

Boise Police Department

Office of Internal Affairs



Annual Statistical Report
January 1, 2013 – December 31, 2013

Introduction

The Office of Internal Affairs (OIA) is established within the Professional Development and Standards Division of the Boise Police Department (BPD). The commander of this office is a Police Captain, who reports directly to the Chief of Police on Internal Affairs matters. Two Civilian Investigators and one Administrative Specialist comprise the staff of this office. The investigators are responsible for conducting internal investigations and special projects. The Administrative Specialist is responsible for primary complaint intake, office coordination, case tracking, maintenance of the IAPro database and other administrative duties.

The primary function of OIA is to ensure the highest level of professionalism within the Boise Police Department. This is accomplished through ongoing analysis of National trends, policy analysis and review of training methods. OIA also works to ensure the highest level of service is maintained by individual employees through the receipt, assignment and investigation of complaints received from citizens or initiated by department supervisors regarding the actions of employees. OIA investigators handle investigations of more serious complaints. Both OIA investigators and other department supervisors handle less serious complaints. OIA monitors all investigations for timely completion and reports the findings to the complaining citizen and subject employee(s).

Other functions of OIA include critical incident investigations, assignment and investigation of citizen and administrative inquiries, and tracking of citizen commendations of employees. OIA also reviews and tracks reports of employee uses of force, pursuits, vehicular accidents, missed court appearances, administrative incident reviews, lawsuits, and notice of claims and assigns them to staff for follow-up when required. Additionally, OIA manages and tracks the Department's discipline process as well as coordinates risk management and employee grievance matters.

For purposes of this report, the term "employee" is used throughout to denote both sworn (officer) and non-sworn (civilian) members of the Boise Police Department. While most citizen complaints are lodged against sworn police officers, the increased amount of contact between non-sworn personnel and the public has resulted in some complaints of misconduct against civilian employees. Therefore, we have chosen to use "employee" as a generic term for all Boise Police Department members.

The Office of Internal Affairs instituted improvements in 2013 and is listed below:

- The Boise Police Department is in the process of implementing an Early Intervention System (EIS) for all employees. The EIS is designed to assist supervisors with identifying employees whose performance warrants review and, where appropriate, intervention. The goal of the EIS is to avoid or mitigate circumstances that cause negative consequences for employees, co-workers, the Department, and/or the general public. It is the primary objective of the EIS to provide clear usable information to identify potentially problematic behaviors and offer non-disciplinary intervention. The project is well underway with a determined work flow process in place. The policy has been submitted for approval and a standard operating procedure has been drafted. The next phase of implementation will include department-wide supervisory training then final implementation of the project with a testing and modification period.

Complaints

OIA defines a *complaint* as a singular incident which gives rise to one or more allegations of misconduct. A single complaint may allege misconduct by multiple employees and/or multiple violations of policy by a single employee. Therefore, the number of complaints filed will not equal the number of allegations and findings resulting from the complaint investigation.

Citizen Complaints and Inquiries

Citizen complaints are classified in one of two categories. Class II complaints include allegations of inadequate service, discourtesy, and minor performance issues, improper procedure and other less serious and non-criminal conduct. Class I complaints are more serious and include allegations such as excessive force, violations of criminal law, breach of civil rights, bias policing, patterns of similar Class II complaints and other more serious allegations.

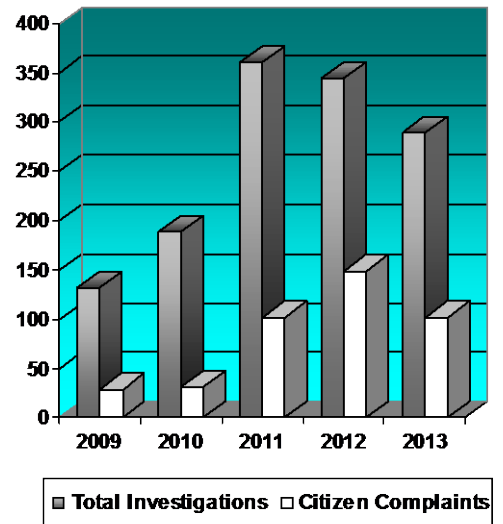
OIA also classifies some citizen concerns as *citizen inquiries*. In a citizen inquiry a citizen has raised a question or complaint regarding department policy or procedure, rather than an allegation of misconduct.

Department Initiated Complaints

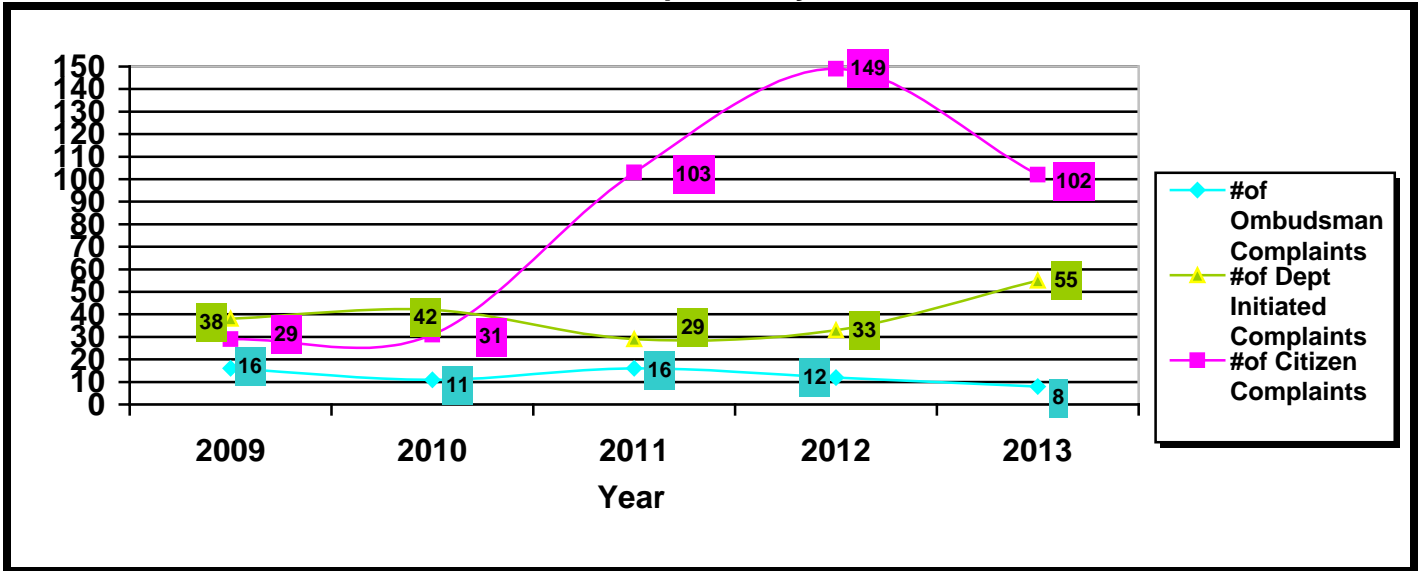
If a complaint is initiated by BPD supervisors or brought to supervisory attention by any BPD employee, it is classified as a department initiated complaint.

Comparison of the Number of Investigations by Year

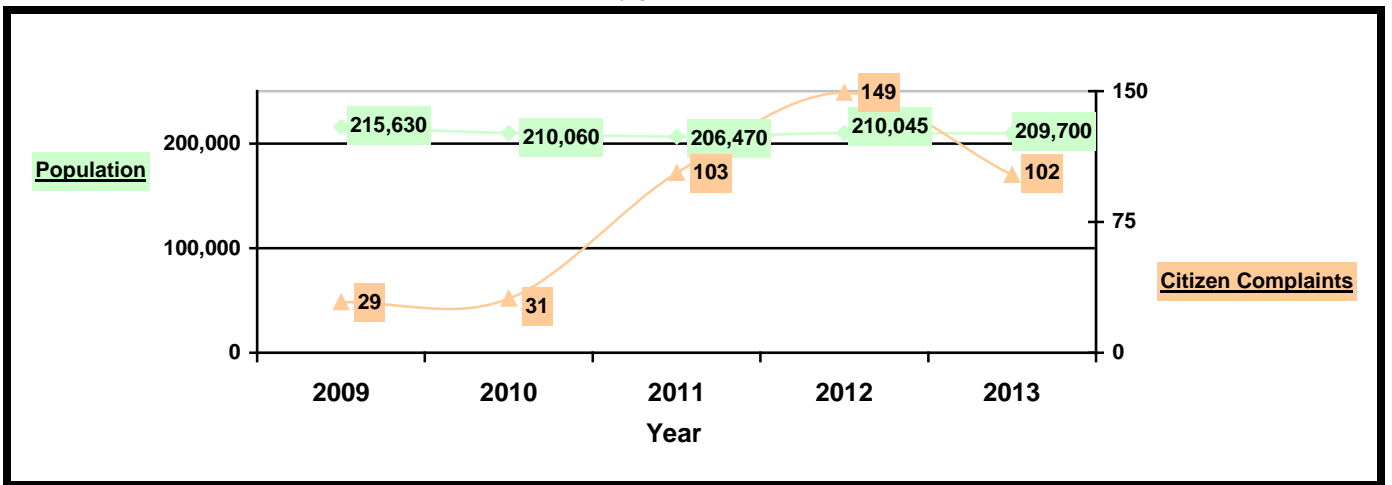
	2009	2010	2011	2012	2013
Citizen Complaints - Class I	10	7	20	29	23
Citizen Complaints - Class II	19	24	83	120	79
Citizen Inquiries- includes OMB referral inquiries	65	115	228	163	132
Departmentally Initiated - Class I	8	3	9	8	10
Departmentally Initiated - Class II	30	39	20	25	45
Total Investigations	132	188	360	345	289



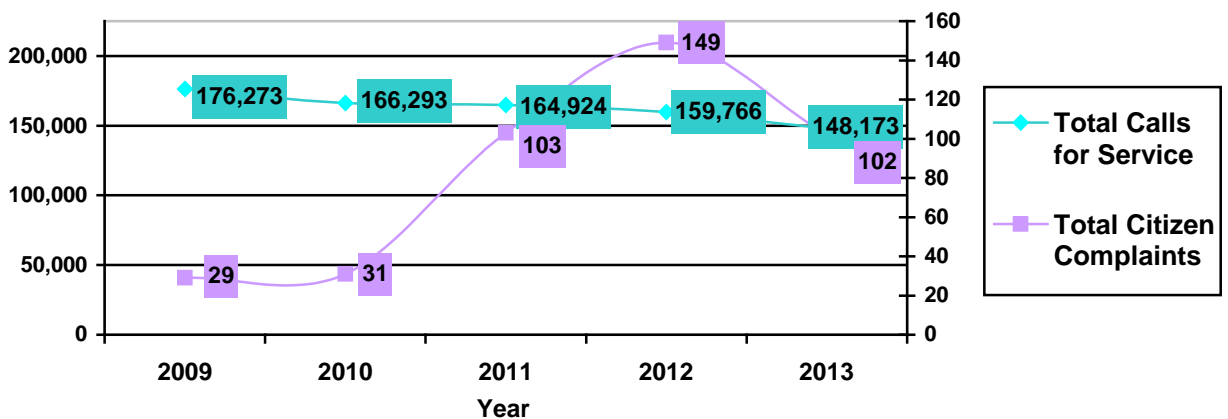
BPD Citizen/Department Initiated Complaints (includes) Ombudsman's Citizen Complaints by Year



Boise Population / Total Complaints 2009 - 2013



Complaints to Calls for Service



Classification of Complaints

As stated previously, a single complaint may result in multiple allegations of misconduct. Since the types of allegations may be vastly different, it is difficult to categorize complaints. However, it is possible to gain some insight into the concerns of citizens and the department by looking at the most serious allegation from each complaint. The following table represents the distribution of these allegations.

	Citizen Class I Complaints	Citizen Class II Complaints	Dept. Init. Class I Complaints	Dept. Init. Class II Complaints
Conduct Unbecoming	2	0	1	0
Constitutional Rights Violation	3	0	0	0
Criminal Conduct	1	0	0	0
Demeanor / Rudeness	0	34	0	4
Driving Violations	0	19	0	0
Duty Performance	1	26	8	30
Use of Force	16	0	1	0
Failure to Tape Record	0	0	0	11
Workplace Harassment	0	0	0	0
Total	23	79	10	45

Allegations and Findings

Allegations represent a distinctly different category than complaints. They are assertions of an employee's behavior that, if proven, would amount to a violation of department policy. A single complaint may result in multiple allegations of misconduct against one employee, single allegations against multiple employees, or any combination thereof.

Findings are issued for each allegation in an investigation, including those made by the complainant as well as any allegations of misconduct not included in the original complaint, but that may be discovered during the investigation. Findings are also issued when policy violations are discovered during a review of employee performance following an incident such as a pursuit, a use of force or an employee vehicular accident. For these reasons, the number of findings issued will exceed the number of complaints reported.

Although complaints are the primary basis for our statistical reporting, we also track the findings for each allegation, rather than a single overall finding for each individual complaint. Examining allegations separately from complaints is useful in gaining a more accurate understanding of areas of concern to citizens and to the department.

Findings fall into one of five categories, which are explained in detail in Appendix A of this report. The following table represents the findings issued for 2013 cases.

Findings from Allegations During 2013

	Citizen Class I Complaints	Citizen Class II Complaints	Dept. Initiated Class I Complaints	Dept. Initiated Class II Complaints
Exonerated	21	40	3	10
Not Sustained	1	16	4	5
Sustained	10	17	23	39
Unfounded	17	55	2	1
No Finding	10	6	3	0
Total	59	134	35	55

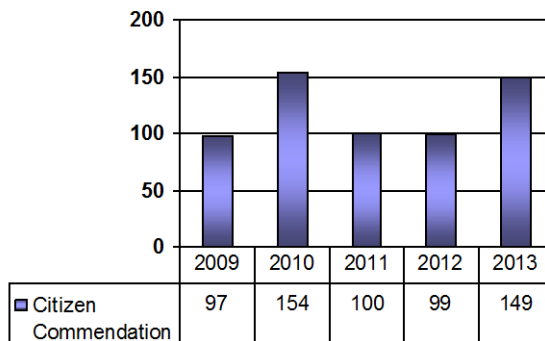
Distribution of Sustained Findings During 2013

	Citizen Class I Complaints	Citizen Class II Complaints	Dept. Init. Class I Complaints	Dept. Init. Class II Complaints
Conduct Unbecoming	2	0	5	0
Criminal Conduct	1	0	2	0
Constitutional Rights Violation	0	0	0	0
Demeanor/Rudeness	0	4	0	3
Driving Violations	0	3	0	0
Duty Performance	4	6	14	11
Failure to Report	0	0	0	13
Failure to Take Action	0	0	0	0
Failure to Tape Record	3	4	1	11
Use of Force	0	0	1	1
Workplace Harassment	0	0	0	0
Total	10	17	23	39

As can be seen from examining the sustained findings from Class I citizen complaints, some violations such as rudeness and failure to record are listed as sustained findings but are not Class I violations of policy. In such cases, the citizen complained of a more serious violation, which caused the complaint to receive the Class I classification. However, the citizen also raised these less serious issues or they were uncovered during the course of the investigation. Therefore, all sustained findings reached in a Class I citizen complaint are not necessarily serious violations of policy.

Citizen Commendation of Employees

Citizens also frequently contact the Department to thank or commend employees for acts of service or their response to a particular incident. OIA also tracks this positive feedback on employee performance. These commendations are received in the form of letters, e-mail messages and phone calls as well as numerous face-to-face comments of appreciation. Written commendations are tracked however, most phone calls & personal contacts go unreported. The chart to the right reflects the five-year history of citizen commendations received for employees of the Boise Police Department.



Critical Incidents

A *critical incident* is an event in which an employee intentionally uses deadly force or in which death or life-threatening bodily injury result from the actions of an employee.

When a critical incident occurs, the Office of Internal Affairs conducts an administrative investigation to determine whether employees complied with applicable policies and procedures, to evaluate the effectiveness of those policies and procedures, and to assess quality control issues. In addition to the investigation conducted by OIA, the Office of the Community Ombudsman conducts an administrative investigation and the Critical Incident Task Force, which is comprised of five area law enforcement agencies, conducts a criminal investigation. During 2013, the Boise Police Department experienced one officer involved critical incident:

On March 8, 2013, Ada County Sheriff’s Deputies and Boise City Police Officers responded to a call of a suicidal subject. It was reported the subject had obtained a handgun and had threatened members of his family. The subject’s friend reported to law enforcement the subject had attempted suicide many times in the past. It was also reported the subject sounded as if he was intoxicated. Responding law enforcement learned the subject was armed with a .44 caliber handgun, the same gun he used to threaten a family member earlier in the evening. The subject fled his family’s residence and his location was not immediately known to officers. An extensive area search was conducted by law enforcement.

This incident continued into the early morning hours of March 9, 2013. The subject had previously threatened there would be a “blood bath” if he encountered officers. The subject was ultimately contacted after he drove his vehicle directly towards officers, stopped, exited his vehicle and displayed a firearm. The subject got back into his vehicle and a pursuit ensued. The subject’s vehicle was ultimately disabled at which point the subject exited his vehicle with the gun in his hand. The subject pointed the gun at officers. In response to this threat, law enforcement officers including one Boise Police Officer fired their weapons at the subject.

The incident was investigated by the Critical Incident Task Force and reviewed by the Twin Falls County Prosecutor’s Office who found the officers’ actions in this shooting to be justified. The Boise Police Department’s Office of Internal Affairs and the Boise City Office of the Community Ombudsman independently concluded the actions of the officers were justified.

Uses of Force

In any incident requiring the use of force, officers may employ a variety of techniques in an attempt to control the situation. The department conducts a review of an officer's use of force whenever any of the following occurs:

- The subject is injured or complains of injury
- A hard empty hand technique is used (see Appendix B)
- A lateral vascular neck restraint (LVNR) is used
- Intermediate weapons are used (includes baton, flashlight, less lethal flex round, OC spray, K-9, and Taser®)
- Firearms are discharged.

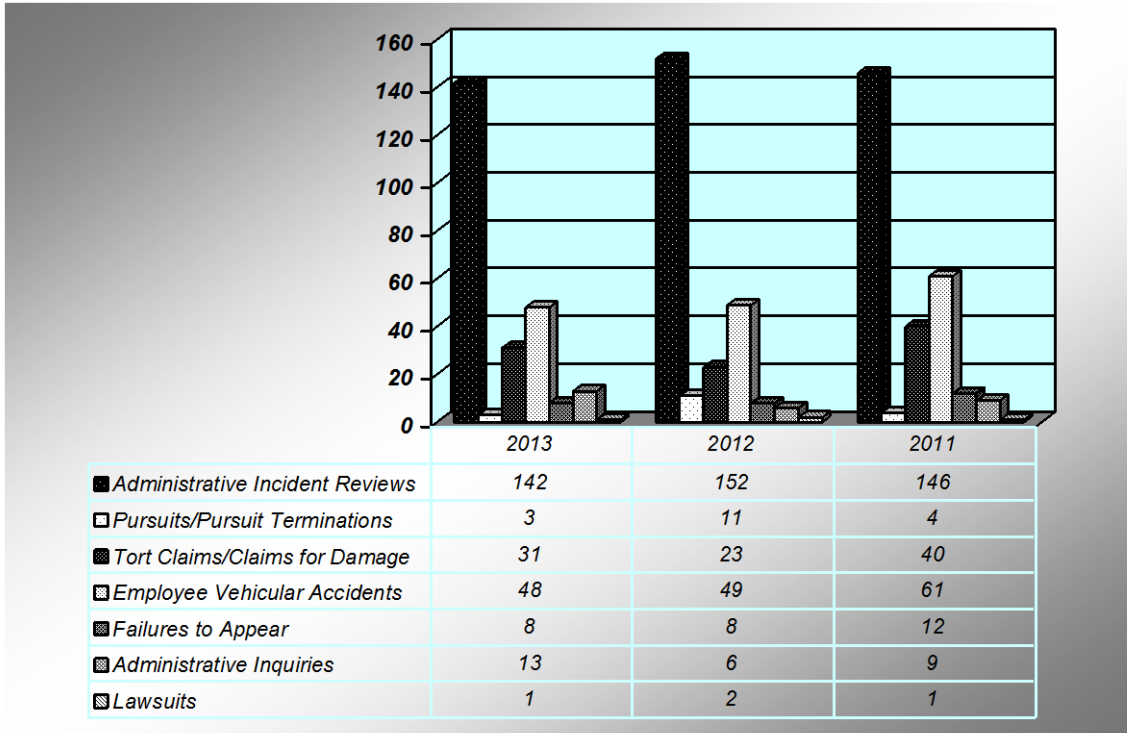
A separate use of force report is completed for each subject upon whom the force is used; therefore, more than one use of force report may be generated from the same incident. These reviews of an officer's use of force are reflected in the table below. For tracking purposes, OIA categorizes use of force by the highest level of force used upon a subject. Thus, of the incidents listed, more than one type of force may have been deployed on a subject due to a lower level of force not being effective. In some instances when certain multiple techniques have been utilized on the same subject, the department has chosen to capture these incidents in a "multiple techniques" category. Use of force categories are explained in greater detail in Appendix B of this report.

Types of Force Used	Number for 2013	Number for 2012	Number for 2011
Hard Empty Hand Control	29	21	33
Common Peroneal	9	3	3
Suprascapula	1	3	5
OC Spray	6	0	2
LVNR	13	23	24
Baton	2	1	1
Taser®	9	20	24
Taser Drive Stun	1	7	6
Taser Red Dot	13	8	21
Firearm	1	1	0
K-9	4	5	8
Soft Empty Hand	233	145	103
Total	321	237	230

Reporting has changed since the middle of 2010 for tracking UOF incidents, no longer will have multiple techniques. The types used for any incident will be listed under the force used; an officer may have used several types during one incident.

Other Information Tracked by OIA

In addition to Commendations, Complaints, and Departmentally Initiated Investigations, the Office of Internal Affairs also tracks other reported activities, which bear on the performance of the Police Department. These activities include administrative reports and legal claims and are listed below and are tracked for three years.



Appendix A

Classification of Findings

The Boise Police Policy Manual specifies the following definitions for required findings in internal investigations:

EXONERATED - The acts, which provided the basis for the complaint or allegation did occur, but were justified, lawful, and proper. This finding also may be used when the acts complained of did occur and were not proper or justified, but resulted from a lack of policy or training.

NOT SUSTAINED - The investigation failed to discover sufficient evidence to clearly prove or disprove the allegations made.

SUSTAINED - The investigation disclosed sufficient evidence to clearly prove the allegation(s) made.

UNFOUNDED - The investigation conclusively proved that the act or acts complained of did not occur. This finding also applies when individual officer(s) or employee(s) named were not involved in the act or in acts, which may have occurred.

NO FINDING - The investigation cannot proceed because the complainant failed to disclose promised information to further the investigation; or the complainant wishes to withdraw the complaint; or the complainant is no longer available for clarification. This finding may also be used when the information provided is not sufficient to determine the identity of the officer(s) or employee(s) involved.

Appendix B Use of Force Categories

Hard Empty Hand Control - An empty hand technique that has a higher potential for injury than Soft Empty Hand techniques.

Common Peroneal - A strike to the common peroneal nerve on the outside center of the thigh. This is normally accomplished by using a knee or fist.

Supra Scapula - A strike to the area above the scapula, or shoulder blade. This is normally accomplished by using a fist and may be a strike to both sides of the upper back at the same time.

OC Spray - Oleoresin Capsicum aerosol spray. Also, known as pepper spray, the successor to Mace.

LVNR - Lateral Vascular Neck Restraint. This is not a “choke hold” but is intended to diminish blood flow to the brain. LVNR is classified into three sub-levels which range from: receiving immediate compliance from the subject upon application of the maneuver without the use of compressions (level I), to continued resistance from the subject and the officer beginning compressions (level II), to prolonged or heightened resistance from the subject and the officer continuing compressions, leading to the subject being rendered unconscious (level III). The escalation to LVNR III requires an examination of the subject by medical personnel as soon as practicable following the application of the procedure.

Baton - A strike to any part of the body using either the side-handled PR24 baton or the more common expandable baton.

Taser® - A conducted energy weapon which fires barbed projectiles up to 21 feet. The deployment generates an electrical current that causes motor dysfunction and pain compliance.

Firearm - An authorized Department-issued or personally owned service weapon used by an officer in his/her capacity as a police officer.

K-9 - The deployment of a police service dog for the purpose of locating and/or apprehending a suspect.

Soft Empty Hand Control - Soft empty hand control techniques are designed to control passive or defensive resistance. They are used when verbal direction / commands are not effective and there is noncompliance with lawful orders. While soft empty hand control techniques may inflict pain to gain control, they generally will not cause any form of bruising or injury to a subject. By definition soft empty hand control has little or no potential for injury.