



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Robert L. Davis
Jeffrey L. Clet
Katy Allen
Jim Helmer

**SUBJECT: GRAND JURY REPORT -
REVIEW OF POLICE DEPARTMENT
IMPLEMENTATION OF CAD PROJECT**

DATE: August 3, 2005

Approved

Date

August 9, 2005

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

The Honorable Mayor and City Council review and accept the City's response to the 2004-2005 Santa Clara County Civil Grand Jury's report entitled, "Problems Implementing the San Jose Police Computer Aided Dispatch System."

BACKGROUND

The purpose of this memorandum is to provide the Mayor and Council with the City's formal response for approval, as well as to comply with stated Penal Code requirements. While the report has been primarily prepared by the San Jose Police Department, input from the Fire Department, Information Technology Department, and Public Works has been included.

The California Penal Code Section 933(c) requires that no later than 90 days after the Grand Jury submits its final report on the operations of a public agency, the City Council shall provide comment to the Presiding Judge of the Superior Court on the Grand Jury's findings and recommendations.

On June 9, 2005, the Santa Clara County Civil Grand Jury provided the City with a report of its findings and recommendations entitled, "Problems Implementing the San Jose Police Computer Aided Dispatch System." The Grand Jury's investigation was in response to complaints received concerning the purchase and implementation of the new Intergraph Computer Aided Dispatch (CAD) System.

ANALYSIS

The City has responded to the seven findings and eight recommendations pertaining to matters under our control in the Santa Clara County Civil Grand Jury's Final Report.

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Finding 1

The Project Manager of the SJPD CAD project did not have the skills, training or experience to manage such a large scale, technical project. The Project Manager had ancillary duties in addition to managing this large project.

Recommendation 1

City of San Jose management should dedicate qualified Information Technology staff or consultants, who are subject matter experts, to collaborate in planning, procuring, and implementing mission-critical technologies. The job performance assessments of these individuals should reflect success or failure of assigned projects.

Response

The City agrees with this finding. IT staff and Public Safety recognize the decision not to involve either an expert consultant or IT leadership in the field of project management was a contributing factor in the difficulties experienced in the development and implementation of this project. Furthermore, the City has taken steps to ensure all such endeavors have a more detailed IT structure in place throughout future projects.

Finding 2

SJPD personnel, highly trained and highly paid to provide law enforcement services, are assigned to IT positions within the department. Such a use of law enforcement personnel is inefficient and ineffective.

Recommendation 2

City of San Jose management should assign a sufficient number of qualified, civilian personnel to specialized IT positions within the San Jose Police Department, freeing police officers to provide law enforcement service to the community. This practice ensures that highly technical IT tasks are being performed by qualified experts, and that law enforcement coverage is maximized.

Response

The City partially agrees with this finding. The City concurs that a skilled IT staff trained in emerging technologies is critical to the success of public safety and that the volume of qualified civilian personnel assigned to specialized IT positions should be substantially increased.

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However, it is important to note that sworn personnel assigned to specialized IT projects are themselves highly skilled, and bring forth a balance of department operations and IT knowledge. It is worth emphasizing that the Grand Jury report and the PTI study concluded it is paramount to ensure input from end users in the development of new technology. The Department addressed this issue formally in August of 2004 when CAD committees were formed consisting of officers, sergeants, call-takers, and dispatchers. Collaboration between IT and sworn staff with stakeholders will continue to ensure that functionality and features of the system enhance the ability of those doing the work.

In addition, the Public Safety CSA and the IT Department are considering other mechanisms to strengthen technology support for the CSA. The Department believes that it is critical to address the technological needs of the organization in the framework of concept, development, procurement, installment, and maintenance with perspectives ranging from line level patrol officers to the managerial needs of executive levels. This can best be addressed with the involvement, management, and leadership from sworn personnel collaborating with civilian personnel on public safety technology needs.

Finding 3

SJPD command staff and civilian management did not take a proactive and visible role in preparing City Communications Center personnel and police officers for the changes that took place with the IPS CAD system.

Recommendation 3

Command staff and top civilian management of the SJPD should assume a more proactive and visible role in program planning, development, and practice to assure participation, cooperation and two-way communication throughout the department. City management should establish a process whereby City department managers are held accountable for projects occurring within their area of responsibility.

Response

The City agrees with the recommendation, yet only partially agrees with the finding. Due to a department-wide restructuring of the Police Department's command staff due to the departure of the former Chief of Police, an entirely new set of command officers were in place when the CAD System was introduced in the Spring of 2004. These individuals took a proactive role in the attempt to get the project up to speed. Department staff recognized the need to establish a more formalized forum to address change management shortly after the June 2004 start up. Weekly status meetings between management, supervisory, and line personnel began in August of 2004 as described above. They continue to be held on a regular basis, thus improving the flow of information between line personnel and department management.

Finding 4

The City does not have a formalized process by which end-users, such as Public Safety Dispatchers, police officers and firefighters can provide suggestions and criticisms for improving CAD and MDC functions in an environment which values problem reports and improvement suggestions.

Recommendation 4A

City of San Jose and SJPD management should establish procedures by which end- users can be part of the solution process so that IT deficiencies can be quickly detected and adequately addressed.

Recommendation 4B

In future IT project development, City of San Jose management should mandate that representatives from all levels affected by the IT project be included in every stage of specification, development and deployment.

Response to Recommendation 4A

The City agrees with this recommendation. The Police and Fire Departments implemented numerous processes to involve the users in reporting issues as described above. These include a formalized process to immediately report case-by-case errors; a committee of police and fire dispatchers to discuss on-going problems and issues; and a committee of line police officers, firefighters, and supervisors to discuss mobile related issues.

Response to Recommendation 4B

The City agrees with this recommendation.

Finding 5

The mapping data and interface software were not verified for accuracy and operational status prior to being utilized for mission-critical functions within the SJPD.

Recommendation 5

Mapping data and related IT programs should be checked regularly for errors through a quality control program administered by qualified, trained personnel.

Response

The City agrees with this recommendation. More than 1,500 corrections have been made to the base map since June of 2004. The process of reporting and resolving discrepancies has been streamlined. Representatives from Police, Fire, and Public Works continue to work closely to resolve issues as reported and to make modification to the system as new tracts are added.

Finding 6

Technical documentation on the operation, function, and design of the IPS CAD system has apparently not been provided by IPS to the City on a timely basis. This has impeded IT personnel in troubleshooting and rectifying problems raised by PSDs and police officers, because of the long turnaround times in getting questions answered through IPS.

Recommendation 6

City of San Jose management should obtain CAD system design, implementation, and operations documentation from IPS sufficient to give IT staff the ability to support, maintain, and ensure the operational functionality of the IPS CAD system.

Response

The City disagrees with this finding. Since September of 2004, IPS (Intergraph Public Safety) has been forthcoming in providing schema, database requirements, and whatever technical documentation has been needed to maintain and support for the CAD system.

Finding 7

The electronic mobile mapping system is unreliable and printed copies of beat maps previously provided to SJPD police officers have been discontinued. Such maps are also needed in case of a serious system problem or failure.

Recommendation 7

SJPD should immediately reinstate the production of printed beat maps and provide them to police officers for their use in the field.

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Response

The City partially agrees with this finding. As described above, the deficiencies in the mapping system have been corrected and protocols have been initiated to enhance the system as the city develops and grows. The current CAD map is stable.

The City agrees there is a need to provide maps to officers in the event of a system failure and for other operational uses. The San Jose Police Department and Public Works are currently researching the most appropriate means of providing maps to officers. Public Works is evaluating whether existing printing capabilities can be used to reproduce beat maps. Consideration is being given to cost, expeditious supply, and end-user satisfaction.

PUBLIC OUTREACH

Not applicable.

COORDINATION

This report was reviewed and approved by the City Attorney's Office and the City Manager's Office.

CEQA

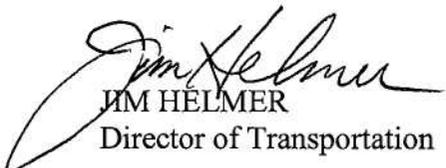
Not a Project.

CONCLUSION

On behalf of the City departments involved in the CAD project, we wish to thank the members of the 2004-2005 Santa Clara County Civil Grand Jury for their time and effort in meeting with members of the Department and reviewing our policies and procedures to complete this report. The San Jose Police Department is committed to ongoing research, training, and development to ensure that our procedures and policies serve all members of the community in a safe, effective and lawful manner.


FOR
ROBERT L. DAVIS
Chief of Police


JEFFREY L. CLET
Fire Chief


JIM HELMER
Director of Transportation


KATY ALLEN
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