

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT



CONTINUING PROFESSIONAL TRAINING AUDIT
COUNTYWIDE SERVICES DIVISION
PARKS BUREAU
No. 2018-4-A

JIM McDONNELL
SHERIFF

May 1, 2018

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
Audit and Accountability Bureau**

**CONTINUING PROFESSIONAL TRAINING AUDIT –
COUNTYWIDE SERVICES DIVISION – PARKS BUREAU
Project No. 2018-4-A
Audit Report**

PURPOSE

The Audit and Accountability Bureau (AAB) conducted the Continuing Professional Training Audit – Countywide Services Division, Parks Bureau under the authority of the Sheriff of Los Angeles County. The audit was performed to determine how the Los Angeles County Sheriff's Department (Department), Countywide Services Division, Parks Bureau (Parks Bureau), and Professional Standards and Training Division, Training Bureau (Training Bureau), complied with the biennial training standards required by the Commission on Peace Officer Standards and Training (POST) and by the Department's Manual of Policy and Procedures (MPP).

The AAB conducted this performance audit under the guidance of Generally Accepted Government Auditing Standards.¹ The AAB determined the evidence obtained was sufficient and appropriate to provide a reasonable basis for the findings and conclusions based on the audit objectives.

BACKGROUND

The POST was established in 1959 by the California Legislature to set minimum selection and training requirements to enhance professionalism and raise the level of competence of California law enforcement. Under current POST requirements, all peace officers (other than Level III Reserve Peace Officers),² and public safety dispatcher personnel must complete 24 hours of Continuing Professional Training (CPT)³ for each two-year cycle as defined by POST. For those peace officers who are below middle management,⁴ assigned to patrol, traffic, or investigation, and routinely

¹ United States Government Accountability Office – By the Comptroller General of the United States, December 2011, Government Auditing Standards 2011 Revision.

² Commission on Peace Officer Standards and Training, Reserve Peace Officer Program (RPOP), <https://www.post.ca.gov/reserve-peace-officer-program-rpop.aspx>, Level III Penal Code sections 830.6(a)(1) and 832.6(a)(3), Level III reserve officers may perform specified limited support duties, and other duties that are not likely to result in physical arrests, while supervised in the accessible vicinity by a Level I reserve officer or a full-time regular officer. Additionally, Level III reserve officers may transport prisoners without immediate supervision.

³ Commission on Peace Officer Standards and Training, Section D – Training Procedures Commission Procedure D-2-2 Recommended CPT Topics and Advanced Officer Requirements, <https://post.ca.gov/Commission-Procedure-D-2-Continuing-Professional-Training-and-Perishable-Skills>, The Commission recommends the following topics be considered for CPT, but not required, for officers assigned to enforcement duties: new laws, recent court decisions and/or search and seizure refresher, officer survival techniques, new concepts, procedures, technology, discretionary decision making (practical field problems), civil liability-causing subjects, and ethics.

⁴ Commission on Peace Officer Standards and Training, Section B – Regulations, Regulation 1001. Definitions, <https://www.post.ca.gov/regulation-1001-definitions.aspx>, "Middle Management Position" is a management peace officer position between the first-level supervisory position and the department head position, for which

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effect the physical arrest of criminal suspects, 14 of those 24 hours must be specific Perishable Skills Program (PSP) and Communication training. Peace officers working 90 percent of their time on administrative duties and reserve deputies are exempt from PSP, but are required to complete 24 hours of POST certified CPT courses.

The Department adopted POST's standards as policy. In Department policy, it identifies the rank structure up to lieutenant as "below middle management," and the Law Enforcement Technician (LET) position as "public safety dispatcher personnel." Training Bureau is responsible for monitoring and tracking of the CPT for Department personnel.

PRIOR AUDIT

A Continuing Professional Training Audit (Project No. 2017-7-A) examining the East Patrol Division was conducted and the report was published on September 19, 2017. The audit identified several areas in need of improvement. The audit included nine recommendations. Currently, the Department has implemented one recommendation and the remaining eight are in progress.

METHODOLOGY

Scope

Countywide Services Division Headquarters, Parks Bureau was selected for this audit and is comprised of North, South, and East Zones. A review of the Training Bureau's recording of CPT in the Electronic Data Interchange (EDI) and the Los Angeles County Learning Net, Learning Management System (LMS) was also conducted.

The audit also included an examination of all available records from the EDI, LMS, and each employee's training file. The EDI system allows POST participating agencies and course presenters to submit and process information to POST via a secured website. The LMS provides online learning courses to employees of Los Angeles County. The systems provide users with immediate access to various reports including CPT, PSP, and other courses taken by Department personnel. The EDI and LMS were used to determine if Parks Bureau personnel were in compliance with PSP and CPT hours according to POST requirements and the Department's MPP.

commensurate pay is authorized, and is responsible principally for management and/or command duties. The middle management position is most commonly the rank of lieutenant or higher.

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This audit encompassed five main objectives:

- The POST Mandated Training: Recurring Training, Continuing Professional Training – Sworn and Professional Staff – Determine if the Department's Parks Bureau personnel completed a minimum of 24 hours CPT certified course(s).
- The POST Mandated Training: Recurring Training, Perishable Skills Program and Communications: Determine if sworn personnel who were required to complete PSP training completed a minimum of 14 hours of PSP training.
- Unit Commander Responsibilities: Personal Training Files – Determine if the bureau maintained CPT personal training records for all mandated staff.
- Unit Commander Responsibilities: Personal Information – Determine if training records were maintained separately from personal information.
- Unit Commander Responsibilities: Inspection Process – Determine if the station training programs were inspected by Division command personnel at least once per year.

Applicable Regulations and Guidelines

Commission on Peace Officer Standards and Training Administrative Manual,
Section B: Regulation 1005:

- Section (d)(1), Continuing Professional Training (Required)
- Section (d)(4), Perishable Skills/Communications Requirement for CPT
- Section (d)(4)(A), Perishable Skills Training
- Section (d)(4)(B), Communications Training

Department's Manual of Policy and Procedures:

- MPP §3-02/080.01: Training Requirements for Sworn Personnel
- MPP §3-02/080.02: Training Requirements for Professional Staff

Audit Time Period

The time period for this audit was from January 1, 2015, through December 31, 2016.

Audit Population

Auditors identified the population utilizing the employee rosters provided by Data Systems Bureau. The rosters reflected personnel who worked to the end of the two-year cycle (December 31, 2016) in a peace officer and/or public safety dispatcher

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capacity. The auditors identified 215 personnel who were subject to completing CPT requirements and randomly selected 78 personnel for review.⁵ The sample was stratified to include peace officers of all levels (chief, commander, captain, lieutenant, sergeant, deputy, and reserve deputy) and public safety dispatcher personnel (Law Enforcement Technician). Level III Reserve Deputies were not assigned to Parks Bureau. Auditors identified 35 Sheriff Security Officers (SSO) who were assigned to Parks Bureau. The SSO's were excluded from the audit because they are not mandated to attend CPT or PSP training.

SUMMARY OF AUDIT FINDINGS

The management and staff at Parks Bureau and the Training Bureau were accommodating and cooperative in providing the necessary information and in validating the findings.

The Parks Bureau achieved varied results for the objectives. The results of the audit are summarized in Table No. 1 on the following page.

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⁵ Using a statistical one-tail test with a 95% confidence level and a 4% error rate, a statistically valid sample was identified.

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Table No. 1: Summary of Audit Findings

Objective No.	Audit Objectives	Met the standard
1	POST MANDATED TRAINING: RECURRING TRAINING	
1(a)	CONTINUING PROFESSIONAL TRAINING - SWORN AND PROFESSIONAL STAFF	
	<i>Determine if mandated personnel completed a minimum of 24 hours CPT certified course(s)</i>	54%
1(b)	PERISHABLE SKILLS PROGRAM AND COMMUNICATIONS	
	<i>Determine if sworn personnel who were required to complete PSP training completed a minimum of 14 hours of PSP training</i>	8%
2	UNIT COMMANDER RESPONSIBILITIES: TRAINING RECORDS	
2(a)	PERSONAL TRAINING FILES	
	<i>Determine if the unit maintained CPT training records for all mandated staff</i>	84%
2(b)	PERSONAL INFORMATION	
	<i>Determine if training records were maintained separately from Personal Information</i>	89%
3	INSPECTION PROCESS	
	<i>Determine if the unit training programs were inspected by the Division's command personnel at least once per year</i>	0%

Objective No. 1 – POST Mandated Training: Recurring Training

Objective No. 1(a) – Continuing Professional Training – Sworn and Professional Staff

Criteria

Commission on Peace Officer Standards and Training Administrative Manual, Section B, Regulation 1005, Minimum Standards for Training, Section (d)(1), Continuing Professional Training (Required) states:

...Every peace officer (other than a Level III Reserve Peace Officer), every Public Safety Dispatcher, and every Public Safety Dispatch Supervisor shall satisfactorily complete the CPT requirement of 24 or more hours of POST-qualifying training during every two-year CPT cycle, based on the statewide CPT Anniversary Date as specified in subsection 1005(d)(2)....

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Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel (revised October 15, 2015) states:

...Continued Professional Training (CPT) – All deputies, sergeants, and lieutenants who are assigned to patrol, traffic, or investigation who routinely effect the physical arrest of criminal suspects are required to receive the P.O.S.T. specified hours of CPT instruction once every two years....

...Lieutenants and those sworn employees (i.e., operations sergeant, station court deputy, et cetera) working 90% administrative duties are required to meet the CPT requirement by completing 24 hours of any P.O.S.T. certified course(s)....

Manual of Policy and Procedures, Section 3-02/080.02, Training Requirements for Professional Staff (revised October 15, 2015) states:

Law Enforcement Technician ... POST requires 24 hours of Continuing Professional Training (CPT), scheduled by their unit of assignment, every two years for all LET's and Public Response Dispatchers....

Audit Procedures

Auditors reviewed EDI transcripts, LMS transcripts, and personal training files to determine if all mandated personnel completed a minimum of 24 hours of CPT certified courses within the two-year period specified. The POST requirements mandate all sworn personnel and dispatcher personnel receive CPT training.

Findings

For this objective, 42 of the 78 (54%) peace officers and public safety dispatcher personnel met the standard. Thirty-six personnel did not meet the standard because they did not complete 24 hours of CPT.

The Parks Bureau achieved varied results for the objectives. The results of Objective No. 1(a) are summarized in Table No. 2 on the following page.

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Table No. 2: Objective No. 1(a)

Continuing Professional Training – Sworn and Professional Staff		
Rank	Met the Standard	In Compliance
Chief	1 of 1	100%
Commander	1 of 1	100%
Captain	1 of 1	100%
Lieutenants	2 of 4	50%
Sergeants	4 of 7	57%
Deputies and Reserve Deputies*	29 of 57	51%
Law Enforcement Technicians	4 of 7	57%

*Level III Reserve Deputies were not assigned to Parks Bureau during the time period

Objective No. 1(b) – Perishable Skills Program and Communications

Criteria

California Peace Officer Standards and Training Administrative Manual, Section B: Regulation 1005, Minimum Standards for Training, Section (d)(4), Perishable Skills/Communications Requirement for CPT (revised February 23, 2017) states:

Effective January 1, 2002, all peace officers (except reserve officers) below the middle management position and assigned to patrol, traffic, or investigation who routinely effect the physical arrest of criminal suspects are required to complete Perishable Skills and Communications training. In-lieu of completing the training, the requirement may be met by successfully passing a presenter-developed test that measures the approved training objectives.

California Peace Officer Standards and Training Administrative Manual, Section B: Regulation 1005, Minimum Standards for Training, Section (d)(4)(A), (revised February 23, 2017) states:

Perishable Skills training shall consist of a minimum of 12 hours in each two-year period. Of the total 12 hours required, a minimum of 4 hours of each of the three following topical areas shall be completed:

- *Arrest and Control*
- *Driver Training/Awareness or Driving Simulator*
- *Tactical Firearms or Force Options Simulator*

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California Peace Officer Standards and Training Administrative Manual, Section B: Regulation 1005, Minimum Standards for Training, Section (d)(4)(B), (revised February 23, 2017) states:

Communications training either tactical or interpersonal, shall consist of a minimum of 2 hours in each two-year period as specified in PAM⁶ Section D-2.

Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel, POST Mandated, Recurring Training (revised October 15, 2015) states:

Continued Professional Training (CPT) - All deputies, sergeants, and lieutenants who are assigned to patrol, traffic, or investigation who routinely effect the physical arrest of criminal suspects are required to receive the POST specified hours of CPT instruction once every two years. All sergeants and deputies are required to receive 14 of those hours in the "Perishable Skills" areas listed below:

- *Tactical Communications – 2 hours;*
- *Firearms – 4 hours;*
- *EVOC – 4 hours; and*
- *Arrest/Control – 4 hours.*

Audit Procedures

Auditors reviewed EDI transcripts, LMS transcripts, and personal training files to determine if all mandated personnel completed a minimum of 14 hours of PSP training. For this objective, personnel defined by POST as "middle management" were not required to complete PSP training. Therefore, 16 of the 78 personnel were excluded for this objective. Auditors reviewed training records for the remaining 62 employees.

Findings

For this objective, five of the 62 (8%) training records met the standard for PSP training. Fifty-seven of the remaining personnel did not meet the standard, as auditors could not locate documentation demonstrating compliance with the PSP training standard.

The Parks Bureau achieved varied results for the objectives. The results of Objective No. 1(b) are summarized in Table No. 3 on the following page.

⁶ Commission on Peace Officer Standards and Training, Section B – Regulations, Regulation 1001. Definitions, <https://www.post.ca.gov/regulation-1001-definitions.aspx>, "POST Administrative Manual (PAM)" is a document containing Commission Regulations, and Procedures, guidelines, laws, and forms relating to POST programs.

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Table No. 3: Objective No. 1(b)

Perishable Skills Program and Communications		
Location	In Compliance	Met the Standard
Sergeants	0 of 7	0%
Deputies	5 of 55	9%

Objective No. 2 – Unit Commander Responsibilities: Training Records

Objective No. 2(a) – Personal Training Files

Criteria

Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel, POST Mandated, Unit Commander Responsibilities, Training Records, Personal Training Files (revised October 15, 2015) states:

All units shall maintain training files for individual employees which shall at least contain the following documents:

- *Printout of all training the individual has received;*
- *Copies of P.O.S.T. certificates;*
- *Copies of training certificates; and*
- *Mandated tests.*

Audit Procedures

Auditors reviewed personal training files to determine if the unit maintained personal training files for individual employees and if the files contained all required documents. Four employees assigned to Parks Bureau during the audit time period transferred out prior to the initiation of the audit and were excluded from this objective. Therefore, auditors reviewed 74 personal training files.

Findings

For this objective, 62 of the 74 (84%) had personal training files and met the standard by containing all required documents. Ten personal training files did not meet the

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standard. The remaining two personal training files had not been created and were not being maintained by the unit.

Objective No. 2(b) – Personal Information

Criteria

Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel, Unit Commander Responsibilities, Training Records, Class Files (revised October 15, 2015) states:

...No documentation that contains personal information such as social security number, date of birth, address, spouse's name, children's names, health/medical information, etc., shall be included in these files....

Audit Procedures

Auditors reviewed the personal training files selected to determine if the files contained personal information. Four employees assigned to Parks Bureau during the audit time period transferred out prior to the initiation of the audit and were excluded from this objective. Therefore, auditors reviewed 74 personal training files.

Findings

For this objective, 66 of the 74 (89%) personal training files met the standard for this objective. Six personal training files included personal information in their training files. The remaining two employees did not have a personal training file for review.

The Parks Bureau achieved varied results for the objectives. The results of Objective No. 2(b) are summarized in Table No. 4 on the following page.

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Table No. 4: Objective No. 2(b)

Personal Information		
Location	In Compliance	Met the Standard
Chief	1 of 1	100%
Commander	1 of 1	100%
Captain	1 of 1	100%
Lieutenants	1 of 2*	50%
Sergeants	7 of 7	100%
Deputies and Reserve Deputies	48 of 54*	89%
Law Enforcement Technicians	7 of 7	100%

*One Lieutenant and three Deputies did not have a personal training folder and were excluded from the review of personal information.

Objective No. 3 – Inspection Process

Criteria

Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel, Inspection Process, (revised October 15, 2015) states:

Each unit shall have their training program inspected by the Division's command personnel at least once a year. The specific nature of this inspection shall be at the discretion of the concerned Chief or Division Director. It shall include, at a minimum, a review of training records for compliance with training requirements...

Audit Procedures

Auditors reviewed Parks Bureau Command Inspection records to determine if the Parks Bureau station training programs were inspected by the Division's command personnel at least once a year. In order to comply with the policy, the station's training program should have been inspected once a year during the two-year audit time period.

Findings

None (0%) of the Parks Bureau command inspections met the standard. The training inspection scheduled for the year of 2015 was not conducted. In order to meet the

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standard for this objective, a command inspection must be conducted at least once a year.

OTHER RELATED MATTERS

Other related matters are pertinent issues discovered during the audit, but were not objectives that were measurable against POST or Department policies and procedures.

Department Policy Does Not Match POST Requirements

California Peace Officer Standards and Training Administrative Manual, Section B: Regulation 1005, Minimum Standards for Training, Section (d)(4) states:

Every peace officer (other than a Level III Reserve Peace Officer), every Public Safety Dispatcher, and every Public Safety Dispatcher Supervisor shall satisfactorily complete the CPT requirement of 24 or more hours of POST-qualifying training during every two-year CPT cycle...

Manual of Policy and Procedures, Section 3-02/080.01, Training Requirements for Sworn Personnel, (revised October 15, 2015) states:

Continued Professional Training (CPT) – All deputies, sergeants, and lieutenants ... are required to receive the P.O.S.T. specified hours of CPT instruction...

...Lieutenants and those sworn employees (i.e., operations sergeant, station court deputy, et cetera) working 90% administrative duties are required to meet the CPT requirement by completing 24 hours of any P.O.S.T. certified course(s).

The POST requirements mandate all sworn personnel and dispatcher personnel receive CPT training; however, Department policy is unclear as to whether sworn personnel above the rank of Lieutenant should complete CPT training.

Accuracy in Recording POST Courses tracked in EDI and LMS

The tracking systems for PSP and CPT certified courses completed by Department personnel are entered into EDI and LMS. The POST only allows CPT certified courses be entered into EDI. However, Training Bureau is responsible for entering completed attendance training rosters in both the EDI and LMS systems, resulting in duplicate data entries creating potential errors. Auditors noted classes recorded in one system were not always recorded in the other system. In addition, classes were recorded in LMS by either the "registration date" or "successful date." Auditors found that neither of these

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dates were the actual date the employee attended the class. Furthermore, identical courses sometimes had different course titles. In some cases, the same course was identified as CPT certified and the other not identified as CPT certified in LMS.

Access to Training Tracking Systems

The Parks Bureau training staff are responsible for ensuring their personnel complete the required CPT training, but they have limited access to LMS and no access to the EDI system. Without access, it is difficult to verify if personnel assigned to the bureau, have completed their training requirements.

Sheriff Security Officers

An SSO is a non-peace officer position assigned to provide security in and around County facilities and properties contracting for security services with the Department.⁷ The SSO's are required by the Department to carry firearms while performing their security duties.

The Department requires SSO's to report quarterly, and achieve a minimum passing score of 70 in the Handgun Combat Qualification Course.⁸ However, no additional CPT or PSP training is required by the Department or POST. Any training received by an SSO after the academy program is at the discretion of the command staff at their unit of assignment.

CONCLUSION

The resulting recommendations coincide with the findings and conclusion from all objectives and other related matters. They are intended to provide Department management with a tool to correct deficiencies and improve performance.

⁷ State of California Penal Code §831.4 (b)(c):A sheriff's or police security officer is a public officer is not a peace officer nor a public safety officer as defined in Section 3301 of the Government Code. A sheriff's or police security officer may carry or possess a firearm...and other safety equipment and weapons authorized by the sheriff or police chief while performing the duties authorized...and under the terms and conditions specified by the sheriff or police chief. These persons may not exercise the powers of arrest of a peace officers, but may issue citations for infractions if authorized by the sheriff or police chief. Each sheriff's or police security officer shall satisfactorily complete a course of training as specified in section 832 prior to being assigned to perform his or her duties. This section does not preclude the sheriff or police chief from requiring additional training requirements.

⁸ The MPP §3-01/050.65, Basic Shooting Requirements, December 2014.

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RECOMMENDATIONS

1. The POST requirements mandate all peace officers, including Level I and II reserve peace officers⁹, and dispatcher personnel complete 24 hours of CPT, including 14 specific PSP hours for specified peace officers, except reserve officers, within the assigned two-year period. It is recommended the Department revise policy to match the POST requirements and brief training personnel regarding CPT and PSP requirements. (Objective No. 1)
2. Policy indicates personal training files are required to include at least a printout of all training the employee has received including copies of POST certificates, copies of training certificates, and mandated tests. It is recommended the Department review the policy to consider a more efficient method for maintaining personal training files, such as, requiring an official current transcript in lieu of all documents required in the current policy. (Objective No. 2, Other Related Matters)
3. Policy mandates that personal training files should not contain personal information. It is recommended that Parks Bureau ensure personal training files do not contain personal information. (Objective No. 2)
4. Policy indicates each station shall have their training program inspected by the respective Division's command personnel at least once a year. The Parks Bureau should develop a mechanism to ensure that their training program is inspected annually. (Objective No. 3)
5. Completed CPT information recorded into the EDI and LMS systems is not always consistently entered into both systems. Therefore, it is recommended the Department review the tracking of CPT classes and determine if CPT needs to be recorded in both EDI and LMS. Furthermore, all station training personnel and training managers should have access to the centralized system. (Other Related Matters)

⁹Commission on Peace Officer Standards and Training, PAM Section H – Commission Procedure H-1, Definitions, Section H – Reserve Officer Program Commission Procedure H-1, A Level I Reserve refers to a trained reserve officer as described in Penal Code section 832.6 (a)(1), and who is assigned specific police functions whether or not working alone [830.6(a)(1)] OR to the prevention and detection of crime and the general enforcement of the laws of this state [830.6(a)(2)] whether or not working alone. A Level II Reserve refers to a trained reserve officer as described in Penal Code section 832.6(a)(2), who works under the immediate supervision of a peace officer who has completed the basic training course for deputy sheriffs and police officers prescribed by the Commission, and is assigned to the prevention and detection of crime and the general enforcement of the laws of this State.

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6. Auditors noted several POST certified course titles were not used in LMS creating confusion in tracking CPT training. It is recommended the Department use the official POST certified course title when entering CPT classes into LMS.
(Other Related Matters)
7. Auditors noted SSO's who carry Department issued firearms lack mandated continuous perishable skills training. We recommend the Department establish minimum training requirements to enhance safety, professionalism, and raise the level of competence of an SSO similar to those established by POST's PSP and CPT. (Other Related Matters)

View of Responsible Officials

On May 1, 2018, the Countywide Services Division – Parks Bureau command staff and Professional Standards and Training, Training Bureau command staff submitted a formal response to AAB concurring with the audit findings. A copy of the report was provided to the Office of Inspector General.

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This audit was submitted on this 1st day of May, 2018, by the Audit and Accountability Bureau.

Original signature on file at AAB

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