



DATE: April 17, 2023

TO: Honorable Mayor and Members of the City Council through City Manager

FROM: Aaron Zavala, Senior Management Analyst
Peggy Flynn, City Manager
Brian Cochran, Assistant City Manager
Eric Danly, City Attorney
Ken Savano, Chief of Police
Brian Miller, Deputy Chief of Police

SUBJECT: Resolution Approving a Professional Services Agreement with IntegrAssure, Inc. to Serve as the City of Petaluma Independent Police Auditor and Authorizing the City Manager to Execute the Agreement

RECOMMENDATION

It is recommended that the City Council adopt the attached Resolution approving a professional services agreement with IntegrAssure, Inc. to serve as the City of Petaluma Independent Police Auditor and authorizing the City Manager to execute the agreement on behalf of the City.

BACKGROUND

Following the nationwide focus on community race relations and public safety, the City of Petaluma established a 28-community member Ad Hoc Community Advisory Committee (AHCAC), comprised of representatives from various groups, including many representing our black, indigenous, and people of color (BIPOC) communities, to discuss race relations and identify opportunities for meaningful change in our City. The AHCAC provided 31 recommendations, including the implementation of Independent Civilian Police Oversight and Citywide Diversity, Equity, and Inclusion Efforts.

In May 2022, the City Council identified the establishment of a hybrid model for civilian police oversight as one of its top 10 goals and priorities. This model consists of three components:

1. Develop a Request for Proposal (RFP) and execute a Professional Services Agreement (PSA) with a professionally trained and reputable Independent Police Auditor (IPA).

2. Design and implement a review model Public Safety Advisory Group made up of community members to address police community relations and work collaboratively with the IPA, City Manager, and Chief of Police.
3. Develop a Strategic Plan to resource and pursue accreditation by the Commission on Accreditation of Law Enforcement Agencies (CALEA).

Together, these components aim to strengthen community trust and improve police oversight by engaging an Independent Police Auditor, fostering collaboration with community members, and seeking professional accreditation.

On September 12, 2022, staff took the draft Request for Proposals (RFP) to City Council for review and feedback. Staff received important feedback from the Council and via public comment, and that feedback was incorporated into the final version of the RFP. The RFP was released on September 19, 2022 (Exhibit A), and proposals were due on October 13, 2022. The RFP was shared with local and national agencies and consultants. Staff reached out to other local government agencies that recently conducted IPA RFPs and shared the RFP with consultants that responded to and were chosen by other jurisdictions. Additionally, as a recommendation received from the public, staff worked with the National Association for Civilian Oversight of Law Enforcement (NACOLE) to share the City's RFP across their network.

Seven proposals were received, and upon initial review against the criteria outlined in the RFP, four consultants qualified for interviews. Two different interview panels were established consisting of City staff from the City Manager's Office, City Attorney's Office, and Police Department, along with three Petaluma community leaders who also served on the AHCAC. The interview panels separately chose the same final three applicants to invite for a second round of interviews, and also separately selected the same top candidate. The top candidate, IntegrAssure, Inc., prevailed in the interview phase, based upon their broad and contemporaneous experience and cohesiveness as a team, their approach to transparency and continuous improvement, their organizational values related to Diversity, Equity, and Inclusion, coaching and mentorship philosophy in support of Police Department ongoing professional development, and commitment to robust community engagement. Refer to Exhibit B for a copy of the IntegrAssure proposal.

DISCUSSION

Based upon a comprehensive evaluation of all the proposals received, the interviews conducted, and the alignment with the requirements outlined in the RFP, IntegrAssure, Inc. emerged as the most qualified and best fit to serve as the City of Petaluma's first Independent Police Auditor. The selection process was rigorous and included feedback from a variety of stakeholders, such as community leaders and existing clients, to ensure that the City picked the most suitable candidate for the job.

IntegrAssure, Inc. is a consulting firm with deep subject matter expertise in the field of law enforcement oversight, having performed similar oversight services for various cities, designing police auditing mechanisms, and conducting independent reviews of police departments, including policy review, training, de-escalation strategies, use of force practices and critical incident and

officer-involved shooting investigations and after action review. Throughout their assignments, they have demonstrated a track record of collaboration and transparent communication to ensure that reforms are implemented along with a spirit of continuous improvement.

The firm is led by Jeff Schlanger, who would be the designated IPA for the City of Petaluma. Mr. Schlanger has more than four decades of experience in the law, independent investigations, law enforcement, and monitorships, including serving as the City of Los Angeles's First Deputy Monitor. He has also led teams responsible for reviewing and monitoring the University of Cincinnati Police Department following a fatal officer-involved shooting, and served as Counsel to the New York City Police Commissioner before becoming the Deputy Commissioner for Risk Management. In this role, he spearheaded a continuous improvement approach to police re-engineering, re-imagining, and reform, and helped guide the Department through significant reforms. Additional members of the Petaluma team include Erin Lang Choi Pilnyak, Denise Lewis, and Kenton Rainey.

Erin Lang Choi Pilnyak, who would serve as the Deputy Independent Police Auditor (IPA), has extensive experience in public sector positions. Ms. Pilnyak began her career at the Manhattan District Attorney's Office, serving in the Sex Crimes and Crime Strategies Unit. Later, she became the Deputy Director of Crime Strategies at the NYC Mayor's Office of Criminal Justice, where she led criminal justice reform efforts. Ms. Pilnyak then joined the NYPD as Assistant Deputy Commissioner at the Risk Management Bureau, working on policy development and operations. A graduate of UC Berkeley and Cornell Law School, she currently serves as the Chief Operating Officer of IntegrAssure, Deputy Monitor for the City of Aurora, Colorado and Deputy IPA for the City of San Leandro.

Denise Lewis, IPA Team member, brings over 30 years of experience in law enforcement, internal and external investigations, and independent monitoring of police organizations. After attending Citrus College, she joined Los Angeles Police Department (LAPD) in 1989 and held various positions, including working on the internal investigation team for the Rampart CRASH corruption incident. She later led LAPD's Audit Unit, supervising compliance with a Federal Consent Decree. Since retiring from LAPD, Ms. Lewis has worked with the Detroit Police Department, Los Angeles Airport Police Department, and San Jose Police Departments, helping to establish internal audit functions and training on best practices. She has also served as Deputy Monitor for the University of Cincinnati's Police Department and is currently an associate of IntegrAssure, the Team Lead on Accountability and Transparency for the City of Aurora, Colorado Consent Decree Monitoring Team, and a member of the Independent Police Auditor team for the City of San Leandro.

Kenton W. Rainey, IPA Team member, has over four decades of public safety experience and has served as Chief of Police for three different law enforcement agencies, including the University of Chicago, San Francisco Bay Area Rapid Transit (BART), and Fairfield Police Department (CA). With a diverse background in city, county, airport, transit, and university policing, Rainey is a recognized expert in leading successful organizational change and police reform efforts. Mr. Rainey served as an expert panelist and contributor in President Obama's *Final Report of The President's Taskforce on 21st Century Policing*, and worked with the Center for Public Safety Management (CPSM), the organization that recently completed a comprehensive organizational analysis of both the Petaluma Police and Fire Departments. Passionate about Community Oriented

Policing & Problem Solving (COPPS) and Crisis Intervention Training (CIT), he has been acknowledged with numerous awards and achievements throughout his career. Rainey earned his B.A. in Criminal Justice from California State University Long Beach and a Master's degree in Organizational Leadership from the University of Phoenix, along with leadership certificates from UCLA and other organizations.

IntegrAssure also brings a deep bench of additional staff with relevant subject matter expertise who will be available to assist the City of Petaluma as it works to establish its community Public Safety Advisory Group (PSAG). IntegrAssure currently serves as the IPA for the City of San Leandro, CA and City of Aurora, CO.

The IPA intends to hit the ground running and start immediately following execution of the services agreement. The start-up process will involve a series of first-week post-award meetings with key stakeholders, including the Police Department (PD), City and community representatives. The meetings will focus on understanding current challenges, workflows, and practices, particularly within the Police Department's Professional Standards Division (PSD). The team will develop protocols for the IPA's interface with the City management team, the Police Department Command staff, and PSD and review pertinent documentation to ensure a comprehensive understanding of the City's current policies and practices.

Additionally, the team will assess PD processes related to citizen complaints, critical incident responses, and disciplinary systems, as well as policy formulation and training. Establishing a strong working relationship with all PD staff is crucial to the program's success, as it supports buy-in and collaboration. Continuous dialogue and interaction between the IPA team, City management team and PD personnel will ensure ongoing refinement of protocols and processes.

Initial steps beyond the first week will involve further exploration of different areas to optimize the execution of tasks delineated in the attached Professional Services Agreement and Scope of Services (Exhibit C).

Following execution of the agreement, the IPA will work with City Staff to develop and implement the Public Safety Advisory Group (PSAG) by September 30, 2023. Additionally, the IPA will support the development of the Strategic Plan for the three-year process for accreditation with the Commission on Accreditation of Law Enforcement Agencies (CALEA).

The City review panels made up of City staff and community members found the IntegrAssure team, led by Jeff Schlanger, is the best fit for our community and department due to their extensive experience in 21st century law enforcement best practices, independent investigations, monitorships, and institutional change management, and in their training and policy enhancement approach to improving community policing and public safety transparency. Key factors that solidify them as the best fit include:

1. Comprehensive Expertise: The team members have diverse backgrounds in policing, specifically auditor/monitor experience, including municipal, county, airport, transit, and university policing. They have successfully implemented Community Oriented Policing & Problem Solving (COPPS), Crisis Intervention Training (CIT), and other policing reforms.

2. **Track Record in Police Reforms:** The team has a proven record of implementing best practices in multiple law enforcement agencies, including successful organizational change and police reform efforts through training, stakeholder involvement, and civilian oversight. The team has extensive experience specific to California law enforcement agencies and legislative mandates.
3. **Commitment to Diversity, Equity, and Inclusion (DEI):** The team has a strong commitment to DEI, as demonstrated by their backgrounds and accomplishments in advocating for marginalized communities and promoting cultural diversity through active engagement.
4. **Community Engagement:** The team members have experience working with community groups, elected officials, and other stakeholders to implement community-based public safety solutions.
5. **Accountability and Transparency:** The team has successfully established internal audit functions in numerous police departments, ensuring compliance with reform efforts and increasing transparency to build community trust.
6. **Communication:** The team effectively their desire to serve as the IPA for Petaluma, based in part on Petaluma's decision to establish an IPA program based on its own initiative and community stakeholder process rather than in response to a crisis or court order. They have demonstrated strong communication skills, both in written work products and oral presentations, and have shown proficiency in explaining complex issues in an accessible, understandable, and transparent way.

By leveraging their collective expertise, commitment to DEI, and focus on community and stakeholder engagement, the IntegrAssure team will address the specific needs of our community and department and support our ongoing commitment to public safety excellence. Staff believe that IntegrAssure will help ensure that Petaluma's IPA program implements additional expertise, resources and increased investment in support of the Petaluma Police Department and its commitment to preserving public safety for all Petaluma community members.

Therefore, the City staff recommends that the City Council approve and authorize the City Manager to enter into a professional services agreement (Exhibit C) with IntegrAssure, Inc. for the IPA position.

PUBLIC OUTREACH

This action to approve an agreement with an Independent Police Auditor for Petaluma was preceded by extensive outreach to the community. The first public engagement occurred on September 12, 2022, where staff took the draft RFP to city council for review and feedback. Feedback from the community was incorporated into the final RFP. On March 13, 2023, the city held a Goals and Priorities Workshop. The priority discussed was the Implementation of Hybrid Police Oversight Model and Citywide, Diversity, Equity and Inclusion Efforts. An update on the milestones was given and there was public dialogue on the process. Lastly, this agenda item

appeared on the City's tentative agenda document on April 3, 2023, which was a publicly-noticed meeting.

COUNCIL GOAL ALIGNMENT

The award of this professional services agreement aligns with the Council's goal to implement a Hybrid Police Oversight Model and Citywide Diversity, Equity, and Inclusion Efforts.

FINANCIAL IMPACTS

The proposed professional services agreement with IntegrAssure, Inc. is for three years with a two-year renewal option at the end of the third year. The initial year is for \$170,000. Funding for this project is available in the City's FY 2023 budget.

ALTERNATIVES

The City Council could choose not to award the professional services agreement to IntegrAssure, Inc. and instead conduct a new RFP process or seek out other IPA service providers.

ATTACHMENTS

1. Resolution with Exhibits:
 - a. Request for Proposal (RFP) September 19, 2022
 - b. IntegrAssure Proposal
 - c. Professional Services Agreement with Scope of Services and Billing Rates