The Division Commander will ensure that at least one field supervisor is deployed during each watch. In addition to the field supervisor, at least four officers must be on duty and available to respond to service calls.

216.2.1 SUPERVISION DEPLOYMENTS

In order to accommodate approved time off, training and other unforeseen circumstances, an officer may be used as a field supervisor in place of a field sergeant. With prior authorization from the Operations Division Commander, an officer may act as the Shift Sergeant for a limited period of time.

Practice

Work Shifts

The Calexico Police Department' deploys its patrol force using the 3/12 model. Patrol officers and their supervisors are divided into four teams with two of the teams assigned to Day Shift and two assigned to the Night Shift. One Day and one Night team works every Sunday, Monday and Tuesday and the other Day and Night shift teams work every Wednesday, Thursday and Friday. The teams alternate working every other Saturday. Graphically, the deployment plan looks as follows:

Wed	Thur	Fri	Sat	Sun	Mon	Tue
(1) Day & (1) Night Team			Teams Alternate Weeks	(1) Day & (1) Night Team		

The Department has been complying with the minimum staffing level of four-response units for many years. That practice was changed in late 2014 to require only three response units on the late night shift while generally maintaining the four unit minimum on the day shift. As we will see in the Calls-

for-Service Chapter of this report, the reduction in late-night staffing is entirely consistent with patrol's very low workload on the night shift.

Police Beats

The City of Calexico is divided into four police beats. (A map is provided in **Appendix A.**) The Commission on Peace Officer Standards and Training (POST) has long been an advocate of stability in police beats and has provided a compelling argument in support of police beats:

*"Most experienced police administrators agree that beat boundaries established as the result of a survey should remain static as long as circumstances permit. The traditional reasons for maintaining beat stability are: (1) to foster area responsibility at both the operating and management levels, (2) to provide a statistical baseline through which officers can be held accountable for the discharge of their responsibilities, and (3) to encourage the growth of rapport between officers and neighborhood residents."*³

Three of Calexico's four beats (Beat 1, 2 and 4) are community focused and appear to reflect neighborhood boundaries. But the fourth beat (Beat 3) is focused exclusively on the border crossing area. A review of the calls-for-service in Beat 3 reflects the type of calls one would expect to find at a border crossing. For example, Beat 3 has a very high incidence of recovered vehicle and "holding a wanted person" calls. So the usual rationale for establishing beats, e.g., the development of police-community partnerships, simply does not apply in Beat 3. Given the overall low incidence of calls-for-service it would appear the Department could safely establish a minimum staffing level of three response units, deploy those response units in the community-based beats (1, 2 and 4) and alternate calls in Beat 3 among the available units. In the alternative, the Department could reduce its four beats to three, but that would require major revision to the Computer Aided Dispatch (CAD) system.

Recommendation:

- ❖ **Establish a minimum staffing of three patrol units; assign them to Beats 1, 2 and 4; and, alternate calls in Beat 3 among the available units. (Patrol No. 1)**

Unit Designations

Most law enforcement agencies use a number-letter-number configuration to identify their units in the field. For example:

- The first number designates the agency to which the unit belongs. This allows agencies to share radio frequencies as well as identify their units during a multi-agency incident.
- Next is a letter designation identifying the type of unit and/or shift. For example, A or X would designate a radio car while W would identify a detective or M would identify a motor unit.
- Last is a number which identifies the beat to which the patrol unit is assigned. If multiple cars were assigned to the same beat, the second number would be used to distinguish them.

A unit designation system like that helps everyone, dispatchers and other units alike, to readily identify a unit's general assignment and shift.

Calexico's unit designations start with the number 5 and that is followed by the officer's serial/badge number. That unit designation is used regardless of assignment. So an officer's designation, e.g., 5-

³ *Patrol Workload Measurement Manual*, 1980, California Commission on POST, p 9.

41, would be the same throughout his (or her) career. We recognize this is a long-standing practice within the Department and that Department staff are well aware of each other's unit designations and assignment. But we believe some consideration should be given to adopting the more universal method of designating units particularly as it applies to developing rapport between field units and their assigned beat.

Recommendation:

- ❖ **Consider assigning patrol units a unit designation that more closely identifies their mission and assigned beat. (Patrol No. 2)**

Field Sergeants

The other structural flaw readily apparent in patrol's staffing is the shortage of field supervisors. Sergeants, like any other officer or employee, take vacation, are assigned training and generate other absences such as sick days or bereavement leave. Assigning four sergeants to staff four fixed-post positions does not take those (and other) absences into account and invariable results in at least one officer being assigned as an acting supervisor just about every day. While an acting supervisor may well impart some wisdom, maturity and tactical acumen, they have not been trained nor are they being paid to review and correct any shortcomings in their peers' job performance. Patrol needs to be assigned at least five supervisors in order to fill four field supervisor positions most of the time. Assigning six will ensure those four positions are filled regularly and allow sergeants time to address their collateral duties such as completing personnel evaluations and providing their subordinates with meaningful training.

Recommendations:

- ❖ **There should be at least five and preferable six sergeants assigned to patrol. Four of the sergeants should be assigned to the four teams and the 5th and 6th should be scheduled to provide them with relief. (Patrol No. 3)**
- ❖ **Assigning officers as acting supervisors should be kept to an absolute minimum, no more than two or three times per year, and officers so assigned should be trained for that assignment. (Patrol No. 4)**

V. DISPATCH & COMMUNICATIONS

Policy

Department Manual Section 802 is dedicated to Communication Operations. However, it is so generic that it literally provides no guidance to anyone—dispatcher or patrol officers—on the way in which communications is to be conducted in the Calexico Police Department. There is no mention of Dispatch Center staffing, prioritization of calls or dispatching calls to units by beats.

Practice

The Department operates a rather sophisticated "24/7" Dispatch Center. It receives and dispatches a variety of calls not only for the Police Department, but for the Fire Department as well as medical and other emergencies. Dispatchers are responsible for answering regular incoming call lines as well as the 911 emergency lines. The Calexico Dispatch Center's communications ability is tied into the other law enforcement agencies operating in the area, most notable the Communications Center for

the Border Patrol. Emergency communications for either agency is simulcast so that all field units are aware of high-risk events. Consequently, Border Patrol units frequently respond to and are first at scene of a Calexico PD unit's request for back-up or other emergencies in the City.

The Dispatch Center is staffed with eight Dispatchers and a Dispatch Supervisor. They are deployed on 12-hour shifts and use the same shift configuration as patrol. So, two dispatchers are assigned to each of the two Day Shifts and two are assigned to each of the two Night Shifts. One Day and one Night team work Wednesday, Thursday, Friday and every other Saturday and the other two teams work Sunday, Monday, Tuesday and every other Saturday. When a Dispatcher is unable to work another Dispatcher can be hired on overtime, but if one isn't available the one Dispatcher can work the Center alone. Given the Dispatcher's responsibility to answer phones as well as dispatch police, fire and medical personnel, running the Dispatch Center with only one Dispatcher is less than ideal though occasionally necessary

Most new Dispatchers have no previous dispatch experience when they are hired. New Dispatchers are assigned to a Training Dispatcher for six to twelve months before they can work alone in the Dispatch Center. Two veteran Dispatchers have been trained to teach new Dispatchers the job.

Ideally, the Dispatch Supervisor is removed from the shift rotation allowing her to concentrate on broader Dispatch Center issues such as:

*"...organizing and directing operations and activities related to the ...dispatch of police, fire and medical services; coordinating dispatch activities and personnel to assure timely services and meet local police, fire and medical needs; train and evaluate the performance of assigned personnel."*⁴

That includes ensuring an adequate level of supplies necessary to operate the Dispatch Center as well as ensuring that equipment is maintained and planning for its eventual replacement.

Due to personnel absences, the Dispatch Supervisor frequently fills in as the second Dispatcher on a watch. Filling in for vacation alone and without even considering the myriad other events that result in personnel absences, the Dispatch Center is short one Dispatcher nearly eight months a year. So for several years the Dispatch Supervisor has spent about 80% of her time filling in for absent personnel and only about 20% of her time supervising the Dispatch Center.

Improvements

We reviewed some of the written policies and procedures governing the Dispatch Center and many of them are in need of review and updating. The equipment appeared adequate, but several repair requests have been pending for some time. No one can remember the last time a training exercise was held to simulate a natural disaster or power outage.

The Dispatch Center is a critical component of the Department's service delivery system and it truly needs a full time supervisor and advocate. In order to accomplish that, the Department needs to hire another Dispatcher. Once that person is trained and able to work alone, one of the Dispatchers should be assigned to fill-in for absences.

⁴ Position Description for the Public Safety Dispatch Supervisor established in 2008

Recommendations:

- ❖ Hire an additional (ninth) Dispatcher in order to provide adequate staffing for the Dispatch Center. (Disp No. 1)
- ❖ Remove the Dispatch Supervisor from shift assignments as soon as possible so she can resume her supervisory duties. (Disp No. 2)
- ❖ Review all Dispatch Center policies and procedures to ensure they provide Dispatchers with adequate guidance and standardization. (Disp No 3)

VI. CALLS FOR SERVICE

Policy

As mentioned in the preceding chapters, the Department Manual is completely silent on the subject of calls-for-service, even though handling calls is one of a law enforcement agency's most fundamental and highly visible functions in the community.

Practice

In order to provide effective law enforcement in today's complex urban environments, a police department cannot deploy its patrol units strictly on the basis of calls for service. An effective patrol force needs to achieve a balance between calls, proactive policing, and other demands such as training and report writing. Most experts agree that each of these three responsibilities should consume about one-third of a patrol unit's time. One of the earlier proponents of that "one-third" deployment goal was O. W. Wilson, who wrote:

"Previous experience has shown that about one-third of an officer's time on shift should be allocated to protect against the tendency for (calls) to occur in groups rather than to be spaced equitably throughout the tour of duty. An additional one-third of an officer's time should be available for repressive patrol activity, and the remaining one-third should be available to handle calls-for-services."⁵

Another factor that needs to be considered in patrol deployment is the safety of the community and the officers themselves. Looking strictly at statistics, one could conclude that a community's call load in the early morning hours may only require one or two patrol units to handle the infrequent calls for service. However, one or two units can become involved in arrests, leaving no one to patrol the community or back up another unit should they encounter a dangerous situation.

That said, however, the focus of this management study is to analyze the way in which the Department prioritizes and responds to its calls-for-service. Identifying the amount of time patrol units have available for proactive policing and the way in which that available time is used should be the subject of a follow-up study which integrates that with the Department's efforts at developing its Community Policing efforts. For right now, we will focus on calls-for-service.

Calexico is fortunate to have the Spillman system which integrates its Computer Aided Dispatch (CAD) system with its Records Management System (RMS). In most departments the dispatching and records systems are separated so there is no integration of calls-for-service and the reports they

⁵*Allocation & Distribution of Police Patrol Manpower*, Police Administration, [1972], O.W. Wilson, pp 696-697.

generate. The fully integrated Spillman system is a huge advantage and the fact that all agencies in the Imperial Valley use it provides a solid platform for service-delivery enhancements such as crime analysis.

Most calls are voice dispatched, then sent to the patrol unit via their Mobile Digital Computer (MDC). The officer responds to the scene and handles the call. If the officer decides to take a crime report, he indicates that on the call disposition. Then the CAD system automatically notifies the RMS system and RMS is queued to anticipate the submission of the report.⁶ The officer is not required to complete the report at that time, and past practice has been to require the completion of reports by the end of the officer's work week.⁷

The Spillman system does not use tables per se to categorize calls. Rather calls are assigned a priority based on the words the Dispatcher enters into the "call type." Each call is then assigned a priority from one to nine with one being the highest priority and nine being the lowest priority. While there are nine priority codes available, most of Calexico's police calls use priority one through four. Priorities five through nine are used for other matters such as calls related to animals, parking and traffic control. For the purposes of this study, we did our best to use statistics related to police calls-for-service.

Every CAD system (and the people who interpret CAD data) has a slightly unique way of measuring the components of a call from the time it is received until it is completed. The Spillman system uses the following definitions for the various components of each call:

- Pre-dispatch: From the time CAD accepts a call for dispatch until it is assigned to a unit
- Travel: From the first unit showing enroute until the first unit shows on scene
- Response: From the time CAD accepts a call until first unit is on scene
- Service: From first unit on scene until the call is cleared
- Total: From the time Cad accepts a call until call cleared

The Spillman system computes the median time for these events which is the preferred unit of measurement for this type of data.

Radio Call Workload

Complete data on calls-for-service data for 2013 is displayed in **Appendix B**. That includes response time and service time for all calls by priority for each quarter of 2013. That data was used to extract the information in the following chart:

⁶ The Incident number and report number are the same.

⁷ This is discussed extensively in the Records Chapter.

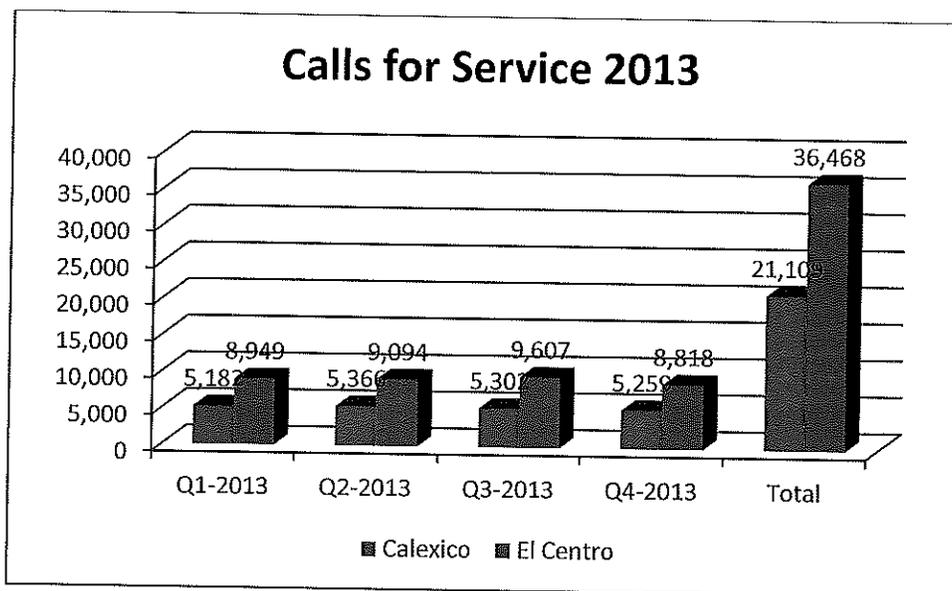
Calls-for-Service Workload 2013

Quarter 1-2013	Quarter 2-2013
58 calls per day average 29 calls per shift average 7 calls per car per shift average 11.5 min average service time per call or 1.5 hours per unit per shift on CFS	60 calls per day average 30 calls per shift average 7 calls per car per shift average 9.2 min average service time per call or 1.1 hours per unit per shift on CFS
Quarter 3-2013	Quarter 4-2013
59 calls per day average 30 calls per shift average 7 calls per car per shift average 9.5 min average service time per call or 1.1 hours per unit per shift on CFS	58 calls per day average 29 calls per shift average 7 calls per car per shift average 9.9 min average service time per call or 1.2 hours per unit per shift on CFS

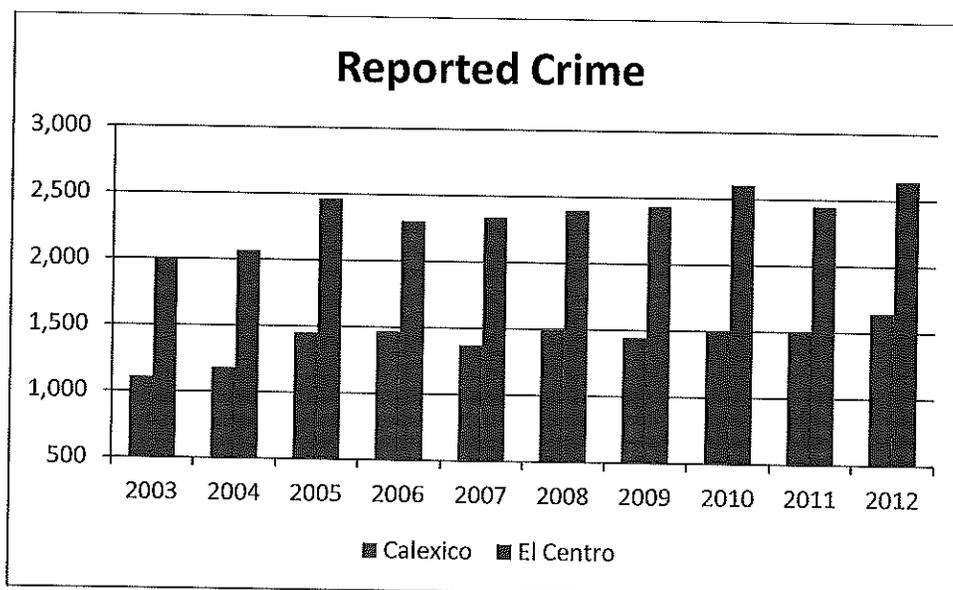
The Department averages about 60 calls a day or 30 calls per 12-hour shift. With a minimum deployment of four response units, that equates to about 7 calls per car per shift with units spending about 10 minutes on each call. So calls for service consume about 1½ hour of each unit's 12-hour shift.

We urge caution in using these figures to make long-term staffing or deployment decisions. While the Department's call load was very low in 2013 (and that trend continued in 2014), we suspect the Department's call load will increase (perhaps substantially) as the Department becomes more engaged with the community. (The next Chapter of this report focuses on resurrecting the Department's Community Policing efforts.) Community engagement should generate trust and with that we would expect to see an increased willingness to call the police when a crime occurs or when a disturbance or dispute may benefit from police involvement.

In an effort to help identify that potential increase we compared Calexico's calls-for-service with its neighbor El Centro. Both cities have about the same population and demographics, but El Centro had nearly 58% more calls for service in 2013. The following chart depicts the call differences by quarter:



In addition to calls for service, neighboring El Centro also has substantially more reported crime than Calexico. The following chart depicts the data both agencies reported to the FBI's Uniformed Crime Reporting (UCR) system for the most recent ten years available through UCR:



Recommendation:

- ❖ Use caution in making long-term staffing decisions as Calexico's calls for service should increase as the community develops trust in its Police Department. (CFS No. 1)
- ❖ Expect and prepare to address an increase in reported crime. (CFS No. 2)

Response Time

The following chart depicts the Department's median response time to Priority 1 through 4 calls in 2013.

Response Time 2013				
Priority	Qtr 1-2013	Qtr 2-2013	Qtr 3-2013	Qtr 4-2013
P 1	7.1	8.0	8.1	7.3
P 2	10.6	11.5	10.6	11.2
P 3	14.2	10.5	15.5	14.2
P 4	12.3	9.5	9.5	10.1

The response times to Priority 3 and 4 calls are very good, but the response to emergency (P1) and urgent (P2) calls are slower than most agencies. Generally, departments strive for a 6 or 7 minute response to emergency calls and 8 or 9 minute response to urgent calls.⁸ Calexico's response is longer than those goals. Additionally, there is a strong indication that at least some of the calls classified as emergencies (P1) may be inflated. That evidence is found in the median service (on-scene) time for Priority 1 through 4 calls:

Service Time 2013				
	Qtr 1-2013	Qtr 2-2013	Qtr 3-2013	Qtr4-2013
P 1	5.8	6.6	6.8	6.3
P 2	10.3	11.1	10.1	10.9
P 3	12.9	9.6	14.3	13.3
P 4	12.1	9.5	9.6	9.8

This shows that the median service time for emergency calls (P1) was just over 6 minutes which is unusual for a true emergency, e.g., shooting, assault, traffic collision with injuries, etc. This brief median service time strongly indicates in most cases the assigned unit(s) quickly determined that no emergency existed and cleared the scene without taking any additional police action. (Additional action would have prolonged the service time.) So it would be prudent to conduct a complete examination of the calls being placed in these priorities to ensure that call prioritization is consistent with Department and community expectations.

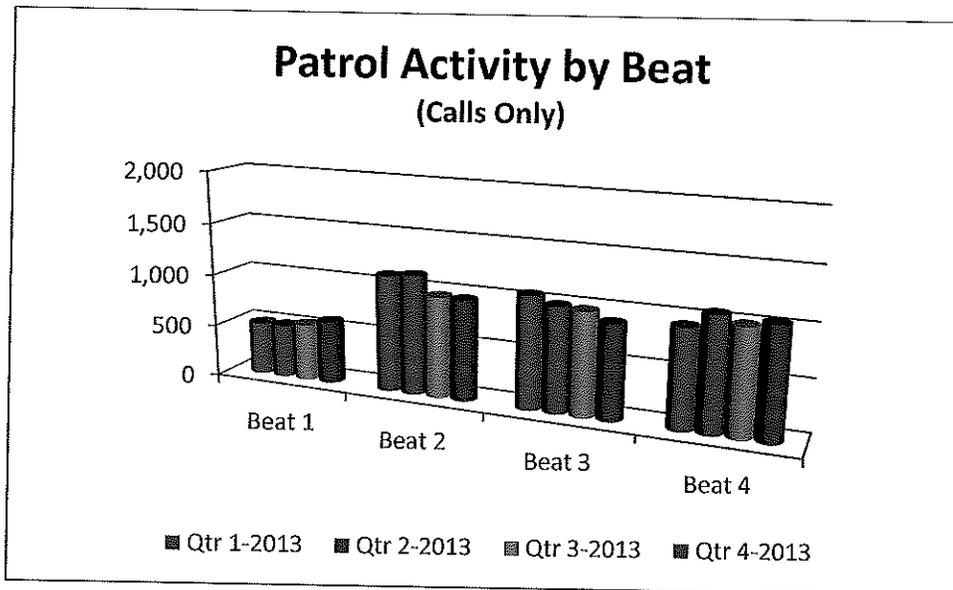
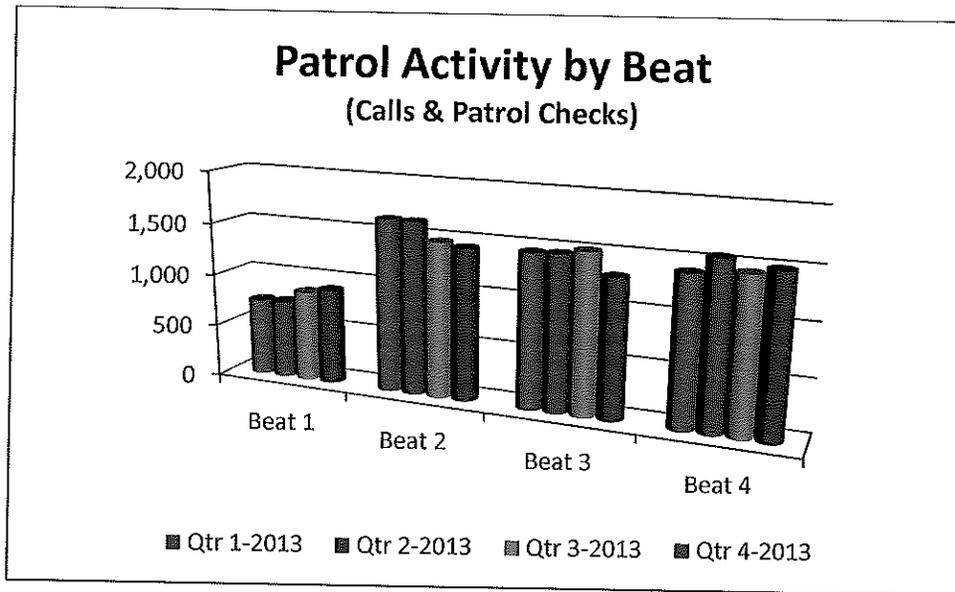
Recommendation:

- ❖ **Conduct a further review of call priorities to ensure it is consistent with Department and community expectations. (CFS No. 3)**

Calls by Beat

As mentioned, there are four beats, three of which are community based and one is for the border crossing (Beat #3). The following charts show workload by quarter for calls-for-service and patrol checks that occurred in each quarter of 2013. (Complete data is provided in **Appendix C.**)

⁸ Keep in mind Spillman measures response time from call creation to the first unit at scene.



Beat 1 (less densely populated western portion of the city) has a substantially lower workload than the other residential Beat 2 (eastern portion of the city) and Beat 4 (northern half of the city).

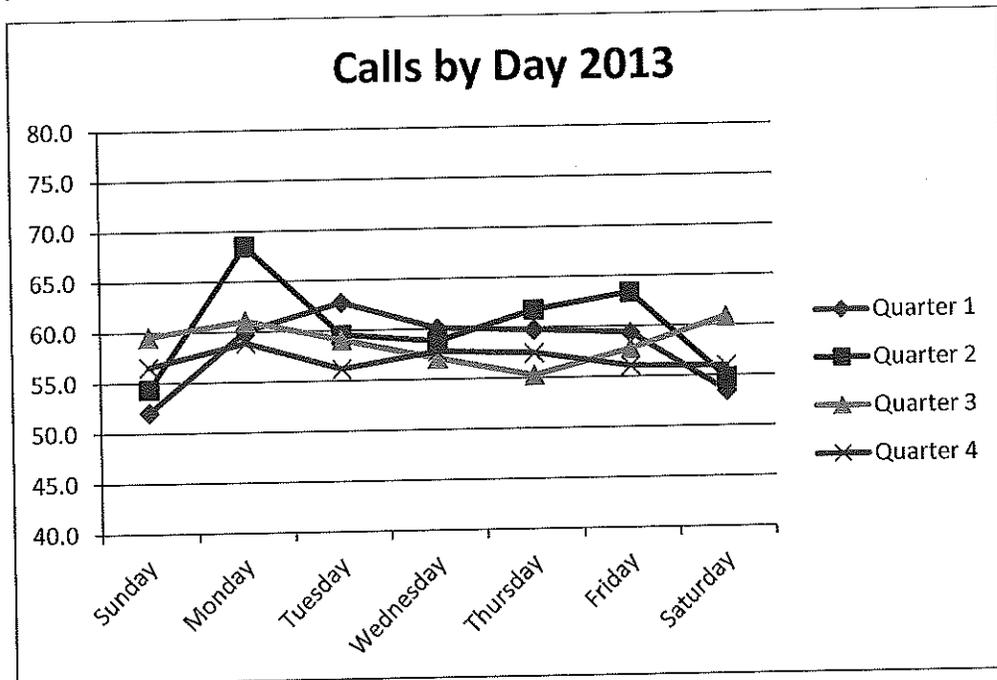
The principle behind beat designations is to have the officers handle calls within their assigned beat in order to make them familiar with the community and its nuances and allow the community to become familiar with them. So, it was quite surprising to find that some supervisors had instructed Dispatchers to ignore beat assignments and simply rotate calls among the available radio cars. We were never able to identify the rationale for that decision, but it was stopped as soon as it was brought to the Operation Lieutenant's attention. This is precisely why at least the fundamental principles of call receipt and dispatching needs to be codified in the Department Manual.

Recommendation:

- ❖ **Codify the Department's expectations of call receipt and dispatching in the Department Manual including the principle that calls should be assigned by beats whenever possible. (CFS No. 4)**

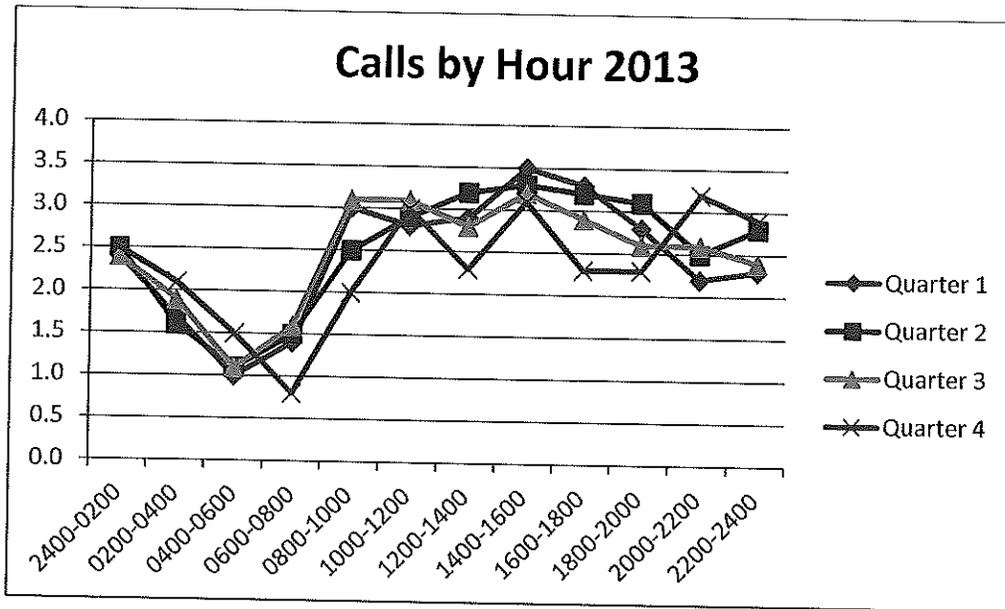
Calls by Day & Time

We also analyzed calls by day of week and time of day. **Appendix D** provides complete data for each quarter in 2013. The following chart provides a graphic illustration of calls by day.

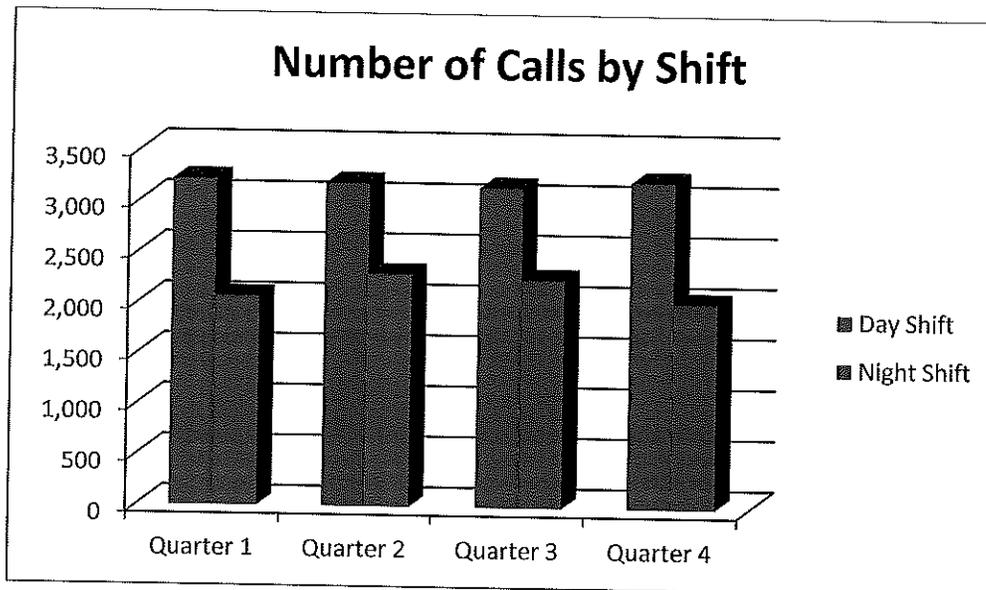


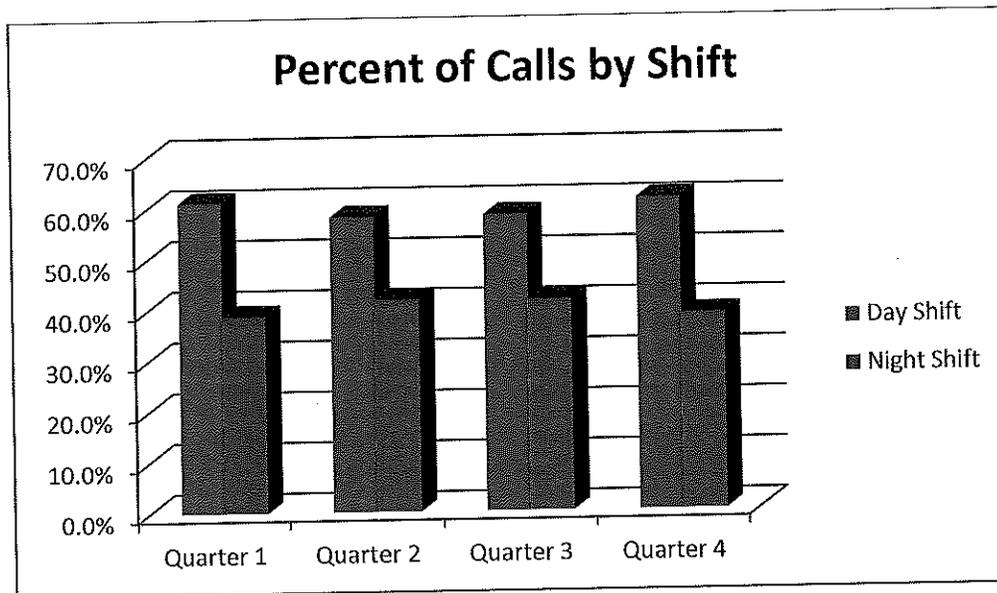
There is little fluctuation for calls by day-of-week except for Monday in Quarter 2. There is usually a slight dip in calls on weekends (Saturday and Sunday), but that dip of 5 to 10 less calls is relatively insignificant.

Calls by time of day, on the other hand, showed a significant difference between the day and evening as compared to the early morning hours.



We also looked at the call differential by shift which is depicted in the following charts:





The data clearly supports the Department's decision to reduce its minimum staffing on the Night Shift from four response units to three.

VII. COMMUNITY POLICING

Policy

The Department's Policy Manual contains no reference whatsoever to community policing, community engagement, police/community partnerships or any other form of community engagement. The only reference that could even remotely come under the heading of community engagement is found in Section 376 which outlines the Department's Chaplin Program. However, the Department does not even have a Chaplin program.

Practice

Succinctly put, we found absolutely no evidence of any community engagement whatsoever beyond the interaction that occurs between officers and the community at the scene of a radio call or other police activity. Recognizing that calls have a median service time of 10 minutes, even those contacts appear to be kept at an absolute minimum. There are no Neighborhood Watch Groups, there are no community groups providing the Chief and his executive staff with insights into community concerns and there is no system to work with the community in identifying and resolving patterns of crime and disorder.

Improvements

Working with communities to make them safer is often referred to as Community Oriented Policing or Community/Police Problem Solving (COPPS). While most of these strategies contain the same basic components, there is no standardized form of COPPS. Rather, it is an individualized, long-term process that goes beyond such simple tactics as foot and bicycle patrols or neighborhood police stations. It redefines the role of the officer on the street, from crime fighter to problem solver and

neighborhood intermediary. It forces a cultural transformation of the entire police agency, involving changes in recruiting, training, awards systems, evaluations and promotions.

In their book on Community Policing and Problem Solving Strategies, Kenneth Peak and Ronald Glensor defined it this way:

"It has been said that problem solving is not new in policing, that police officers have always tried to solve problems in their daily work. However, problem solving is not the same as solving problems. Problem solving in the context of COPPS is very different and considerably more complex. It requires that officers identify and examine the underlying causes of recurring incidents of crime and disorder. Such policing also seeks to make thinking "street criminologists" of our police officers, empowering them to focus on the settings for crimes, rather than on the persons committing them. Such an approach presents great challenges for those patrol officers who are engaged in analytical, creative work."⁹

More recently several cities have experienced civil unrest stemming, at least in some part, from communities feeling alienated from the police officers who serve them. Following the unrest in Ferguson Missouri, President Barack Obama signed an Executive Order establishing a Task Force on 21st Century Policing. That Task Force was introduced with the following insight into the state of policing in the United States:

"Recent events in Ferguson, Staten Island, Cleveland and around the country have highlighted the importance of strong, collaborative relationships between local police and the communities they protect. As the nation has observed, trust between law enforcement agencies and the people they protect and serve is essential to the stability of our communities, the integrity of our criminal justice system and the safe and effective delivery of policing services."

The Task Force seeks to identify best practices and make recommendations to the President on how policing practices can promote effective crime reduction while building public trust and examine, among other issues, how to foster strong, collaborative relationships between local law enforcement and the communities they protect. The Task Force presented their initial findings to the President in March 2015 and that report has been of great interest to the law enforcement community.¹⁰

So given the intense scrutiny of police/community relations that has occurred these past few months and years, it was with much more than idle curiosity that we sought to identify the ways in which Calexico's police officers interacted with their communities. Frankly, the absence of **any** police-community partnerships **in this day and age** is simply astounding. That dearth of community engagement is exacerbated by the fact that a large portion of the Calexico population is non-English speaking.¹¹ Time and again communities have found that their non-English speaking communities are reluctant to interact with police officers in the first place and without developing relationships with them they simply do not report crime or call the police when they should. As one life-long resident told us, "Here in Calexico we do a lot of **self-policing**" (emphasis added).

⁹ Community Policing and Problem Solving: Strategies and Practices, 6th edition., Kenneth Peak and Ronald Glensor

¹⁰ Interim Report on the President's Task Force on 21st Century Policing, Washington, DC, Office of Community Oriented Policing Services

¹¹ We received some estimates of 50% Spanish speaking only, but 90% of the calls received in the Police Dispatch Center are in Spanish.

Recommendations:

- ❖ Patrol officers need to be assigned to beats and remain in their assigned beat as much as possible. (CP No. 1)
- ❖ Patrol officers need to be encouraged to identify crime and disorder problems within their beat and be held accountable for resolving them. (CP No. 2)
- ❖ The Department should develop a form to capture quality of life issues and community complaints that do not amount to a crime but affect community safety (real or perceived) or community disorder, e.g., men drinking and loitering in front of a liquor store or loud car repair on a public street. (CP No. 3)
- ❖ Community complaints should be assigned to the officers working that beat and they and their sergeants should be held accountable for resolving the problem. (CP No. 4)
- ❖ Patrol officers need to be held accountable for developing Neighborhood Watch groups within their beat. (CP No. 5)
- ❖ The Department should hire two civilians to develop their community engagement programs. One should be assigned to work with residents in the ten public housing communities and one should work on the community at large. (HUD should be approached to pay for most if not all of the public housing coordinator.) (CP No. 6)
- ❖ The Chief of Police should establish several Forums to meet with him and his executive staff at least quarterly. Those Forums should include:
 - Business owners.
 - Leaders of Neighborhood Watch Groups.
 - Religious leaders.
 - Social service providers (frequently churches and social service agencies are well aware of the challenges facing their clients.)
 - School administrators.
 - Student leaders from local middle and high schools.
 - Representatives from programs that provide after-school alternatives for young people. (CP No. 7)

VIII. DETECTIVES

Policy

Volume 6 of the Department's Policy Manual is dedicated to Investigative Operations and some sections in Volume 3 also impact detective operations. However all of the Manual sections are extremely generic with only superficial customization, e.g. the name of the Department. Specifically, Volume 3 establishes some follow-up responsibilities for crimes such as domestic violence, child

abuse and missing persons while Volume 6 attempts to establish investigative policies and procedures. None of the Manual sections provide any detailed guidance on conducting follow-up investigations and the Department has never had a Detective Operations Manual.

Practice

In the years preceding the events leading to this Management Study one sergeant and two officers were assigned to the Investigations Unit.¹² (There have been as many as four officers and a secretary assigned to the unit.) In addition to conducting follow-up investigations, the Investigative Unit was also responsible for conducting narcotics investigations and the investigative supervisor was responsible for investigating personnel complaints for the entire Department.

As with many smaller police agencies, and apparently with all of the agencies in Imperial County, Calexico PD relies on patrol officers to handle most criminal investigations in their entirety. That includes interviews; interrogations; collection and preservation of evidence; arrests; completion of reports; and, submitting cases directly to the prosecutor.

When an officer responds to a crime scene and takes a suspect into custody, the officer books the suspect and completes the reports. The reports are forwarded to a supervisor, then to the Records Unit. The Records Clerk prepares the case for filing and the Property Officer or a Records Clerk delivers the reports to the District Attorney's Office for filing consideration.¹³

If the officer does not take a suspect into custody, he prepares a report and is supposed to submit it before the end of his "work week."¹⁴ Officers are allowed to continue their investigation into non-custody cases on their own. There is no criteria governing which cases patrol officers may continue to investigate nor is there any policy on supervisory notification or oversight. Detectives are seldom made aware of the cases being investigated by patrol.

Other than homicides and officer-involved shootings, there is no policy governing the type of cases that should be forwarded to detectives for follow-up investigation. Each supervisor uses his or her own judgement on which cases should be sent to detectives. If a supervisor (or Records Clerk) feels a case would benefit from follow-up investigation, they forward the report to the Investigations Unit electronically. The Detective Supervisor opens the file, reviews the report and assigns it to one of the detectives for follow-up investigation. However, in the year preceding the events leading to this Management Study, 68 case files were sent to the Investigative Unit for follow-up investigation. After the Investigative Unit was relieved of duty **it was discovered that none of those 68 case files were even opened, let alone assigned to an investigator for follow-up.**

Two additional steps were taken in order to obtain a fuller view of Calexico's detective operations:

- **Comparison with the El Centro Police Department**

Staff interviewed Commander Robert Sawyer and Detective Sergeant Aaron Messick of the El Centro PD. Although El Centro PD is quite a bit larger than Calexico (El Centro has 52 sworn officers, 8 sergeants and 3 commanders) the cities are nearly adjacent and approximately the same size. The interview was conducted to ascertain how the El Centro Detective Unit is structured and what oversight is exercised over both detective and patrol investigations. The El

¹² This does not include officers assigned to task forces.

¹³ The Imperial County District Attorney prosecutes both felony and misdemeanor crimes.

¹⁴ Submitting reports is discussed extensively in the Records Unit chapter of this report.

Centro Detective Unit is comprised of four general Detectives, one Juvenile Detective, one Sergeant and an Administrative Assistant. The four general detectives are assigned to beats or quadrants and handle felony or serious misdemeanors within those boundaries. The sergeant has the flexibility to assign cases outside the boundaries depending on individual workload. The detectives rotate being on-call after hours a week at a time. The average detective caseload is approximately 15 cases per month. The Detective rank is not a civil service position and officers are limited to a 5-year tour, with one year in patrol before being eligible to return to detectives. Each prospective detective is required to have three years of patrol experience and pass an oral interview prior to being accepted into the unit. Once assigned, they are expected to complete the ICI Core Course during their first year of assignment.

El Centro also uses the Spillman case tracking system. Cases pursued by patrol are not assigned a case categorization and patrol supervisors are responsible for tracking cases handled by their officers. If a patrol case requires some type of follow-up investigation, the Detective Sergeant can review it and determine that patrol personnel are qualified to handle it. Detectives are expected to attend patrol roll call at least once a week in order to maintain good lines of communication. Like the Calexico Police Department, El Centro does not have a dedicated Technician to process crime scenes. During business hours, they can utilize their Community Service Officer who is assigned to their Property Unit and has some forensic training. Otherwise, each detective carries a crime scene kit, patrol officers carry fingerprint kits, and the Imperial County Sheriff's Office can be requested.

- **District Attorney Insights**

In order to obtain insight from the prosecutor's perspective, staff interviewed Imperial County Deputy District Attorneys Heather Trapnell and Susana Salgado. The Imperial County District Attorney's Office does not have designated filing deputies so all agencies in the County simply deliver their reports to the District Attorney's Office for filing consideration. Unless a case is exceptionally complicated, the Calexico detectives do not present a case in person. The DDAs identified the following issues as regular shortcomings with Calexico cases:

- Most reports are not well done, reflecting the bare minimum with little or no follow-up investigation.
- Although reports have a supervisor's approval, there was no evidence that a supervisor actually read the reports. (Reports frequently contain obvious grammatical and typographical errors.)¹⁵
- When witnesses are listed, there is often no contact information included.
- Some witnesses are listed, but no interview summary is provided in the report.
- Older children are seldom interviewed on domestic violence cases.
- Very few interviews are recorded.
- It has been extremely difficult for the DDAs to contact the officers who conducted the investigations, especially patrol officers.

¹⁵ Supervisory report review is addressed in the Records Unit chapter of this report.

- The DDAs have had difficulty getting anyone to conduct a follow-up investigation when it was needed.

Improvements

Before suggesting improvements, it is important to recognize how detectives should fit into an organization's overall delivery of police service. In a broad sense, detectives should fulfill two critical functions within a law enforcement agency and by extension within the Criminal Justice System:

1. **Develop Good Cases.** The reality of police work is that most criminal cases are "solved" by the patrol officers who respond to the scene and arrest the suspect(s). When patrol officers do that well and write good reports, the detective has little to do except submit the reports to a prosecutor. But when there is a piece missing or the reports are not clear, it is the detective's job to identify those issues and locate the missing information or clarify the facts. For example, locating a key witness can bolster any case; a medical report has far more evidentiary value than someone's statement; photographs of injuries are critical when a case goes to trial long after the injuries have healed; and, a suspect's alibi needs to be investigated. These are just some of the "missing pieces" that turn a good arrest into a good case.
2. **Pursue Investigative Leads.** When the suspect is not in custody, the detective needs to follow any viable lead to identify the suspect(s) and take them into custody. This requires, among other things, a working knowledge of forensic evidence, good interview/interrogation techniques and expertise in the myriad computer systems available in a modern law enforcement agency.

Unfortunately this is not how detectives have been utilized by the Calexico Police Department, at least not for many years. In fact, that entire function has been reduced from a unit that investigated crimes to a unit that exclusively conducted narcotics investigations. Instead of the organizational check-and-balance detectives were supposed to provide, they literally became organizationally irrelevant.

Under Chief Bostic's leadership the mission of the Investigations Unit is being refocused on providing quality and timely criminal investigations and working closely with the District Attorney's Office to investigate crimes and prosecute criminal offenders. The Investigations Unit will also provide crime analysis and other information to assist patrol in reducing crime, solving problems and increasing their effectiveness.

The following suggestions for improvement are made to further the Department's effort to rejuvenate the detective function:

- **Detective Staffing and Training.** Two officers are assigned to detectives and, due to a shortage of supervisors, there is no sergeant currently assigned. So the detectives necessarily report directly to their lieutenant. One of the two detectives has attended basic detective school and the other has not. A supervisor should (and will be) assigned to detectives as soon as possible and a third officer should be assigned in order to accommodate the training that will be required.

Personnel complaint investigations are currently being handled by an outside firm, but the Department expects to reassume that responsibility at some point after some new sergeants are hired. When it does reassume that responsibility it should not be assigned to the detective supervisor. There is a clear conflict of interest between the investigative supervisor's

responsibility to investigate crimes and his responsibility to investigate a complaint arising from the way in which those cases were investigated.

Recommendations:

- ❖ **All detective personnel, including supervisors, should complete POST Basic Detective Course within their first year of assignment and all additional POST certified investigative courses to ensure the Department has a cadre of detectives who are adequately trained to provide it with quality detective services. (Det No. 1)**
- ❖ **A sergeant should be assigned to detectives as soon as practical. (Det No. 2)**
- ❖ **One additional officer should be assigned to detectives until the detectives have been able to attend the requisite investigative schools. (Det No. 3)**
- ❖ **Once our recommended changes to the duties and responsibilities of detectives have been implemented, Investigations Unit staffing will need to be reviewed in light of its new workload. (Det No. 4)**
- ❖ **Personnel complaints should be investigated by the Administrative Sergeant who reports to the Support Services Lieutenant. (Det No. 5)**
- **Detective Operations Manual.** As mentioned earlier, the Department does not have a Detective Operations Manual or any other written procedures governing the conduct of follow-up investigations. In most agencies, their written procedures include:
 - Detective case assignment, tracking and monitoring.
 - Case classification based the importance of the crime and/or its solvability factors.
 - Management and monitoring of backlogged cases.
 - Compliance with FBI Uniformed Guidelines for crime clearance.
 - Supervisory review of completed investigations.
 - Investigative case storage and retention.
 - Investigative time limits and procedure to obtain an extension.
 - Release of an arrestee without seeking prosecution ((849(b) (1) PC)).
 - Audits and biopsies of detective cases.
 - Outstanding arrest warrant due diligence procedures and documentation.
 - Supervisory and management review of search warrants.
 - The use of informants and other sources of information.
 - Storage of tape recordings and other digital media.

Recommendation:

- ❖ **Develop a Detective Operations Manual that provides adequate guidance and governance for detective operations. (Det No. 6)**
- **Patrol Pursuing Investigative Leads.** Under the Department's current practice, patrol officers are allowed to conduct a follow-up investigation on just about any crime they choose. Supervisory oversight of the officer's decision and the follow-up itself is completely dependent on the skill and interest of the individual patrol supervisor.

Recommendations:

- ❖ **Establish criteria for when an officer may pursue a follow-up investigation and when the follow-up should be assigned to detectives for follow-up. (Det No. 7)**
- ❖ **Ensure that a patrol supervisor and the detectives are made aware of a patrol officer's decision to conduct a follow-up investigation involving a felony crime. (Det No. 8)**
- ❖ **Whether a follow-up is being conducted by patrol or detectives, a written investigative follow-up report should be required within 30 days. (Det No. 9)**
- **Forwarding Reports to Detectives.** There is no written procedure identifying the type of reports that need to be forwarded to detectives for follow-up investigation. Our review of reports completed by patrol officers identified several felony crime reports (robberies) that were closed by the reporting officer even though the reports contained significant investigative leads such as a video recording of the incident. (It did not go without note that the decision to close the case was endorsed by the patrol supervisor approving the report.)

Recommendations:

- ❖ **Revise the Spillman system so a copy of all Part I crime reports is forwarded to the detective unit.¹⁶ (Det No. 10)**
- ❖ **Prohibit patrol personnel from closing any criminal investigation. Those decisions should fall under the purview of the detective unit and require supervisory approval. (Det No. 11)**
- ❖ **Establish a case tracking system to track and monitor cases being carried by patrol and detectives along with mandatory due dates for the submission of those cases. (Det No. 12)**
- **Suspect Identified on Report.** When patrol completes a report in which a suspect has been identified but is not in custody they indicate on the work flow page of the Spillman database that the case should be submitted to a Deputy District Attorney for issuance of an arrest warrant. These cases are submitted directly to the prosecutor and do not pass through detectives. However, Records processes warrant requests only after in-custody arrest have been processed and the Records Unit is so backlogged that warrant requests are often not processed for several

¹⁶ It is our understanding that Spillman is programmable and this change would require minimal effort. If that is not the case, then Records should forward the copy to detectives.

months.¹⁷ Even after the Records backlog is eliminated, the decision to pursue a felony warrant should be the responsibility of detectives, not patrol or Records.

Recommendation:

- ❖ **Send all felony crime reports with an identified suspect who is not in custody to detectives for follow-up investigation. (Det No. 13)**
- ❖ **Detectives should either locate and arrest an outstanding suspect(s) or be responsible for submitting a warrant package to the District Attorney's Office. (Det No. 14)**
- **Case Clearance.** Whether a case is handled by detectives or patrol, the clearance decision is made by Records Section. The Records Clerk reviews the case notes in the Spillman Case Management System and decides on the appropriate clearance classification. Determining the appropriate clearance classification for cases can be a very difficult decision. Even experienced detectives can and do disagree in some cases. Agencies are required to comply with FBI Uniformed Reporting Guidelines and can encounter serious ramifications if their clearances become suspect. Clearance decisions also need to take organizational impediments into consideration such as a case that is classified as "Cleared by Arrest" without knowing that a jail supervisor released the suspect due to an inadequate PCD or the DA declined to file the case.

Recommendation:

- ❖ **Case clearance decisions should be made by detectives and reviewed by the Detective Sergeant. (Det No. 15)**
- ❖ **Clearance decisions need to comply with the FBI's Uninformed Crime Clearance Guidelines. (Det No. 16)**
- **Search Warrants.** Although not delineated in the Policy Manual, the Department appears to have an adequate practice for obtaining search warrants. Officers and detectives are required to obtain supervisory approval for any search warrant affidavit. The affidavit must then be submitted for a Deputy District Attorney's review prior to submitting the affidavit and warrant to a magistrate. If the warrant is to be obtained during off hours, the on-call DA provides guidance and contacts the on-call judge. The next court day the acquiring officers/detectives go to the on-call judge's court clerk and obtain a warrant number. There is no process/procedure in place to verify if warrants are returned to the court within 10 days, as required by law, or if they are retained in the case package, as required.

Recommendation:

- ❖ **The Department's current practice for obtaining and retaining search warrants should be codified in the Policy Manual. (Det No. 17)**
- **Audits.** Our review indicated that the Department does not have a robust detective operations audit plan in place. According to the Department, there is an annual audit conducted of investigations and the results of the audit routinely have revealed many cases that have simply been dormant with no follow-up activities being conducted.

¹⁷ The backlog is addressed further in the Records Management Section of this report.

Recommendation:

- ❖ **Establish an annual inspections and audit plan for follow-up investigations that includes:**
 - **Arrest, booking and charge dispositions;**
 - **Investigative case completeness;**
 - **High risk (dope, money, guns, currency and valuables) evidence control;**
 - **Case categorization;**
 - **Case clearances;**
 - **Search warrants, affidavits and returns; and,**
 - **Informant control and use. (Det No. 18)**

IX. TASK FORCE OPERATIONS

Policy

The Department's Policy Manual contains no reference whatsoever to Interagency Task Force Operations nor does it provide any guidance for Interagency Task Force Memorandums of Understanding/Agreements (MOUs).

Practice

The Department participated in four interagency task forces during 2014.

1. ***Internet Crimes Against Children Task Force*** (San Diego Police Department)

The Department has a signed MOU with the San Diego Police Department dated June 16, 2014, addressing the *Internet Crimes Against Children Task Force*. The MOU does not include a termination date. The signature of the person approving the MOU for Calexico is illegible and there is no signature box. None of the Department's administrative staff were able to identify the signature. The Department does not have anyone currently assigned to this Task Force. The last person assigned was a sergeant who has been relieved of duty pending investigation.

2. ***Los Angeles Interagency Metropolitan Police Apprehension Crime Taskforce Joint Power Authority (LA-IMPACT)***

The Department has a signed Member Agreement with LA Impact dated March 13, 2014; however, a CPD officer has been assigned to LA Impact since August 2013. The Member Agreement is signed by the former Calexico City Manager, the Calexico City Attorney and the LA Impact General Counsel, but not the Chief of Police.¹⁸ The agreement does not have an expiration date and either party, LA Impact or Calexico PD, can terminate the agreement with 60 days advanced written notice. The Calexico officer assigned to LA Impact was contacted during this engagement and verified his assignment. Managers from the agencies involved in the LA Impact Task Force, including the Calexico PD, meet quarterly to discuss the Task Force.

¹⁸ While adequate for its purpose, any revision to the LA Impact MOU should be signed by the Chief of Police.

Additionally the CPD officer assigned to LA Impact maintains on-going telephonic and in-person communication with the Calexico PD Operations Lieutenant.

3. Imperial County Narcotics Taskforce- Imperial Valley Street Interdiction Team

The Department has a signed MOU with the Imperial County Narcotics Taskforce- Imperial Valley Street Interdiction Team dated June 11, 2014. The MOU was signed by the former Chief of Police and is valid through December 31, 2017. The MOU contains a provision that the Calexico Police Department will provide secretarial support to the task force, but that is not being done and no one is currently assigned to this taskforce.

4. Southwest Boarder (SWB) Enforcement Investigative Data Connectivity Team

The Department has a written agreement with Southwest Boarder (SWB) Enforcement Investigative Data Connectivity Team. The agreement was signed by the former Chief of Police on September 6, 2013, but the copy Calexico has is not signed by representatives from the other seven task force members. The MOU does not require any specific staffing and the agreement is valid until it is withdrawn or amended. According to the Department there is no one currently assigned to this task force.

Improvements

The Chief of Police should re-assess the Department's participation in all interagency task force operations.¹⁹ The interagency agreements for those operations in which the Chief elects to participate should be renewed with the Chief's signature on them. The lead agency for those operations in which the Chief does not elect to participate **and** which have active agreements should be notified of the Department's decision in writing.

The Department Manual should contain a provision governing interagency operations. Specifically, it should provide that such efforts shall not be undertaken without the express written approval of the Chief of Police and then only after an interagency agreement has been signed by all parties. It should also require that the investigative Lieutenant monitor these operations including regular contact with the officer assigned as well as the officer's supervisor or manager. The lieutenant's monitoring efforts must be documented.

Recommendations:

- ❖ **Review current interagency MOUs and renew those in which the Department will participate and notify the lead agency of those in which it will not. (TF No. 1)**
- ❖ **Add a provision to the Department Manual governing interagency operations that requires advanced written approval from the Chief of Police and regular monitoring by a Lieutenant. (TF No. 2)**
- ❖ **Interagency Memorandum of Understandings should require the Chief of Police's signature. (TF No. 3)**

¹⁹ Evaluating task force staffing in light of the current deployment challenges is beyond the scope of this engagement.

X. PERSONNEL

Recruitment and Selection

Policy

The Department's Policy Manual Sections 1000.1 - 1000.3.8 address the Department's recruitment and selection processes. These sections include:

- Equal Opportunity Employment;
- Applicant Qualifications;
- Veteran's Preference;
- Standards;
- Ability to Operate a Motor Vehicle;
- Integrity;
- Credibility as a Witness;
- Dependability;
- Learning Ability;
- Personal Sensitivity;
- Judgement Under Pressure; and,
- Illegal Use or Possession of Drugs.

The Manual sections have not been customized to reflect the Department's specific needs and they are overly succinct. They also do not include the desired personal qualities and attributes necessary to be successful in a community policing and problem solving mission.

Recommendation:

- ❖ **Update and customize the Department's Policy Manual to include a discussion on the Department's community policing efforts and the desired personal qualities an applicant should have to be successful in those efforts. (Per No. 1)**

Practice

We reviewed all related policies and job descriptions and interviewed key Department personnel. We also reviewed several background investigation packages and compared them to POST's Background Investigation Manual and checklists. Initially we had intended to draw a statically valid, random sample of background investigation packages in order to evaluate the quality of those investigations. However, after reviewing our initial directed and purposeful sample we determined that the personnel selection and background investigation practices employed by the Department were so categorically flawed that they could not be relied on and we terminated further package reviews.

"The directed or purposeful sample is used when auditors suspect serious errors or manipulation and want either to obtain evidence to support their suspicion or to find as many of the suspected items as they can. This process has nothing to do with statistical sampling. It is pure detective work. And the better a sleuth the auditor is the more useful his or her

sample will be. But auditors may not draw conclusions about a population from a directed sample.”²⁰

It is important to note that this sample was not random and therefore our findings cannot and should not be projected on to the entire population of police officers hired by the Department. The Department has hired many good officers over the years and the findings from this limited sample should not be misconstrued to indicate that the background investigation for every member of the Department is similarly flawed.

Prior to the events leading up to this study, the Department's recruitment, selection and background investigation process was essentially controlled by one individual. Over the years, that person transitioned from sergeant to lieutenant to chief of police all the while retaining control of hiring. Eventually the City Manager placed severe restrictions on the Department's ability to hire. Our assessment of this process is that there has been no independent oversight of the recruitment and selection process and only minimal involvement from the City's Personnel Section. Essentially, the same individual was allowed to recruit, select, and either personally conduct or oversee the background investigation process. This lack of "checks and balances" placed entirely too much power in one person's judgement and violates the core risk management control known as segregation of duties and approvals.

Recommendation

- ❖ **The City's HR/Personnel staff needs to take an active role in the Department's recruitment and selection process. (Per No. 2)**

The background investigations we reviewed identified several cases with one or more critical flaws which created unnecessary risk exposure.²¹ Given that many of these officers are currently working for the Department, it is critical to note that we found no specific evidence in any of the packages that mandated the applicant be disqualified from employment as a police officer with the Calexico Police Department. In **every case** the critical flaw stemmed from the person assigned to conduct the background investigation failing to identify potentially significant issues and pursue readily available investigative leads so the Department could be confident it was making a sound hiring decision. For example:

- The entire selection process for several new hires was completed in a very short period of time, e.g., six days in one case and five weeks in another;
- Several packages said that references including supervisors from the applicant's pre-employment agency had been contacted and they had no negative information. But no names were given for the people allegedly contacted;²²
- One report says that most references were contacted with the exception of the applicant's aunts and **father-in-law**, but the POST Form 2-251 indicates he was never married and that discrepancy was not addressed.

²⁰ Sawyer's Internal Auditing 5th Edition, The Practice of Modern Internal Auditing, Lawrence B. Sawyer, JD, CIA, PA, et-al (Page 438)

²¹ Generally we classify a flaw as critical when it renders the investigation unreliable for hiring purposes.

²² The consultant conducting this portion of the study was the Officer in Charge of a Background Investigation Unit and has never seen a background investigator fail to identify a reference who was actually contacted.

- One applicant stated he had been the subject of a civil suit and that officers had responded to his residence for a domestic dispute which resulted in his referral to Child Protective Services and being served with a restraining order. The investigator reported he had "contacted" relatives, references and past co-workers and that he received no negative comments regarding the applicant. But the investigator did not specifically identify anyone he contacted nor did he address the domestic violence/restraining order incident.
- None of the packages for lateral entry applicants indicated that the Internal Affairs section of the applicant's pre-employment agency was contacted;
- Several applicants reported being disqualified or deselected from other law enforcement agencies (in one case 18 other agencies), but none of the other agencies were contacted to identify the reason the applicant was not selected;
- In one case there is no indication the polygraph examination required of police applicants was administered;
- One applicant reported that his monthly living expense exceeded his income, but the investigation made no inquiry into that disparity;

Had those leads been pursued it is quite possible the information would not have disqualified the candidate; but, without the missing information the background investigation becomes unreliable.

Improvements

Under Chief Bostic's direction the Department's new hiring and selection process includes the following key components:

- Advertisement and recruiting for lateral and entry level candidates is being coordinated with the City's Human Relations (HR) staff.
- A written test is being administered by the City's HR staff.
- Oral board is being administered by the City's HR function and the Department.
- Physical agility test will follow POST Guidelines and be administered by the City's HR staff and the Department.
- Complete background investigation consistent with POST Guidelines will be conducted by the Department.
- A complete background investigation review process will occur.
- Applicants will receive a psychological exam and well as a polygraph exam.
- A medical examination with a City Physician.
- Interview with the Chief of Police.
- Tentative job offer by the Chief of Police.
- Final hiring by City Manager.
- Academy training for non-laterals candidates.

- Assignment of a Field Training Officer (FTO).
- One year probationary period.

Recommendations:

- ❖ **Locate the required DOJ fingerprint returns associated with Packages 1, 2, 4 and 6 and include them in the background investigation packages. (Per No. 3)**
- ❖ **Codify the new Recruitment and Selection Plan. (Per No. 4)**
- ❖ **Expand recruitment to include a State-wide search. (Per No. 5)**
- ❖ **Select and fully train those officers who will be conducting background investigations. (Per No. 6)**
- ❖ **Until background investigators can be selected and trained, contract with a licensed background investigation firm to conduct the Department's background investigations. (Per No. 7)**

Position Descriptions

Policy

Chapter 10 of the Department's Policy Manual addresses all personnel related matters, but there is no policy statement or guidance associated with Department position descriptions.

Practice

As part of a Citywide Class and Compensation Study, Ewing Consulting Services completed position descriptions for all of the Department's sworn and civilian classes in 2006. Those position descriptions are very well done and identify the essential duties for each classification based on the Department's policing model at that time.

Improvements

While the position descriptions were very good at the time (2006), they are now nearly ten years old and should be reviewed to ensure they reflect the Department's (and City's) current expectations. For example, today's policing model includes a strong emphasis on officers' engagement in Community Policing which includes building Police/Community Partnerships and engaging in Police/Community Problem Solving. The Interim Report of the President's Task Force on 21st Century Policing included an action item calling for:

"Law enforcement agencies should evaluate officers (and their supervisors) on their efforts to engage members of the community and the partnerships they build. Making this part of the performance evaluation process places an increased value on developing partnerships."²³

Community engagement and problem solving are not included in the current sworn officer position descriptions. These (and perhaps other) position descriptions need to be updated if they are to support Chief Bostic's vision of a Department that is engaged in Community Policing.

²³ *Interim Report of the President's Task Force on 21st Century Policing*, p44, Washington DC; 2015; Office of Community Oriented Policing Services.

Recommendations:

- ❖ In consultation with the City's HR staff, all of the Department's position descriptions should be reviewed to ensure they reflect current expectations. (Per No. 8)
- ❖ The position descriptions for sworn personnel (officers, Sergeants and lieutenants) should be updated to reflect the Community Policing Problem Solving Model being instituted by Chief Bostic. (Per No. 9)

Performance Evaluation Reports

Policy

Department Manual Section 1002 outlines the procedure for conducting employee evaluations. That section is very general and does not reflect the Department's current practice. Section 1002.3 provides the following guidance for the completion of employee evaluation reports:

"Each supervisor should discuss the tasks of the position, standards of performance expected and the evaluation criteria with each employee at the beginning of the rating period. Supervisors should document this discussion in the prescribed manner."

As we have mentioned numerous times, this is a generic Lexipol Manual which has not been customized to fit the Department's needs. For example, the preceding statement implies that each supervisor is allowed to create their own evaluation criteria and assumes the same supervisor will still be there one year later.

Practice

The Department has two Performance Evaluation Reports, one for sworn and the other for civilian personnel. Except for probationary employees who, according to the Manual, are evaluated every three months, these forms are completed annually and they are available online. Once the supervisor completes the evaluation it is submitted to the lieutenant who initials the form because there is no signature box for the lieutenant. Finally, the Chief of Police signs the form in the box for the Department Head.

Improvements

The criteria used to evaluate employees should flow from the official description for their position. So, any change to the employee evaluation forms needs to be consistent with the associated position descriptions. This ensures that advanced notice is given to the employee regarding the performance standards they are expected to meet. Additionally, the Department Manual needs to be modified to codify its expectations for personnel evaluations.

Recommendations:

- ❖ The Department Manual (Section 1002) needs to be updated to reflect the Department's current practice for evaluating employees. (Per No. 10)
- ❖ Once position descriptions are updated, the personnel evaluation forms (sworn and civilian) should be updated to reflect those revisions. (Per No. 11)

- ❖ **The Department should add a signature box and date for the Lieutenant approving an employee evaluation.²⁴ (Per No. 12)**

Outside Employment

Policy

Department Manual Section 1040 establishes a very thoughtful policy regarding off-duty employment by all Department employees. That policy was designed to "...avoid actual or perceived conflicts of interest for department employees engaging in outside employment..." The definition of "employment" includes employees who are self-employed and the policy identifies activities which are prohibited under Government Code Section 1126 as well as Penal Code Section 70.

The policy requires that employees obtain written approval from the Chief of Police prior to engaging in any outside employment. The employee is required to submit a written request to his supervisor who forwards it through channels to the Chief of Police. Approved permits are valid to the end of the year.

Practice

The clarity and wisdom of this policy notwithstanding, there does not appear to have been any requests for outside employment submitted from the time the policy was adopted in 2009. Shortly after taking office, Chief Bostic issued a directive notifying all personnel of the requirement that they obtain written permission to engage in outside employment.²⁵ Since then the Chief has received eight requests for outside employment. Each request appears to be consistent with the Department's outside employment policy and each request was approved in writing by the Chief of Police.

Improvements

The current policy states that an approved permit is valid "...through the end of the calendar year in which the permit is approved." Seven of the eight permits were approved in November 2014, so they technically expired on December 31, 2014. Given the circumstances, however, these permits were clearly intended to be valid through 2015. While renewal is the employee's responsibility, it would be prudent to remind everyone of the annual renewal requirement. That should prevent this valuable misconduct-prevention system from falling into disarray again.

Recommendation:

- ❖ **Each December 1st, the Chief should issue a reminder that employees need to renew their permits for outside employment. (Per No. 13)**

We also noted there were no provisions in the Policy Manual prohibiting an off-duty officer from identifying himself as a police officer in conjunction with a commercial venture or in association with any political activity. The Manual also does not regulate the use or display of the Department uniform or badge during an officer's off-duty activities. The Department has every right to regulate off-duty conduct such as this and, in fact, has a responsibility to provide them with guidance in these areas.

²⁴ The current evaluation reports only include signature boxes for the evaluating supervisor and the Chief of Police.

²⁵ Special Order 14-02 issued October 30, 2014.

Recommendation:

- ❖ **The Department should amend its Policy Manual to prohibit officers from using their Department badge and/or uniform in conjunction with any off-duty commercial venture or political activity. (Per No. 14)**

XI. TRAINING

Policy and Legal Requirements

The California State Commission on Peace Officer Standards and Training (POST) requires that most peace officers and dispatchers complete 24-hours of POST-Certified Continuing Professional Training (CPT) every two years. Additionally, officers and their supervisors assigned to patrol, traffic or investigation who routinely make physical arrests are required to complete 12 of those 24 training hours on Perishable Skills which consists of the following four-hour blocks:

- Arrest and Control;
- Driver Training/Awareness or Driving Simulator; and,
- Tactical Firearms or Force Options Simulator.

Those officers and their supervisors must also complete two hours of Tactical or Interpersonal Communications training every two years.²⁶

Section 208 of the Department's Policy Manual establishes its Training Policy. This section is quite brief and fairly generic. The following sections contain specific provisions regarding the Department's training program:

- **Section 208.4** requires that the Training Manager develop, maintain and review annually a training plan that includes legislative changes, state mandated training and critical issues training.
- **Section 208.5** requires that the "Training Unit" conduct an annual training-needs assessment for the entire Department and submit its findings to "staff" for review. Once approved, the needs-assessment forms the basis for the next year's training plan.
- **Section 208.6** refers to a "Training Committee" comprised of three members selected to review high-risk incidents such as those involving death or serious injury to determine whether training would likely improve future outcomes or at least reduce or prevent the recurrence of undesirable ones.
- **Section 208.7** identifies the acceptable reasons for missing a training assignment and establishes the procedure to report missed training.
- **Section 208.8** addresses the web-based Lexipol Daily Training Bulletins, provides direction on how to access the system, when employees should access it and places responsibility on supervisors to monitor compliance with the policy.

²⁶ POST recommends, but does not require, that managers and executives complete two hours of Perishable Skills training every two years.

Practice

Practically none of the training requirements established in the Policy Manual are being done. Specifically, there is no written Training Plan, no Training Unit, no Training Committee and no evidence of an annual training needs assessment. Daily training bulletins were being distributed until about July 2013 when the distribution stopped. One of the two Lieutenants is designated as the Training Coordinator, but he is frequently distracted with more pressing management-level demands.

Training Requests

We also reviewed the way in which the Department ensures that its employees are adequately trained and found no written procedure for employees to request training. The current practice is for an employee to submit a memo to his supervisor stating the nature of the training and the need. The supervisor reviews the request and forwards it to the Chief who approves or denies the request based on the Department needs and budget. Even though a supervisor's basic responsibility is to ensure his subordinates are properly trained, there is no requirement that a supervisor do so.

Prioritization of Training

Then, we looked at how training was being provided in three basic areas:

1. Training required by Federal law, State law or Department policy;
2. Training essential due to an employee's rank or assignment; and,
3. Training to expand an employee's professional growth and development.

In order to assess the level of training being provided and to ensure that mandated training was being completed before optional training, we examined each employee's individual POST training printout to identify the training provided to them from 2010 through 2014. A chart was prepared to capture the type of training and number of hours spent on training during those five years (**Appendix E**). On the chart training was separated into functional categories including:

Patrol Training which included:

- Perishable Skills,
- Training Officer Skills,
- Officer Safety,
- Traffic (including Collision Investigation),
- Chemical Agents,
- Hostage Negotiation, and
- Racial Profiling.

Detective Training which included:

- Crime Scene Investigation;
- ICI Core Course;
- Domestic Violence;

- Elder Abuse;
- Electronic Surveillance;
- Internal Affairs Investigation;
- Officer Involved Shooting Investigation;
- Sexual Assault Investigation;
- Gang Investigations; and,
- Narcotics Investigations.

Other training which included:

- Weapons Laws,
- Domestic Terrorism,
- Human Trafficking,
- Workplace Harassment,
- Legal Updates,
- Hearsay Testimony,
- Training Conferences,

Our analysis of that information resulted in the following findings:

- While the Department is grossly out of compliance with POST's CPT requirement, 23 of its 34 officers and sergeants have attended a 40 hour Collision Investigation Course.
- Only two of the many officers who were assigned to detectives have attended the Criminal Investigations ICI Core Course.
- One full-duty officer accrued only 4 hours of training in 2013 and no training in all of 2014.
- One full-duty officer accrued no training for 2011 and only 14 hours in 2012.
- One full-duty officer accrued no training in 2010, 2012 or 2013.
- One officer attended a 40 hour Air Crew Course presented by LAPD in 2012, although he was assigned to patrol and Calexico does not have an air support function.

POST Compliance

Next we reviewed the POST Compliance Analysis Reports for the two two-year Continuing Professional Training (CPT) cycles of 2011/2012 and 2013/2014. These reports identified the officers who failed to meet POST's Perishable Skills and Continuing Professional Training requirements during those two CPT cycles.

- Twelve officers (41%) and four sergeants (80%) were out of compliance for CPT Cycle 2011/2012. Five of the twelve officers were out of compliance for both Perishable Skills and CPT and the other seven were out of compliance for Perishable Skills. All four Sergeants were out of compliance for Perishable skills.

- Eight officers (28%), two sergeants (40%) and one lieutenant (50%) were found to be out of compliance for CPT Cycle 2013/2014. Seven of the officers were out of compliance for Perishable Skills and the eighth was out of compliance for CPT. The two sergeants were out of compliance for Perishable Skills. The lieutenant was out of compliance for CPT.
- Six officers and two sergeants were out of compliance in both two-year cycles.

The POST Compliance Analysis for Dispatchers that was provided for review only covered the two-year cycle 2013/2014. It showed that seven of the nine dispatchers were in compliance, while two were "in a grace period" for that cycle.

Finally, we reviewed Supervisor's Briefing Reports for November and December 2014 to determine how training subjects were addressed at patrol roll calls. While there is no set Roll-Call Training Plan, some form of roll call training was provided during each shift, though it usually lasted only a few minutes. Most roll call training (90%) consisted of the sergeant or officer acting as OIC reading a different section of the Policy Manual. Some training consisted of videos of "One Minute Briefs," and other training consisted of debriefing previous incidents the supervisor felt would be beneficial.

Improvements

The Department expends an average of about 50 hours per employee each year on training. While not exorbitant, it is a significant commitment to ensuring that its personnel receive the basic training required for them to do their jobs well. It is also a significant financial investment and someone needs to be responsible for ensuring that investment is spent wisely. That person also needs to ensure that the Department is fulfilling its mandated training requirements both for POST as well as specialty training required by law, e.g., sex crime training for investigators. The Department needs an annual training plan and it should designate a non-field sergeant as the Department's Training Coordinator. It should also activate the Training Committee described in its Manual and require the committee to review all significant incidents that occur in order to enhance its training program. Sergeants need to accept responsibility for ensuring their subordinates receive adequate training and they should be reviewing their training in conjunction with each employee's annual personnel evaluation.

Recommendations:

- ❖ **The Department needs to prepare a comprehensive written Training Plan for each year. That plan should be completed by December 1st of the preceding year.²⁷ (Trng No. 1)**
- ❖ **A sergeant (not a lieutenant) should be assigned as the Department's Training Coordinator. That sergeant can be assigned other duties, but training is a critical function and should not be added onto a field supervisor's workload. (Trng No. 2)**
- ❖ **The Training Committee needs to be activated and should consist of the Training Coordinator as chair, one or two field sergeants, 2 or 3 field officers, a detective and a dispatcher. (Trng No. 3)**
- ❖ **A written procedure needs to be established for employee's to request training. (Trng No. 4)**

²⁷ The Department obtained El Centro PD's Training Plan to use as a guide.