

INTRADPARTMENTAL CORRESPONDENCE

September 28, 2016
14.2

TO: The Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: MISSING/FOUND PERSONS INVESTIGATION REPORTS AUDIT
(AD NO. 15-010)

RECOMMENDED ACTIONS

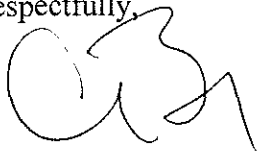
1. It is recommended that the Board of Police Commissioners REVIEW and APPROVE the attached Missing/Found Persons Investigation Reports Audit.
2. It is recommended that the Board of Police Commissioners REVIEW and APPROVE the attached Executive Summary thereto.

DISCUSSION

Audit Division conducted the Missing/Found Persons Investigation Reports Audit to evaluate compliance with Department policies and procedures.

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

Respectfully,

A handwritten signature in black ink, appearing to be 'CB', with a stylized flourish extending from the bottom right.

CHARLIE BECK
Chief of Police

Attachment

LOS ANGELES POLICE DEPARTMENT

*MISSING/FOUND PERSONS
INVESTIGATION REPORTS AUDIT*

(AD No. 15-010)



Conducted by
AUDIT DIVISION

CHARLIE BECK
Chief of Police

October 2016

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EXECUTIVE SUMMARY
MISSING/FOUND PERSONS INVESTIGATION REPORTS AUDIT
Conducted by
Audit Division
Third Quarter, Fiscal Year 2014/15

PURPOSE

In accordance with the Los Angeles Police Department (Department) Annual Audit Plan for fiscal year 2014/15, Audit Division (AD) conducted the Missing/Found Persons Investigation Reports Audit to evaluate compliance with related Department directives. The audit included a review of the policies and procedures associated with missing persons and missing juvenile investigations.

BACKGROUND

The Department is mandated by state and federal law to complete a Missing/Found Persons Investigation Report, Form 03.16.00, for any person, resident or non-resident, of Los Angeles, reported as missing, regardless of whether the report is made telephonically or in person. Additionally, per National Crime Information Center (NCIC) policy, any missing person under the age of 21 at the time of reporting is entered into the system as a juvenile.

The 2008 Federal Bureau of Investigation NCIC Biennial Audit indicated the Department was not in compliance with NCIC policies. In particular, the Department was not complying with the time frame reporting requirements of federal law. To ensure compliance with federal law, Special Order No. 22, 2010, *Entry of Missing Person Information into the National Crime Information Center*, was created and later incorporated into the Department Manual; 4/150.12, *All Points Bulletins – Acceptance of Messages*.

PRIOR AUDITS

This was the first Missing/Found Persons Investigations Report Audit conducted by AD.

METHODOLOGY

The audit was comprised of three objectives/sub-objectives. For Objective No. 1 the population consisted of all Missing/Found Persons Investigation Reports completed between January 1, 2014, and December 31, 2014. Audit Division obtained 10,213 Division of Record (DR) numbers from Information Technology Bureau. A statistically valid stratified sample of 104 Missing/Found Persons Investigation Reports was randomly selected.

For Objective No. 2, the population consisted of all 847 open juvenile Missing/Found Persons Investigation Reports listed in the Detective Case Tracking System (DCTS).¹ A statistically valid stratified sample of 94 was randomly selected.

¹The population was taken from DCTS on January 8, 2015.

SUMMARY OF FINDINGS

Each of the objectives/sub-objectives tested within this audit indicated there was a need for improvement.

Table – Summary of Audit Findings

Objective No.	Objectives	Results
1(a)	Timely Entry of Missing/Found Persons Investigation Reports into NCIC	39/72 (54%)
1(b)	Retention of NCIC Printout	32/104 (31%)
2	Timely Follow-up of Juvenile Missing/Found Persons Investigation Reports	45/94 (48%)

RECOMMENDATIONS

It is recommended that the Office of Operations and the Chief of Detectives develop a plan of action to address the audit findings.

ACTIONS TAKEN/MANAGEMENT'S RESPONSE

1. The audit report was provided to the Chief of Detectives and the findings were validated with each Area commanding officer.
2. The audit report was provided to the Director, Office of Operations, who expressed general agreement with the audit findings and provided a detailed written response to the audit findings.

MISSING/FOUND PERSONS INVESTIGATION REPORTS AUDIT

Conducted by
Audit Division

Third Quarter, Fiscal Year 2014/15

PURPOSE

In accordance with the Los Angeles Police Department (Department) Annual Audit Plan for fiscal year 2014/15, Audit Division (AD) conducted the Missing/Found Persons Investigation Reports Audit to evaluate compliance with related Department directives. The audit included a review of the policies and procedures associated with missing persons and missing juvenile investigations.

Audit Division conducted this audit under the guidance of Generally Accepted Government Auditing Standards,¹ specifically pertaining to performing the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our 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

The Department is mandated by state and federal law to complete a Missing/Found Persons Investigation Report, Form 03.16.00, for any person, resident or non-resident, of Los Angeles, reported as missing, regardless of whether the report is made telephonically or in person. Additionally, per National Crime Information Center (NCIC) policy, any missing person under the age of 21 at the time of reporting is entered into the system as a juvenile.

The 2008 Federal Bureau of Investigation NCIC Biennial Audit indicated the Department was not in compliance with NCIC policies. In particular, the Department was not complying with the time frame reporting requirements of federal law. To ensure compliance with federal law, Special Order No. 22, 2010, *Entry of Missing Person Information into the National Crime Information Center*, was created and later incorporated into the Department Manual; 4/150.12, *All Points Bulletins – Acceptance of Messages*.

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¹U.S. Government Accountability Office, Generally Accepted Government Auditing Standards, December 2011 Revision.

²The sample size was obtained utilizing a one-tail test with a 95 percent confidence level and a four percent error rate.

For Objective No. 2 the population consisted of all 847 open juvenile Missing/Found Persons Investigation Reports listed in the Detective Case Tracking System (DCTS).³ A statistically valid stratified sample of 94 was randomly selected.⁴

SUMMARY OF FINDINGS

Each of the objectives/sub-objectives tested within this audit indicated there was a need for improvement. Audit Division conducted informal interviews with Area staff, including patrol units, records clerks, and detective units, regarding their current processes, difficulties, and possible solutions regarding the objectives of this audit. The comments included:

- Due to high radio call volume, patrol units are often delayed from the time they determine there is a missing person, and the time the report is actually submitted to a records clerk for entry into NCIC;
- When a records clerk from the Area of occurrence is not available, records clerks from other Areas are hesitant to process a report telephonically due to the need for a physical copy of the report;
- Due to a high job turnover rate, some records personnel have not been trained to process and retain documentation mandated by the Department;
- Lack of Department resources make group home follow-up investigations difficult to complete within a given time frame; and,
- A centralized clearinghouse that is dedicated to missing persons, similar to Records and Identification Division, Vehicle/Property Unit, may assist with the processing and retention of required documentation.

Table No. 1 – Summary of Audit Findings

Objective No.	Objectives	Results
1(a)	Timely Entry of Missing/Found Persons Investigation Reports into NCIC	39/72 (54%)
1(b)	Retention of NCIC Printout	32/104 (31%)
2	Timely Follow-up of Juvenile Missing/Found Persons Investigation Reports	45/94 (48%)

³The population was taken from DCTS on January 8, 2015.

⁴The sample size was obtained utilizing a one-tail test with a 95 percent confidence level and a four percent error rate.

DETAILED FINDINGS

Objective No. 1(a) – Timely Entry of Missing/Found Persons Investigation Report into NCIC

Criteria

Department Manual Section 4/712.10, Missing /Found Persons, states, *“To ensure that missing person report information is entered into NCIC within a timely manner, officers shall obtain a Division of Records (DR) number within **two hours** of determining that a Missing/Found Persons Investigation Report, Form 03.16.00, will be completed for **any** missing person (e.g., juvenile or adult).*

Note: The information is entered into NCIC by Area records personnel when the DR number is obtained.”

Audit Procedures

Audit Division reviewed each missing persons report to assess the date/time a report was made. Audit Division either used accompanying documents from the missing persons package or accessed the NCIC, Missing Persons System (via the Federal Bureau of Investigation, Criminal Justice Information System), to determine the time the report was entered into NCIC.

Two of the 104 Missing/Found Persons Investigation Reports lacked documentation of the time officers initially took the report and 30 reports lacked documentation of the time the reports were actually entered into NCIC. Therefore, these (32) reports were not evaluated for this objective, leaving 72 reports to be assessed.

The Department met the standard if the DR number was obtained within two hours of the report being taken.

Findings

Thirty-nine (54%) of the 72 Missing/Found Persons Investigation Reports met the standard for this objective. The 33 Missing/Found Persons Investigation Reports that exceeded two hours are detailed in Table No. 2.

Table No. 2 – Missing Persons Reports Entered into Exceeding Two Hours

Area	Exceeded by 1-60 Minutes	Exceeded by 61 Minutes	Exceeded by 180 Minutes	Exceeded by 360 Minutes or more (hours: minutes)
Central			1	
Hollenbeck	1			
Northeast		1		
Rampart	2			(1) Exceeded by 7:03 (1) Exceeded by 21:41
77 th Street	1	2	1	(1) Exceeded by 7:40 (1) Exceeded by 11:21
Southeast	1	1	1	(1) Exceeded by 17:33
Southwest	1	2		(1) Exceeded by 14:42
Devonshire		1	1	
Foothill	1			
Mission	1			
North Hollywood	1			
Topanga	1		1	(1) Exceeded by 14 days, 19:22
West Valley				(1) Exceeded by 8:39
Olympic	1			
Pacific		1		
West Los Angeles		1		
Citywide	11	9	5	8

Objective No. 1(b) – Retention of NCIC Printout

Criteria

Department Manual Section 4/712.10, Missing/Found Persons, states, “Upon returning to the Area station, officers shall obtain and attach the NCIC printout to the Missing/Found Persons Investigation Report. The completed report, along with the NCIC printout, shall then be submitted to the Area watch commander for approval.”

Audit Procedures

Audit Division located the Missing/Found Persons Investigation Reports at each Area to assess for compliance.

The Department met the standard if an NCIC printout was filed with the Missing/Found Persons Investigation Report. Additionally, AD was advised that original NCIC printouts were also filed at Detective Support and Vice Division (DSVD). Packages filed at DSVD were also assessed to determine if NCIC printouts were present.

Findings

Thirty-two (31%) of the 104 Missing/Found Persons Investigation Reports met the standard for this objective. The 72 Missing/Found Persons Investigation Reports that were missing NCIC printouts are detailed in Table No. 3.

Table No. 3 – Missing/Found Persons Investigation Reports Lacking NCIC Printouts

Bureau	Area	Reports Lacking NCIC Printouts
Central	Hollenbeck	3
	Newton	3
	Northeast	4
	Rampart	7
	Total	17
South	77 th Street	7
	Harbor	3
	Southeast	3
	Southwest	7
	Total	20
Valley	Devonshire	6
	Foothill	4
	Mission	3
	North Hollywood	2
	Topanga	4
	Van Nuys	1
	West Valley	2
Total	22	
West	Hollywood	3
	Olympic	4
	West Los Angeles	2
	Wilshire	3
	Pacific	1
Total	13	
Citywide	Total	72

Objective No. 2 – Timely Follow-up of Juvenile Missing/Found Persons Investigation Reports

Criteria

Department Detective Operations Manual Section I/133.00, Missing Juvenile Reports, states, “*A Follow-up Investigation, Form 3.14, indicating “Investigation Continued” shall be completed on minors who remain missing for more than 30 days (refer: DOM Volume I, Section 160.01, and Manual of Juvenile Procedures for multiple use and additional instructions).*”

NOTE: *The Detective Case Tracking System (DCTS) shall be updated to reflect current case status. Remember to indicate a Form 3.14 has been completed even when the case status is Investigation Continued (I/C).”*

Audit Procedures

This objective pertained only to reports of missing juveniles. Audit Division reviewed the DCTS case notes to assess when the follow-up investigations were completed.

Audit Division assessed the Department's performance of open reports for missing juveniles who were missing in excess of 30 days.

Findings

Forty-five (48%) of the 94 open missing juvenile investigations had follow-up investigations conducted within the first 30 days. Table No. 4 details the 49 Missing/Found Persons Investigation Reports that exceeded 30 days.

Table No. 4 –Juvenile Missing/Found Persons Investigation Reports That Exceeded 30 Day Follow-up

Area	Exceeded by 1-7 Days	Exceeded by 8 Days	Exceeded by 30 Days	Exceeded by 90 Days	Exceeded by 180 Days	Exceeded by Over One Year
Hollenbeck			2			
Northeast		2	1	1		(1) 3813 days over
Rampart			3			
77 th Street	1	1		1		(1) 1562 days over, (1) 2680 days over, and (1) 719 days over
Southeast		1				(1) 4862 days over, (1) 802 days over, (1) ongoing from 2/17/11, (1) ongoing from 12/9/98, and (1) 374 days over
Southwest		1	8		1	(1) ongoing from 2/16/14
Foothill		1				(1) ongoing from 7/31/06
Mission		2				
Topanga						(1) 1079 days over
Van Nuys		2	1			
Pacific		1	1			
West Los Angeles		2		1		(1) ongoing from 10/23/14 and (1) ongoing from 10/9/14
Wilshire			1			
Citywide	1	13	17	3	1	14⁵

OTHER RELATED MATTER

Audit Division identified three instances in which missing juvenile investigations were reclassified from Category One to Category Two. Detective Operations Manual Section I/121.06, Categorization Upgrading and Downgrading, states, “*A detective supervisor shall upgrade a case when new information causes it to fall within the criteria of Category One. A case may not be downgraded.*”

⁵“Ongoing from...” signifies the cases had not been closed.

Chief of Detectives Notice March 21, 2011, Missing Juvenile Investigative Follow-up Procedures – Revised, states, “*Missing juvenile cases classified as “open” shall always be assigned as Category 1 cases and shall not be assigned the case status of “Investigation Continued (IC)” if still missing.*”

RECOMMENDATIONS

It is recommended that the Office of Operations and the Chief of Detectives, develop a plan of action to address the audit findings.

ACTIONS TAKEN/MANAGEMENT’S RESPONSE

1. The audit report was provided to the Chief of Detectives and the findings were validated with each Area commanding officer.
2. The audit report was provided to the Director, Office of Operations, who expressed general agreement with the audit findings and provided a detailed written response to the audit findings.

INTRADEPARTMENTAL CORRESPONDENCE

June 6, 2016
1.11

TO: Commanding Officer, Audit Division

FROM: Director, Office of Operations

SUBJECT: MISSING/FOUND PERSONS INVESTIGATION REPORTS AUDIT –
RESPONSE TO ANOMOLIES

The purpose of this Intradepartmental Correspondence is to address the deficiencies noted in the Missing/Found Persons Investigation Reports Audit conducted by Audit Division.

In accordance with the Los Angeles Police Department (Department) Annual Audit Plan for fiscal year 2014/15, Audit Division (AD) conducted the Missing/Found Persons Investigation Reports Audit to evaluate compliance with related Department directives. The audit included a review of the policies and procedures associated with missing persons and missing juvenile investigations. The following three objectives were utilized to evaluate this process:

- **Objective No. 1(a): Timely Entry of Missing/Found Persons Investigation Report into NCIC - 39/72 (54%);**
- **Objective No. 1(b): Retention of NCIC Printout - 32/104 (31%); and,**
- **Objective No. 2: Timely Follow-up of Juvenile Missing/Found Persons Investigation Reports - 45/94 (48%).**

The Office of Operations has reviewed each objective listed and implemented a best practice and/or revisions to official LAPD Forms to best address the deficiencies noted in the audit report.

Objective No. 1(a) Timely Entry of Missing/Found Persons Investigation Report into NCIC

Audit Procedures – The Department met the standard if the Division of Records (DR) number was obtained within two hours of the report being taken.

The Office of Operations has reviewed all current policy regarding Missing/Found Persons Reports and associated follow-up guidelines and determined existing policy is comprehensive and sufficient. The Office of Operations is in the process of composing the following block of training to be approved and disseminated via roll call training to ensure policy and procedure is followed:

- Roll Call Training Update, *Missing/Found Persons Investigation Report, Form 03.16.00.*

The Office of Operations has determined a form change/modification is necessary to better facilitate and document the responding officer(s) investigative efforts. Audit Division utilized the Missing/Found Persons Investigation Report, Form 03.16.00, "Date/Time of Formal Report to Police" box, located in the upper right corner of the form, as the start time from which officers had two hours to obtain a DR number for the National Crime Information Center (NCIC) data entry.

However, according to Department Manual Section 4/712.10, the start of the two hours should be measured from the time the investigating officer(s) determine that a Missing/Found Person Report should be taken, not from the time that the reporting party reports a person as missing.

Department Manual Section 4/712.10, National Crime Information Center (NCIC) information entry, Officer's Responsibilities, states, *"To ensure that missing person report information is entered into NCIC within a timely manner, officers shall obtain a Division of Records (DR) number within two hours of determining that a Missing/Found Persons Investigation Report, Form 03.16.00, will be completed for any missing person (e.g., juvenile or adult)."*

The current preliminary investigative general practice utilized by the investigating officer(s) to determine if a person is missing is as follows:

- Person Reporting (PR) interview;
- obtain current photo of person in question;
- additional police unit and supervisor request if applicable; and,
- location search, source checks;
 - master inquiry
 - Mental Evaluation Unit telephonic inquiry
 - Detective Support and Vice Division Missing Persons Unit telephonic inquiry
 - local hospital/or 24 hour medical clinic telephonic inquiry
 - Division of Records Clerk telephonic inquiry for traffic collision information
 - Inmate Reception Center-Los Angeles County Jail inquiry
 - County Coroner's Office inquiry
 - Probation Department Intake Detention Center inquiry
 - Area Juvenile Detective notification if applicable; and,
 - any follow-up location checks provided by the PR.

These are the preliminary investigative protocols utilized to determine if the person is in fact missing. The revisions to the Missing/Found Persons Investigation Report, Form 03.16.00, will allow for the necessary time needed for the investigating officer(s) to complete a thorough preliminary investigation. Once the determination has been made that the person in question is missing, the two hour time period to obtain a DR number would begin.

- **Missing/Found Persons Investigation Report, Form 03.16.00 – Modified Version**
 - A box will be added titled, "Date/Time Police Determined Missing." This box will also include the following text in parenthesis, "Start of 2 hours."

Objective No. 1(b) Retention of NCIC Printout

Audit procedures – The Department met the standard if an NCIC printout was located with the Missing/Found Persons Investigation Report. Additionally, AD was advised that original NCIC printouts are also filed within Detective Support and Vice Division, and therefore the respective files were located to determine whether the NCIC printout was present.

Department Manual Section 4/712.10, Missing/Found Persons, states, *“Upon returning to the Area station, officers shall obtain and attach the NCIC printout to the Missing/Found Persons Investigation Report. The completed report, along with the NCIC printout, shall then be submitted to the Area watch commander for approval.”*

The Office of Operations has reviewed all current policy regarding Missing/Found Persons Investigation Reports with regard to retention of the NCIC printout. It was determined a form change/modification to incorporate supervisory oversight is necessary.

- **Missing/Found Persons Investigation Report, Form 03.16.00 – Proposed Change/Modification**
 - A check box will be added to the “Supervisor Approving” signature block which states, “NCIC printout reviewed/attached Yes.”

Objective No. 2 Timely Follow-up of Juvenile Missing/Found Persons Investigation Reports

Audit Procedures – This objective only pertained to reports of missing juveniles. Audit Division reviewed the Detective Case Tracking System (DCTS) case notes to assess when a follow-up was completed. For this audit period (January 1, 2014 through December 31, 2014) there was a total population of 847 open juvenile missing persons investigation reports on file.

The Office of Operations has reviewed current policy regarding missing juvenile investigations and associated follow-up guidelines and determined existing policy is comprehensive and sufficient. The Office of Operations will re-issue the following directives to all detectives via detective commanding officers:

- The Department Detective Operations Manual (DOM) Section I/133.00, Missing Juvenile Reports, states, *“A Follow-up Investigation, Form 3.14, indicating “Investigation Continued” shall be completed on minors who remain missing for more than 30 days (refer: DOM Volume I, Section 160.01, and Manual of Juvenile Procedures for multiple use and additional instructions).*
- Chief of Detectives Notice, dated December 31, 2013, Missing Juvenile Investigation Follow-Up Guidelines, states, *“This Notice is a check list that was developed in collaboration with the Detective Support and Vice Division, Missing Persons Unit, and Juvenile Division to assist Area Detectives/Investigators with conducting thorough and timely missing juvenile investigations and follow-up. The guidelines are intended to supplement existing Department investigative protocols.”*

Commanding Officer, Audit Division

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1.11

To further ensure compliance with this objective, a COMPSTAT reporting procedure will be added. This added level of oversight would require that the Area Commanding Officer provide a verbal presentation to Department Command Staff on any Juvenile Missing/Found Person report which has deviated from Department follow-up procedures. The new change will be documented on Page four of the COMPSTAT profile.

If you have any questions, please contact Lieutenant Daniel Randolph, Evaluation and Administration Section, Office of Operations, at (213) 486-6050.



MICHEL R. MOORE, Assistant Chief
Director, Office of Operations

Attachment