

# **Loaned Executive Management Assistance (LEMAP) Report for the Bremerton Police Department**

**Completed June 25, 2013**

**Washington Association of Sheriffs and Police Chiefs (WAPSC)**

**Summary by Chief Steve Strachan, Bremerton Police Department**

## **INTRODUCTION**

The Washington Association of Sheriffs and Police Chiefs (WASPC), the statewide organization for all law enforcement administrators, was contracted in March of 2013 to complete a Loaned Executive Management Assistance Program (LEMAP) audit of the department. The goal is to provide, during a time of leadership transition, a critical and objective look at the department through the eyes of peer professionals. Following this LEMAP process, the information provided will provide excellent input on how we will move forward and make a good department even better.

### Executive Summary

The department has gone through substantial resource reductions and organizational disruption. Now is the time to develop a strategic plan to guide where the department should be in future years. As noted in the report, “the LEMAP team was impressed with the professionalism of all employees we came in contact with.” The report provides a set of findings and recommendations organized by topic areas based on best practices and potential WASPC accreditation for the agency.

Overall, the recommendations can be summarized as:

- We need a strategic plan
- We need to complete our in-progress update of policies
- We need to look at a role definition for command staff, and coordination between our Patrol, Special Operations and Detective units
- We need to better develop our Sergeants and provide succession planning
- We need to provide a better crime analysis function
- We need to improve our personnel evaluation system

### Next Steps

Our next steps are:

- To use this document to communicate and provide a monitoring tool or “dashboard” for progress and completion of the LEMAP recommendations, both internally and externally **ATTACHED**
- To immediately begin the process of developing a strategic plan, along with a mission and vision statement for the department

THE STRATEGIC PLAN HAS BEEN DEVELOPED, INTRODUCED IN FACE-TO-FACE TRAINING SESSIONS TO ALL DEPARTMENT MEMBERS, AND IS BEING MONITORED WEEKLY AS PART OF THE “DASHBOARD”

- To complete policy updates using LEXIPOL documents and work toward full WASPC accreditation, which will help ensure ongoing best practices and risk management  
LEXIPOL HAS BEEN FULLY IMPLEMENTED AND DAILY TRAINING BULLETINS ARE BEING CONDUCTED AND DOCUMENTED
- Communicate our goals, progress and work both to our members and the community  
PART OF THE “DASHBOARD” PROCESS AS WELL AS MONTHLY COUNCIL UPDATES, MONTHLY CABLE TV ACCESS, WEEKLY NEWSLETTERS TO THE COMMUNITY, AND TWITTER MESSAGES
- Overview and progress of specific recommendations

## Section 1- ADMINISTRATIVE STANDARDS

### Chapter 1 – Goals and Objectives

- 1.1 Initiate a collaborative and inclusive process in crafting the Mission, Vision and Values statements.  
Status: (Responsible: Chief Strachan) **COMPLETED**
- 1.2 Initiate a deliberate and inclusive strategic planning process. This process should include input from members of the department, city staff, Mayor, City Council and the various stakeholders within the community. The plan should include specific assignments to staff along with a timeline for implementation.  
  
Status: (Responsible: Chief Strachan) **COMPLETED**

*Comments:* The Strategic Plan process has already been in the works and will help us answer the question, “What do we want to look like in 5 years?” After having been reactive for some time, our goal is to seek input and develop a strong, simple and well-communicated plan to drive our future decisions.

### Chapter 2 – Role and Authority

- 2.1 Either prioritize the training and implementation of LEXIPOL or immediately initiate a comprehensive review of current policies and procedures that relate to search, seizure and individual rights to ensure they are aligned with state and federal law.

Status: LEXIPOL (A nationally recognized policy system) has already been introduced and has been in the process of review and approval for many months. Our old and outmoded policies will be replaced within a few months and we will introduce and train the new policies. (Responsible: Capt. Burchett)

Comments: The need for expediting the policy changes to the LEXIPOL based system are one of the most significant elements of the LEMAP recommendations and our team is working daily with the Guild and staff to review, approve and finalize this system. **COMPLETED**

### Chapter 3 – Use of Force

3.1 Identify media relations personnel, provide them contemporary training and assist them in building relationships with local media sources. Ensure the agency speaks with one voice following any use of force application that produces media attention.

Status: Completed – Lt. Fisher or the Chief will provide a single point of contact in these cases.  
(Responsible: Chief Strachan) **COMPLETED**

3.8 Install control measures for the BPD armory that restrict access and account for every item entering or leaving the room. The armory should be subject to unannounced command level audits that inspect paperwork and confirms inventory.

Status: Capt. Wolfe has restricted access to firearms instructors only and will complete unannounced audits as recommended. (Responsible: Capt. Wolfe) **COMPLETED**

*Comments:* LEMAP provided a very positive review of our Use of Force policies, training and review, but we can still improve some of our systems and we will implement the recommendations.

#### **Chapter 4 – Management, Staffing, Organization and Utilization of Personnel**

4.1 Complete an overarching staffing utilization analysis across both the Operations and Support Divisions where every position and assigned tasks is evaluated against the agency mission. Look for opportunities where:

- Sergeants can be better utilized as part of the agency's leadership team,
- Consider a civilian position to have oversight of training records, crime analysis and possibly future accreditation,
- Evaluate the need for a civilian manager,
- Review the warrants unit operations and scope,
- Evaluate the Master Patrol Officer program for authentic adjustment or elimination.

Status: Analysis will occur following the development of our new Strategic Plan, so we have a benchmark against which to evaluate. Evaluation of the Warrants Unit is in progress, and discussion of the future of the Master Patrol Officer (MPO) Program is underway with police guild as a part of our contract negotiations. (Responsible: Chief Strachan) **IN PROCESS- PROJECTED COMPLETION FALL 2014**

4.3 Formalize and complete a yearly analysis of vehicle pursuits, use of force, and internal investigations.

Status: (Responsible: Lt. Fisher) **DATABASE BUILT- PROJECTED COMPLETION FALL 2014**

4.4 As a priority, BPD must develop, train staff and launch the LEXIPOL policy system as soon as possible.

Status: (Responsible: Capt. Burchett) **COMPLETED**

4.4 Once LEXIPOL is completely installed in the agency, consider implementing an electronic distribution and notification system related to all policy updates, directives and department notifications.

Status: (Responsible: Capt. Burchett) **COMPLETED**

*Comments:* Following staffing reductions and the necessarily reactive nature of these changes, the LEMAP recommendations are centered on moving from “reactive” to “strategic” in light of the new environment. This LEMAP process provides us with good, objective information to provide the foundation and baseline to make that move.

## **Chapter 5 – Records Management**

- 5.3 Implement a second party verification of updates to the case record of “cleared or cancelled” entries such as warrants, to reduce the risk of mistakes.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 5.5 Consider designating one staff member as a public disclosure specialist to ensure consistency.

Status: (Responsible: Lt. Olan) **COMPLETED**

*Comments:* a strong area for our department and our staff will implement the minor changes recommended.

## **Chapter 6 – Information Technology**

No recommendations.

## **Chapter 7 – Unusual Occurrences**

- 7.1 Ensure all sworn officers and civilian employees have completed IS 700 and ICS 100.

Status: (Responsible: Lt. Fisher) **ADDED TO TRAINING FOR ALL INCOMING OFFICERS; RESEARCHING ADDED TRAINING FOR CURRENT STAFF**

- 7.2 Update the Citywide Comprehensive Emergency Management Plan (CEMP)

Status: Working with Fire Chief and Emergency Management to determine what improvements are needed. (Responsible: Capt. Wolfe) **COMPLETED**

- 7.3 Identify a BPD commander that is responsible for emergency management and require that person to be a regular attendee at regional planning.

Status: (Responsible: Capt. Wolfe) **COMPLETED**

*Comments:* LEMAP’s main recommendation is for us to work more closely with the Fire Department and Emergency Management on our joint planning.

## **Chapter 8 – Health and Safety**

- 8.1 Develop, implement and train staff on agency policy regarding Occupational Health.

Status: Under development, implementation planned Fall 2013. (Responsible: Lt. Fisher) **IN PROGRESS**

8.2 Create inspection protocols for all vehicles and personally assigned equipment, with inspections conducted monthly.

Status: (Responsible: Lt. Fisher) **WILL BE PART OF NEW EVALUATIONS**

8.2 Develop a PPE kit and allow for proper storage and access in every vehicle.

Status: (Responsible: Lt. Fisher) **IN PROGRESS**

8.2 Develop and train staff on BPD exposure control plan.

Status: (Responsible: Lt. Fisher) **IN PROGRESS**

8.4 Either issue individually, or make available, reflective traffic vests that meet 2009 ANSI requirements.

Status: (Responsible: Lt. Fisher) **COMPLETED**

8.5 Develop protocols and provide a single stop location for storage, handling and cleaning of equipment exposed to possible biohazards.

Status: (Responsible: Lt. Fisher) **IN PROGRESS**

Comments: Recommendations are good and almost have already been implemented.

## **Chapter 9 – Fiscal Management**

9.2 Provide quarterly briefings of all command staff, and possibly all personnel, on budget status.

Status: (Responsible: Capt. Burchett) **COMPLETED**

9.3 Each division should have control and responsibility of expenditures in their respective budgets.

Status: (Responsible: Capt. Burchett) **COMPLETED**

9.6 Conduct periodic additional unannounced spot audits of the Special Operations Group Sergeants' buy fund.

Status: (Responsible: Capt. Burchett) **COMPLETED**

*Comments:* Most recommendations in this area are about communicating our budget status to all department members and going "above and beyond" on our current robust auditing system, in conjunction with the City Auditor.

## **Chapter 10 – Recruitment and Selection**

10.1 Chief should be more directly involved in selection and hiring.

Status: (Responsible: Chief Strachan) **COMPLETED**

- 10.2 Ensure all background investigators receive contemporary training.  
Status: (Responsible: Capt. Burchett) **IN PROGRESS AS BUDGET IS AVAILABLE**
- 10.5 Confirm the credentials of all polygraphists used.  
Status: (Responsible: Capt. Burchett) **COMPLETED**
- 10.6 Ensure applicant file security.  
Status: (Responsible: Capt. Burchett) **WORKING WITH HUMAN RESOURCES**
- 10.7 Explore a different storage system for all personnel related files.  
Status: (Responsible: Capt. Burchett) **COMPLETED**

*Comments:* As I have done before, I will be directly involved in interviewing all applicants before being hired, and the LEMAP team provided good input on small improvements in our system.

### **Chapter 11- Training**

- 11.2 Consider designating a Field Training Program Coordinator.  
Status: (Responsible: Capt. Wolfe) **UNDER REVIEW- BASED ON WORKLOAD**
- 11.2 Consider reducing the pool of FTO's and increase training.  
Status: (Responsible: Capt. Wolfe) **WE HAVE SEVERAL NEW EMPLOYEES COMING ONBOARD SO WE HAVE INCREASED THE NUMBER OF FTOs**
- 11.3 Automate all training records and move maintenance to a civilian.  
Status: (Responsible: Capt. Wolfe) **COMPLETED**
- 11.4 Take immediate steps to complete training in workplace harassment, cultural competency, and workplace violence.  
Status: (Responsible: Capt. Burchett) **WORKING WITH CITY HUMAN RESOURCES**
- 11.5 Consider appointing a training officer or sergeant responsible for coordinating in-service training.  
Status: (Responsible: Capt. Wolfe) **UNDER REVIEW- BASED ON WORKLOAD**
- 11.6 Consider assigning specific persons to run the interactive shooter "FATS" system and consider strengthening partnerships with other agencies for its use.  
Status: (Responsible: Capt. Wolfe) **IN PROGRESS**

*Comments:* As is the case with many departments, we would like to increase our training opportunities within existing budget constraints. LEMAP's specific recommendation in regard to high risk training will be taken into account, and we are currently reviewing some schedule changes which would substantially increase our ability to provide training.

## **Chapter 12 – Performance Evaluation**

12.1 Continue working on the evaluation changes that have been started and suspended. Include a management tool or log, which tracks frequency, as well as clearly defined benchmarks.

Status: (Responsible: Capt. Burchett) **FINAL CHANGES FORWARDED TO CIVIL SERVICE- NEARLY COMPLETED**

12.2 Conduct a review of the Field Training Officer system and remove areas that are not relevant or are duplicative.

Status: (Responsible: Capt. Burchett) **COMPLETED**

12.2 Consider development of a modified training program for newly promoted supervisors.

Status: (Responsible: Capt. Burchett) **IN PROGRESS**

*Comments:* Our evaluation system has already been under a substantial review to accomplish exactly the goals mentioned in the LEMAP process.

## **Chapter 13 – Code of Conduct**

13.2 Ensure policy language exists that protects employees from workplace retaliation and/or provides whistleblower protection.

Status: (Responsible: Capt. Burchett) **COMPLETED**

13.3 Confirm future policy covers periodic training about the prohibition of racial profiling and/or bias policing.

Status: (Responsible: Capt. Burchett) **COMPLETED**

*Comments:* A new Code of Conduct will be part of our upcoming policy changes.

## **Chapter 14 – Internal Affairs**

14.1 Complaint forms should be simple, straight forward and prepared in appropriate languages.

Status: (Responsible: Lt. Olan) **FINALIZING FORMS**

14.1 Initial complaints should be forwarded to the Division Commander for classification, and serious misconduct should be forwarded directly to the Chief of Police for assignment.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 14.1 Legal counsel for the City should promptly notify the department whenever civil claims are filed arising out of alleged misconduct, and the department should investigate every significant claim.

Status: (Responsible: Chief Strachan, City Attorney Lubovich) **COMPLETED**

- 14.2 All complaints should be investigated and just not reviewed, at a minimum, with follow up inquiries regarding the nature of the complaint.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 14.2 Processing should be consistent throughout the department.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 14.2 Investigative personnel should receive specific recurring training focused on internal investigative practices that include labor agreements and procedures. Files should be consistent.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 14.2 Internal investigators, while serving in that role, should have chain of command reporting responsibility directly to the Chief of Police.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 14.2 All interviews should be recorded.

Status: (Responsible: Lt. Olan) **COMPLETED**

- 14.2 Agency policy should advise and mandate reporting and responsibility of witnessing misconduct.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 14.2 Findings not sustained should be available for reference in future investigations and in completing evaluation.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 14.2 All findings should be available for training, counseling and assignment purposes.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 14.2 All complaints of misconduct must be investigated, not sustained findings should be the exception and not the rule, and must be based on all available evidence and a preponderance of the evidence standard.

Status: (Responsible: Capt. Burchett) **COMPLETED**



- 14.4 Establish protocols, preferably with a form letter, notifying complainants of the disposition.  
Status: (Responsible: Lt. Olan) **IN PROGRESS**
- 14.5 Review Washington State retention guidelines to ensure compliance with destruction of complaints.  
Status: (Responsible: Capt. Burchett) **COMPLETED**
- 14.5 Consider legal counsel for every public disclosure request involving complaints against police employees.  
Status: (Responsible: Capt. Burchett) **COMPLETED**

Comments: Minor but important changes recommended for the Internal Affairs function, and we will work to ensure our professional standards processes are transparent and consistent with best practices.

## **Section 2 – OPERATIONAL STANDARDS**

### **Chapter 15 – Patrol Function**

- 15.3 Address the radio communications dead spot issue as a priority.  
Status: (Responsible: Capt. Wolfe) **BEING REVIEWED- HIGH COST AND CEN COM WILL NEED TO BE INVOLVED**
- 15.7 Train all supervisors on the Amber Alert system.  
Status: (Responsible: Capt. Wolfe) **WILL BE ADDRESSED AT NOV/2014 TRAINING**
- 15.7 The Operations Lieutenant will likely be involved in Incident Command and therefore should not be the Public Information Officer (PIO).  
Status: For large incidents, the Chief of Police will serve as PIO. Reviewing additional training for sergeants to serve as well. (Responsible: Lt. Fisher) **COMPLETED**
- 15.8 As a priority, update agency policy and provide training on dealing with the mentally ill.  
Status: Working with other Kitsap County agencies on Mentally Ill and Drug Dependent (MIDD) training. (Responsible: Chief Strachan) **GRANTS SUBMITTED, AWAITING REVIEW**

*Comments:* The Mental Health Sales Tax changes being reviewed by Kitsap County will likely affect training outcomes and resources.

### **Chapter 16 – Traffic Function**

- 16.0 In the absence of a crime analyst, consider a common location for traffic data and information of the City Intranet, to be used for deployment and to identify problem areas.  
Status: (Responsible: Lt. Fisher) **COMPLETED (BAIR ANALYTICS CRIME ANALYSIS SOFTWARE COMING ONLINE)**

Comments: Minor change.

## **Chapter 7 – Investigative Function**

- 17.1 Conduct an assessment of the investigative function, including an assessment of the work space at headquarters and where SOG located, chain of command, current work schedule, asset forfeiture, regional peer review of SOG, and regular inspections.

Status: (Responsible: Chief Strachan) **COMPLETED**

- 17.7 Strengthen BPD informant policy and practices by memorializing in policy logs, written documentation of discontinuation, and receipts processes and standardization.

Status: (Responsible: Capt. Burchett) **IN PROGRESS**

*Comments:* The LEMAP team recommends a “top down” review of the relationship between SOG and detectives, ensuring they are communicating pertinent intelligence and case information. Our anecdotal information is that this is being done already, but the recommendation provides us with an opportunity to explore how we can do it better.

## **Chapter 18 – Evidence and Property Control Function**

- 18.2 Develop policy that identifies roles and responsibilities for those involved with seizure and forfeiture, including notification protocols that comply with state and federal law.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 18.3 Develop policies and procedures for notification of owners whose property is in our custody.

Status: (Responsible: Capt. Burchett) **COMPLETED**

- 18.10 Update the job description of evidence room staff.

Status: (Responsible: Lt. Olan) **IN PROGRESS**

*Comments:* The LEMAP staff member commented that our evidence policies, procedures, facility and staff “are among the best we have ever seen.” Our challenge is to keep up that high level and our excellent staff should be very proud of their work.

## **Chapter 19 – Prisoner Security**

- 19.6 If interview rooms are to be used for secure holding, develop policies to ensure compliance with standards.

Status: (Responsible: Capt. Wolfe) **COMPLETED**

- 19.7 Review holding procedures for juvenile status offenders.

Status: (Responsible: Capt. Wolfe) **COMPLETED**

19.8 Document the observation of juvenile offenders being held every 15 minutes.

Status: (Responsible: Capt. Wolfe) **COMPLETED**

*Comments:* Good recommendations from LEMAP about the potential crossover of using interview rooms as holding rooms, and what we need to do if they are used for that purpose.