

INTRADEPARTMENTAL CORRESPONDENCE

August 12, 2015
14.2

TO: The Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: HANDLING OF THE MENTALLY ILL AUDIT (AD No. 14-066)

RECOMMENDED ACTIONS

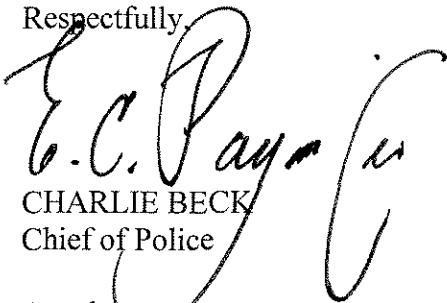
1. It is recommended that the Board of Police Commissioners REVIEW and APPROVE the attached Handling of the Mentally Ill Audit.
2. It is recommended that the Board of Police Commissioners REVIEW and APPROVE the attached Executive Summary thereto.

DISCUSSION

Audit Division conducted the Handling of the Mentally Ill Audit to evaluate compliance with related Department policies and procedures. The audit included a review of the processes pertaining to the Mental Evaluation Unit, Communications Disposition Codes, and the completion of required training.

If additional information regarding this audit is required, please contact Arif Alikhan, Director, Office of Constitutional Policing and Policy, at (213) 486-8730.

Respectfully,



CHARLIE BECK
Chief of Police

Attachment

INTRADEPARTMENTAL CORRESPONDENCE

August 13, 2015
1.1

TO: All Concerned Personnel

FROM: Chief of Police

SUBJECT: ACTING CHIEF OF POLICE - REVISED

During my absence from command the following Staff Officers will assume the responsibilities of the Office of the Chief of Police.

First Assistant Chief Earl Paysinger Saturday, August 1, 2015, 2400 hours, through
Thursday, August 13, 1200 hours

Assistant Chief Michel Moore Thursday, August 13, 1200 hours, through
Saturday, August 15, 2015, 1730 hours

First Assistant Chief Earl Paysinger Saturday, August 15, 2015, 1730 hours, through
Tuesday, September 1, 2400 hours.

I will be available for notifications through the Acting Staff Officers.



CHARLIE BECK
Chief of Police

- c: Mayor's Office
- Police Commission
- Chief of Staff
- Office of Operations
- Office of Administrative Services
- Office of Special Operations
- Geographic Bureaus
- RACR

LOS ANGELES POLICE DEPARTMENT

HANDLING OF THE MENTALLY ILL AUDIT

(AD No. 14-066)



Conducted by
AUDIT DIVISION

CHARLIE BECK
Chief of Police

July 2015

TABLE OF CONTENTS

Handling of The Mentally Ill Audit

PAGE NO.

Executive Summary	i
Purpose	1
Background/Prior Audits	1
Methodology	1
Summary of Findings	2
Detailed Findings	2
Objective No. 1 - Correct Disposition Codes of Mentally Ill Service Calls	2
Objective No. 2 - Mental Evaluation Unit Contacted when Required	4
Objective No. 3 - Use of Force Training Completed	5
Objective No. 4 - Completion of Peace Officer Standards and Training Mental Health Update Course	6
Recommendations	6
Actions Taken/Management's Response	6

**EXECUTIVE SUMMARY
HANDLING OF THE MENTALLY ILL AUDIT
Conducted by
Audit Division
Second Quarter, FY 2014/15**

PURPOSE

In accordance with the Los Angeles Police Department's (Department) Annual Audit Plan for fiscal year (FY) 2014/2015, Audit Division (AD) conducted the Handling of the Mentally Ill Audit to evaluate compliance with Los Angeles Police Department (Department) directives. The audit included a review of the procedures required by responding patrol officers as well as the assessment of Department-wide related training.

BACKGROUND/PRIOR AUDITS

Audit Division has conducted the Handling of the Mentally Ill Audit annually for the past several years. The prior audit (FY 2012/13) reported that the Department standards were met in the areas where the Mental Evaluation Unit (MEU) was contacted when required, and the post use of force training was completed. However, the Department did not meet the standard on the issue of disposition codes for mentally ill service calls. There were no recommendations in the prior year's audit. The Department has used the information produced in these audits together with the Office of the Inspector General's review of the audit as an internal management tool.

METHODOLOGY

Audit Division obtained a data run, from Communications Division, of all calls for service involving mentally ill persons for the months of June and July 2014. Audit Division selected a statistically valid random sample for this population.

A data run was also requested, from Use of Force Review Division for all adjudicated Categorical Use of Force (CUOF) incidents that have indicators involving a person with mental illness for the time period of July 1, 2013 through July 31, 2014.

Audit Division personnel interviewed MEU personnel and reviewed information contained in the officer(s) Computer Aided Dispatch (CAD) Summary Reports, the MEU Incident Tracking System, CUOF reports, and Training Evaluation and Management System (TEAMS II), when applicable. The total populations and samples are delineated under each respective objective.

SUMMARY OF FINDINGS

The audit was comprised of four objectives. The Department did well with recording the appropriate disposition codes for mentally ill service calls, and completing use of force training in instances involving mentally ill persons. There were two areas identified wherein performance may be improved. One area pertained to officers documenting their contact with MEU, when required (see Recommendation). The other finding identified officers who had not completed a mandated mental health update course (see Actions Taken No. 3). The table below summarizes the findings for the current and prior audit.

Objective No.	Description of Audit Objectives	Results	
		FY 2012/13	FY 2014/15
1	Correct Disposition Codes of Mentally Ill Service Calls	21/39 (54%)	182/184 (99%) ¹
2	Mental Evaluation Unit Contacted when Required	48/50 (96%)	41/49 (84%)
3	Use of Force Training Completed	8/8 (100%)	39/39 (100%) ²
4	Completion of Peace Officer Standards and Training Mental Health Update Course	N/A ³	222/317 (70%)

RECOMMENDATION

It is recommended that Policies and Procedures Division and the Office of Operations, collaborate to establish a requirement whereby officers who respond to calls involving the mentally ill and contact MEU, must document the contact in the CAD Summary Report or on the Daily Field Activity Report. This will ensure the requirement to contact MEU is captured (*Objective No. 2*).

ACTIONS TAKEN/MANAGEMENT’S RESPONSE

Each of the findings was validated with the Commanding Officers at the respective Areas.

The audit report was provided to the Commanding Officer, Detective Support and Vice Division, who provided feedback and was in general agreement with the audit findings. The audit report was also provided to the Assistant to the Director, Office of Operations, who expressed general agreement with the audit findings.

Additionally, the audit report was provided to the Commanding Officer, Training Division who expressed general agreement with the audit report, and indicated collaborative efforts with the Area commands to complete the POST mandated Mental Illness Training, and actions taken to resolve any possible system errors in properly documenting the training into Learning Management System.

¹Audit Division increased the sample size and expanded the time period from the prior year’s audit.

²This year’s audit objective assessed the officers involved in the 11 CUOF incidents. The prior year’s audit objective was based solely on the eight CUOF incidents.

³This objective was not tested in the prior year’s audit.

HANDLING OF THE MENTALLY ILL AUDIT

Conducted by

Audit Division

Second Quarter, Fiscal Year 2014/15

PURPOSE

In accordance with the Los Angeles Police Department's (Department) Annual Audit Plan for fiscal year (FY) 2014/2015, Audit Division (AD) conducted the Handling of the Mentally Ill Audit to evaluate compliance with Department directives. The audit included a review of the procedures required by responding patrol officers as well as the assessment of Department-wide related training.

Audit Division conducted this audit under the guidance of generally accepted government auditing standards, specifically pertaining to performing the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit objectives. Audit Division has determined that the evidence obtained provides a reasonable basis for the findings and conclusions based on the audit objectives.

BACKGROUND/PRIOR AUDITS

Audit Division has conducted the Handling of the Mentally Ill Audit annually for the past several years. The prior audit (FY 2012/13) reported that the Department standards were met in the areas where the Mental Evaluation Unit (MEU) was contacted when required, and the Peace Officer Standards and Training (POST) use of force training was completed. However, the Department did not meet the standard on the issue of disposition codes for mentally ill service calls. There were no recommendations in the prior year's audit. The Department has used the information produced in these audits together with the Office of the Inspector General's review of the audit as an internal management tool.

METHODOLOGY

Audit Division obtained a data run from Communications Division of all calls for service involving mentally ill persons for June and July 2014. Audit Division selected a statistically valid random sample for this population.

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SUMMARY OF FINDINGS

The audit was comprised of four objectives. The Department did well with recording the appropriate disposition codes for mentally ill service calls, and completing use of force training in instances involving mentally ill persons. There were two areas identified wherein performance may be improved. One area pertained to officers documenting their contact with MEU, when required (see Recommendation). The other finding identified officers who had not completed a mandated mental health update course; however feedback from the Area Training Coordinators indicated there may be a system error whereby the training is not being properly reflected in the Learning Management System. The table below summarizes the findings for the current and prior audit.

Table No. 1 – Summary of Audit Findings

Objective No.	Description of Audit Objectives	Results	
		FY 2012/13	FY 2014/15
1	Correct Disposition Codes of Mentally Ill Service Calls	21/39 (54%)	182/184 (99%) ¹
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4	Completion of Peace Officer Standards and Training Mental Health Update Course	N/A ³	222/317 (70%)

DETAILED FINDINGS

Objective No. 1 – Correct Disposition Codes of Mentally Ill Service Calls

Criteria

Operations Order No. 8, 2007, *Incident Disposition Codes for Incidents Involving Persons Suspected of Mental Illness - Revised*, states, “The Department is mandated to track the outcome of all calls for service involving persons suspected of mental illness in order to improve the types of services provided to the mentally ill community.”⁴

¹Audit Division increased the sample size and expanded the time period from the prior year’s audit.

²This year’s audit objective assessed the officers involved in the 11 CUOF incidents. The prior year’s audit objective was based solely on the eight CUOF incidents.

³This objective was not tested in the prior year’s audit.

⁴See Recommendation No. 1.

Administrative Order No. 9, 2013, Incidents of Persons Suspected of Suffering From Mental Illness – Field Notebook Divider, Form 18.47.00 – Revised; and Radio Call Disposition Code “ARN” – Activated, states, “After *arresting the suspect and making a determination that there was no indication of mental illness, officers must use the new disposition code:*

- *ARN - Arrest, No Indication of Mental Illness”*

When a person calls for police service, the Police Service Representative (PSR) answers the call and determines if the call involves a person with mental illness. The PSR then dispatches a police unit to handle the call. The Department is mandated to track the outcome of all calls for service involving persons with mental illness or persons with an indication of mental illness. The assigned/responding officer(s) are required to use the following disposition (dispo) codes on their Mobile Data Computer at the conclusion of the mental illness radio call.

- **ARM** - Arrest, Indication of Mental Illness: subject arrested, and exhibits indication of mental illness;
- **HOM** - Hospitalized/hold, Indication of Mental Illness: subject met California 5150 Welfare Institution Code hold criteria and was hospitalized;
- **REM** - Referral, Indication of Mental Illness: subject exhibits signs of mental illness, but does not meet the requirement for a hold or arrest; subject was released with referral advice;
- **NMI** - No Indication of Mental Illness: subject does not exhibit any indication of mental illness;
- **ARN** - Arrest, No Indication of Mental Illness: subject arrested, and does not exhibit any indication of mental illness; and,
- **GOA** - Gone on Arrival. All parties [person(s) reporting or subject] cannot be located for officers to make a determination if mental illness is involved.

Audit Procedures

The Department received 2,036 calls for service in June 2014 and 2,013 calls in July 2014 that potentially involved mentally ill persons. A statistically valid random sample of 184 calls for service (92 from each month) was generated.⁵ The final dispo code is noted by Communications Division on the “Incident Recall.”⁶ Audit Division reviewed the Incident Recall for each call for service to determine if the proper dispo code was used.

Findings

One hundred eighty-two (99%) of the 184 service calls met the standard for this objective. The two service calls that did not meet the standard are detailed below:

⁵The sample size was obtained utilizing a one-tail test with a 95 percent confidence level and a four percent error rate.

⁶The “Incident Recall” is a service-call summary noting the type and time of the call, units assigned, gangs in the area, dispositions of the call et al., and originates at Communications Division.

- Hollenbeck Area, Incident Number 140602000332 - Dispo Code HOM. The correct code should be NMI because the officers indicated in the narrative of the CAD Summary Report that the subject was not mentally ill; and,
- West Los Angeles Area, Incident Number 140721003287 - Dispo code OCC. The officer's narrative in the CAD Summary Report states, "*No business dispute. Possible, male with mental illness.*" The proper dispo code should have been one of the six dispo codes outlined in Operations Order No. 8, 2007.

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Objective No. 2 – Mental Evaluation Unit Contacted when Required

Criteria

Department Manual Section 4/260.20, Taking Persons with a Mental Illness into Custody states, "*When the only reason for detention is the person's suspected mental illness, MEU shall be contacted prior to transporting an apparently mentally ill person to any health facility or hospital.*"

"When a person is taken into custody for a criminal offense and the person is suspected of having a mental illness, MEU shall be contacted prior to the person being booked."

Audit Procedures

Audit Division reviewed the Incident Recalls to determine if the calls for service required MEU to be contacted. If the MEU was required to be contacted, AD reviewed the MEU Incident Tracking System, officer's CAD Summary Reports, and any other supporting documents to determine if the officers contacted MEU, as required by Department policy. Of the 184 calls for service that indicated involvement of a mentally ill person, 49 required the officers to contact MEU. All 49 calls were checked against MEU's database to determine if MEU was contacted. If a call was not in MEU's database, this indicated that MEU was not contacted regarding the particular call for service.

Findings

Forty-one (84%) of the 49 required calls to MEU met the standard for this objective. The eight that did not meet the standard are detailed as follows:

- Newton Area, Incident Number 140616003737 - Dispo Code ARM
- Harbor Area, Incident Number 140619003385 - Dispo Code HOM
- Van Nuys Area, Incident Number 140622002173 - Dispo Code HOM
- Southeast Area, Incident Number 140710004374 - Dispo Code ARM
- Southeast Area, Incident Number 140712002763 - Dispo Code HOM
- West Los Angeles Area, Incident Number 140721003287- Dispo Code OCC
- West Valley Area, Incident Number 140721004362 - Dispo Code HOM
- Northeast Area, Incident Number 140726002507- Dispo Code HOM

OTHER RELATED MATTER

During the course of the audit, it was determined that although officers *may* have contacted MEU when the individual was suspected of mental illness, it was not necessarily recorded by the officers on their CAD Summary Report or Daily Field Activity Report (DFAR), as this is not required by Department policy. The MEU only takes reports when officers come in contact with mentally ill persons, however, they do not log calls when it is determined that the officers did not deal with a mentally ill person; this should remain within the scope of the officer's responsibility to document the contact on the CAD Summary Report or on the DFAR.

Objective No. 3 – Use of Force Training Completed

Criteria

Department Manual Section 3/792.15, Tactical Debrief, states, *“A Tactical Debrief shall be conducted for all CUOF incidents within 90 calendar days of the conclusion of the BOPC review process.”*

“In some circumstances, the UOFRB, COP, or BOPC may identify additional specific individual training needs for employees not identified during the 72-Hour Brief. In those cases, training shall be provided in addition to the Tactical Debrief. The intent of the additional training is to enhance future performance and is not to be considered punitive. The Categorical Use of Force Debrief Facilitator shall ensure that the Tactical Debrief is recorded on the involved employees' TEAMS II Report. The Department will create a Training Management System code for the Tactical Debrief.”

Officers are required to complete the recommended training stated in the CUOF reports. Evidence of the completed training should be reflected in the Use of Force reports or TEAMS II reports.

Audit Procedures

Audit Division reviewed all adjudicated CUOF reports, pertaining to mentally ill service calls for the period of July 1, 2013, to July 31, 2014, to determine if any training was recommended. A review of the officer's TEAMS II report and/or any supporting documents was conducted to determine whether the training was completed.

Use of Force Review Division determined that there were 11 CUOF incidents during this period involving 39 police officers. All 39 officers were required to receive the Tactical Debrief Training. Directed training is only required when the Use of Force Review Board determines training is necessary. Only one of the 39 officers received Administrative Disapproval and was directed to training.

Findings

Directed Training

The one (100%) officer met the standard for this objective.

Tactical Debrief

Each (100%) of the 39 officers completed the required Tactical Debrief training.

Objective No. 4 - Completion of Peace Officer Standards and Training Mental Health Update Course

Criteria

Personnel and Training Department Notice, May 1, 2014, Mental Health Update Course-Revised, states, *“The purpose of this Notice is to ensure that sworn employees complete a mandatory two-hour Peace Officers Standards and Training (POST) Mental Health Update Course. All training coordinators will ensure that sworn employees complete the training and watch the attached DVD by October 31, 2014.”*

Audit Procedures

Audit Division determined that 317 officers handled the 184 calls for service, identified in Objective No. 1.

Audit Division reviewed data from the Learning Management System provided by Applications Development and Support Division, to determine if the officers had taken the POST mandated Mental Health Update course by October 31, 2014, as required by the Department.⁷

Findings

Two-hundred twenty-two (70%) of the 317 officers met the standards for this objective. Of the 95 officers that did not meet the standard for this objective, 91 had not taken the required course and four had taken it after the designated date, October 31, 2014 (one officer took the course 27 days after the deadline, two officers took the course 33 days after the deadline, and one officer took the course 34 days after the deadline).

Feedback from Area Training Coordinators pointed to the possibility that officers had taken the training but was not being reflected within the Learning Management System

⁷The Department identifies this training as “LMS Curriculum Course MM295.”

RECOMMENDATIONS

It is recommended that Policies and Procedures Division and the Office of Operations, collaborate to establish a requirement whereby officers who respond to calls involving the mentally ill and contact MEU, must document the contact in the CAD Summary Report or on the Daily Field Activity Report. This will ensure the requirement to contact MEU is captured (*Objective No. 2*).

ACTIONS TAKEN/MANAGEMENT'S RESPONSE

Each of the findings was validated with the Commanding Officers at the respective Areas.

The audit report was provided to the Commanding Officer, Detective Support and Vice Division, who provided feedback and was in general agreement with the audit findings. The audit report was also provided to the Assistant to the Director, Office of Operations, who expressed general agreement with the audit findings.

Additionally, the audit report was provided to the Commanding Officer, Training Division who expressed general agreement with the audit report, and indicated collaborative efforts with the Area commands to complete the POST mandated Mental Illness Training, and actions taken to resolve any possible system errors in properly documenting the training into Learning Management System.