



Why does my Law Enforcement Agency need an Early Intervention System?

Mitigate Risk, Improve Efficiencies & Increase Accountability

Law enforcement agencies (LEAs) recognize that an Early Intervention System (EIS) can be an invaluable tool for improving supervisor effectiveness and building public trust. By combining data about at-risk events with operational data, agencies may be able to provide early identification of at-risk personnel, manage corresponding early intervention activities, and ultimately preserve officers' careers.

Sierra-Cedar's **Early Intervention System** team planned, designed, developed, and implemented the invaluable tool that was instrumental in the Federal Court decision to lift the landmark Consent Decree from the City of Los Angeles.

An EIS provides law enforcement agencies with real-time enterprise dashboards, reports, and alerts from existing information derived from all their operational systems. EIS is not an Internal Affairs system; it combines data about at-risk events such as complaints and *use of force* with operational data to provide early identification of at-risk officers. The system then provides supervisors with workflow and tools to manage a series of configurable corrective actions that can ultimately preserve an officer's career. Sierra-Cedar believes the adage, "If something is predictable, it's preventable." That simple saying takes on a broader meaning when we consider several evolving realities with which every law enforcement agency must contend:

- The 10 cities with the largest police departments paid out \$248.7 million last year in settlements and court judgments in police misconduct cases—up 48% from \$168.3 million in 2010, according to data gathered by *The Wall Street Journal*.¹
 - Those same cities collectively paid out \$1.02 billion over five years in such cases, which include alleged beatings, shootings, and wrongful imprisonment.
 - When claims related to car collisions, property damage, and other police incidents are included, the total rose to more than \$1.4 billion.
- Medium and small law enforcement agencies are also experiencing a significant increase in expensive litigation associated with officer misconduct.
- A DOJ study finds police officers arrested for misconduct 1,100 times per year, or 3 per day, nationwide.²
- [According to studies cited by the National Alliance on Mental Illness \(NAMI\)](#), between 7% and 19% of police officers experience symptoms of Post-Traumatic Stress Disorder, compared to 3.5% of the general population.
 - Researchers believe the large variance is attributed to the high incidence of unreported cases.³
 - Officers suffering from even mild forms of PTSD may have impaired decision making that can lead to lapses in judgment, particularly when they are put into another stressful situation.
- More officers die of suicide than die of shootings and traffic accidents combined.⁴

1 <https://www.wsj.com/articles/cost-of-police-misconduct-cases-soars-in-big-u-s-cities-1437013834>

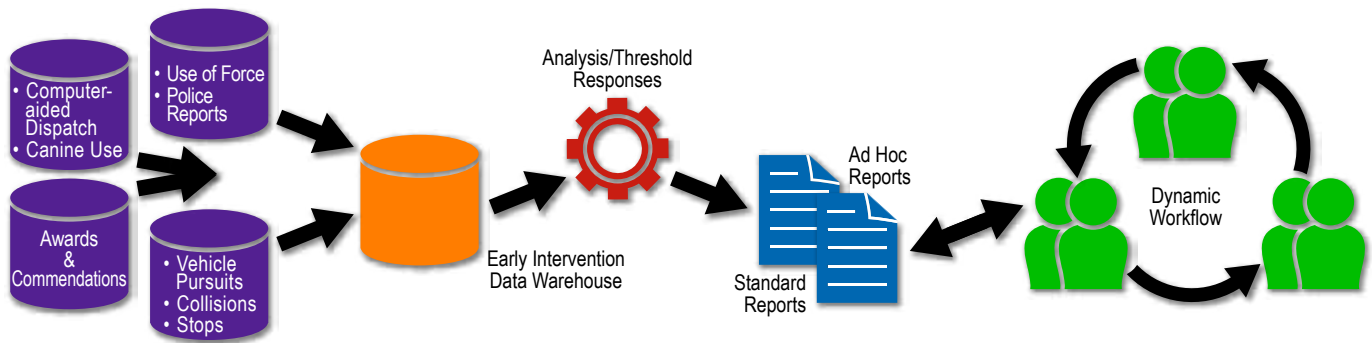
2 <https://www.ncjrs.gov/pdffiles1/nij/grants/249850.pdf>

3 <https://www.psychologytoday.com/ca/blog/cop-doc/201706/cops-and-ptsd-0>

4 https://rudermanfoundation.org/white_papers/police-officers-and-firefighters-are-more-likely-to-die-by-suicide-than-in-line-of-duty/

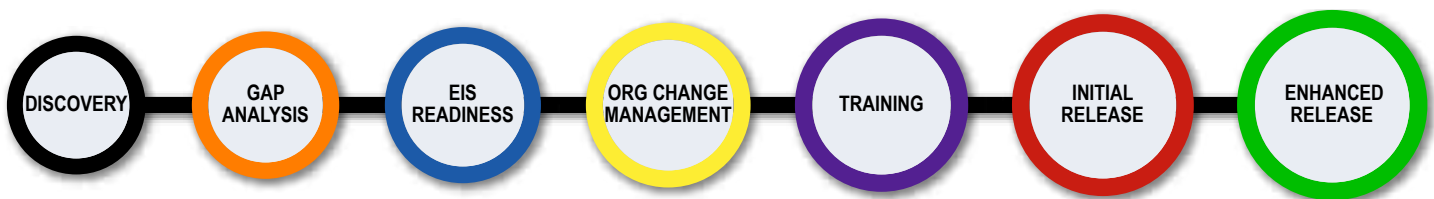
These sobering statistics gives meaning to the common adage, “Those who ignore history are doomed to repeat it.” Forward-thinking agencies are putting measures in place to make sure that lessons are learned and not repeated—for the benefit of the communities they serve, as well as the officers who serve and protect. An EIS gathers relevant data, creates reports, and identifies officers who exceed statistical thresholds established by the agencies when compared with officers with similar duties. When thresholds are triggered, the system initiates an automated workflow process that electronically routes notifications through the chain of command. The system promotes the systematic rather than subjective implementation of proactive measures. It also supports transparency: all employees have online access to the information in the EIS about themselves, while still maintaining security on the chain of command. Over time, the cumulative effects of the EIS and associated policy will change the culture of an organization and establish new standards of accountability.

The **Commission on Accreditation for Law Enforcement Agencies (CALEA) Standard** warns that a department should not be faced with a situation where an officer is alleged to have committed a serious act of misconduct where **“there was an escalating pattern of less serious misconduct, which could have been abated through intervention.”** Supervisors can review and approve pre-determined intervention action plans to provide training, counseling, or additional support services. This inclusive approach to EIS makes risk management a part of an agency’s regular operations and its culture.



Sierra-Cedar’s Fast Start Methodology

Our *Fast Start Methodology* produces a series of models based on EIS leading practices. The models illustrate EIS data sources, threshold processing, gap analysis, early intervention management, organizational change management, comprehensive training, and EIS project governance.



What internal data sources does EIS use to create the predictive model?

EIS data sources are the operational systems used by LEAs. The data sources support analysis of a variety of Officer Information and Officer Activities. Where possible, the EIS utilizes existing operational systems for the agency. Typical EIS implementations have between six and twelve data sources that can be processed through nightly data loads. The number of external data sources and the effort to import the data have key impacts on the overall EIS project effort.

| # | Common External Data Sources | EIS Data Description |
|----|------------------------------|---|
| 1 | Personnel/HR | Employee information as well as chain of command data to support automated workflow |
| 2 | Complaints/Use of Force | Internal Affairs internal investigations and case management |
| 3 | Pursuits | Officer vehicle pursuits |
| 4 | Accidents/Collisions | Officer accidents |
| 5 | Scheduling/Telestaff | Scheduling system for deployments/Assignments/Chain of Command |
| 6 | Civil Liability | Used to record legal action brought against officers |
| 7 | CAD/RMS | Dispatch and Department Record Management System (RMS) – Arrests |
| 8 | Field Based Reporting (FBR) | Incident or Event data entry, typically feeding the RMS |
| 9 | Secondary Employment | Used by the agency for EI reporting |
| 10 | Training | Used to record officer training |
| 11 | Work Injury | Used to record officer injuries while on duty |
| 12 | Canine | Used to record canine activities |

How does the EIS work?

The **EIS** combines data from a series of events that occur through the normal course of operation for each officer in the department. These events are counted or compared with other events (as a ratio) to identify the critical “measures” used by the system to trigger an alert that will be sent to the officer’s supervisors. The measures are systematically monitored until they pass a “threshold” that is determined by the department during facilitated workshops. All alerts triggered in the system must be properly reviewed and evaluated by a supervisor in the context of the officer’s duties and situation. Given that exceptional circumstances can occur in law enforcement and every event and measure needs to be fairly evaluated before any action is taken, the system is designed to allow supervisors to drill into the details of the alerts to identify why the alert was triggered and determine how much follow-up may be required. The alert reports provide command staff, independent monitors, and the citizens of the community with solid empirical evidence of the program’s authenticity and statistical results.

What business problems does the EIS solve?

- **Early Intervention:** *Does your agency have a process to correct officer conduct issues before they require formal disciplinary action?*
 - The EIS is designed to provide supervisors and officers with corrective options BEFORE formal disciplinary action is required.
 - The EIS can save an officer’s career by preventing formal disciplinary action that can affect the officer’s ability to be promoted up the ranks.

Law enforcement agencies should develop and implement “early warning” information management systems, to provide law enforcement supervisors and managers with information relating to potential patterns of at-risk conduct involving the law enforcement agency.

~ from [Principles for Promoting Police Integrity](#), U.S. Department of Justice

- **Continuity of Officer Supervision:** *Do supervisors have a complete picture of an officer's duty history as they are transferred to new roles within the department?*
 - Larger agencies typically experience a fair amount of movement of personnel throughout the organization as they are reassigned to new supervisors and command staff.
 - In many cases, supervisors do not know the new officer's complete history, an early intervention system can be the crucial tool to get them up to speed.
- **Litigation Prevention:** *Does your agency have a systematic process to prevent potential officer misconduct litigation before it occurs?*
 - An EIS would pay for itself if it can prevent one case of serious officer misconduct.
 - Many cases involving serious officer misconduct cases settle in civil court from several hundred thousand dollars to well over \$1 million dollars.
- **Standardization of Policies and Procedures:** *Does your agency have a systematic electronic process to enforce your policies and procedures related to officer misconduct issues?*
 - All agencies have Standard Operating Procedures (SOPs) for handling officer misconduct issues.
 - Many agencies leave the administration of these SOPs to the individual supervisions.
 - An EIS provides a robust platform to enforce and track the execution of your SOPs and document the actions and results.
 - The system will provide reminders to supervisors who do not comply with policy.
 - An EIS will escalate policy violations up the chain of command until the SOPs are satisfied.
- **Litigation Mitigation:** *In the event of officer misconduct litigation, can your agency generate detailed reports documenting the steps that were taken to provide training and counseling to "at-risk" officers? Can you show that you have a systematic approach to dealing with misconduct issues? What did you know? When did you know it? What did you do about it?*
 - The CALEA Standard warns that a department should not be faced with a situation in which an officer is alleged to have committed a serious act of misconduct where "there was an escalating pattern of less serious misconduct, which could have been abated through intervention."
 - If a situation demonstrates that the department did not have the proper measures in place to prevent the incident, the plaintiff's attorneys would subpoena the incomplete records that do exist and use this discovery against the department as they seek higher civil court judgments.
- **Enterprise Reporting:** *The media and other interested parties often file a Freedom of Information Act (FOIA) request for records associated to officer conduct (typically anonymous aggregate statistics). Can your agency readily produce detailed reports documenting your agency's entire disciplinary process related to officer conduct issues?*
 - An EIS can produce comprehensive reports documenting your entire early intervention process, including aggregate statistical details such as the average time from triggered incident to resolution.
 - An EIS provides the Chief and command staff with a real-time dashboard that documents the status of the EIS program at glance.
 - The system can be configured to send alerts if the system detects issues that ought not be handled within the agency's SOPs.

Early Intervention Systems Real World Results

One of the key assumptions of the Early Intervention model is that a small percentage of officers are responsible for a disproportionate number of critical incidents. Research into EIS indicates that this assumption has been proven true; the results included the following:

- Top 10% of officers were responsible for 44.1% of the Use of Force incidents.
- Top 10% of officers were responsible for 38% of Citizen Complaints.
- Top 10% of officers were responsible for 81% of the Litigation Claims. (After removing the Chief who is routinely named as a co-defendant)
- Top 10% of officers were responsible for 58% of Pursuits.
- Top 10% of officer were involved in 54% of EIS triggered Action Items that resulted in Supervisor intervention through counseling and training.

Research reports show that the implementation of EIS results in a statistically significant reduction in the number of citizen complaints.

Sierra-Cedar's EIS includes a suite of tools that has evolved from our initial work at the Los Angeles Police Department, was refined further through our 2016 EIS implementation at the New Orleans Police Department, and continues to evolve during our current work with the Oakland Police Department. Our configurable approach to EIS allows your agency to dynamically establish peer groups, define measures, specify threshold levels, and create workflow and timelines in a way that suits your agency's unique needs. The system leverages your agency's existing operational databases, thereby eliminating redundant data entry. By using modern Business Intelligence tools, EIS delivers accountability and advanced analytical capabilities to your department.

Some of Sierra-Cedar's Valued EIS Clients

**Los Angeles
Police Department**



Sierra-Cedar designed, built, and implemented LAPD's EIS known as TEAMS III or the Risk Management Information System (RMIS). Sierra-Cedar also created two key feeder systems: the Use of Force System (UOFS) and the Claim and Lawsuit System (CLIS).

**New Orleans
Police Department**



Sierra-Cedar implemented EIS for the New Orleans Police Department (NOPD), providing the software, data warehouse, application integration layer, data exchange capabilities, feeder system integration, and all implementations within the City Information Technology & Innovation (ITI) infrastructure.

**Oakland
Police Department**



Sierra-Cedar developed requirements, provided recommendations, and implemented a second-generation Police Early Warning and Internal Personnel Assessment System (IPAS2), allowing the Department to evaluate subordinate behavior and take appropriate action.

Next Steps

Interested in learning more about how Sierra-Cedar's EIS services can help improve your agency's accountability? Contact us today for a complimentary EIS assessment with our team of law enforcement experts.

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Successful implementation of the Consent Decree is vital to the LAPD and the citizens of the City of Los Angeles. We selected Sierra-Cedar to develop these systems because of the innovative approach proposed, as well as the company's experienced staff and methods.

Deputy Chief David Doan
Los Angeles Police Department

About Sierra-Cedar's JPS Practice

Sierra-Cedar, Inc. has 20+ years of systems integration experience, delivering leading technology services that help Justice and Public Safety (JPS) entities increase operational performance through improved processes. Our firm provides a comprehensive suite of consulting and managed services offerings that are tailored to the needs of each client. Sierra-Cedar is a recognized leader in JPS System Integration throughout the country, providing services for a wide range of JPS agencies including law enforcement, jail, prosecution, courts, public defender, and probation agencies using a variety of software products and standards-based interfaces.

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