
2024-2025 Annual Report

Covering October 1, 2024 – September 30, 2025

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IntegrAssure

Office of the Independent Police Auditor for the City of San Leandro

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INTRODUCTION

On April 3, 2022, the San Leandro City Council enacted an ordinance creating the San Leandro Independent Police Auditor (the “IPA”), a contract position reporting directly to the City Manager. The IPA is responsible for reviewing and evaluating uses of force, pursuits, and complaints against city police officers, as well as examining local policing policy, and conducting assorted audits relating to the operations and activities of the San Leandro Police Department (“SLPD” or the “Department”).

In addition to the IPA, there was established a nine member San Leandro Community Police Review Board (“CPRB”), which is responsible for receiving community feedback and complaints about the SLPD, evaluating the more critical of the Department’s policies, and making recommendations to the City Manager about the hiring of officers and prospective Chiefs of Police.

The IPA and the CPRB work together to ensure that community feedback is received and considered, that allegations of officer misconduct are investigated and reviewed, and that SLPD policies and practices are developed and implemented to make policing more effective and accountable in the City of San Leandro.

After issuing a solicitation for candidates, the City Council selected Jeff Schlanger and the IntegrAssure team to serve as the City’s first Independent Police Auditor. IntegrAssure officially assumed its role as IPA in September 2022.

EXECUTIVE SUMMARY

This report summarizes the activities of the Office of the Independent Police Auditor (IPA) for the period October 1, 2024, through September 30, 2025. The IPA reviewed 238 total incidents, including 73 uses of force (UOF), 147 pursuits, and 18 complaints. Eighty recommendations were issued across policy, supervision, training, and documentation. All recommendations were accepted by the San Leandro Police Department (SLPD) and are either implemented or scheduled for implementation.

Key highlights include:

- Adoption of the LEFTA system, enabling remote case review and improving timeliness.
- Implementation of “Agreed Upon Courses of Action” (AUCAs) to formalize continuous improvement.
- Revision of critical policies including Body-Worn Cameras, ALPRs, and Use of Force.
- Collaboration with the Community Police Review Board (CPRB) and completion of “Transformational Policing” training.
- Ongoing development of a revised Pursuit Policy to align with California best practices.

FOUNDATIONAL PHILOSOPHY OF THE INDEPENDENT POLICE AUDITOR

IntegrAssure’s guiding philosophy is that effective policing is built on a commitment to continuous learning and improvement. The organization’s team is composed of subject matter experts representing a broad range of disciplines — experienced law enforcement leaders and line officers from agencies across California and the nation, attorneys and policy advisors, and specialists from academia and public administration. This diverse expertise allows IntegrAssure to bring a balanced and informed perspective to police oversight in San Leandro, focused on promoting accountability, transparency, and trust.

Central to this philosophy are the enduring principles articulated by Sir Robert Peel, whose vision of modern policing continues to serve as a benchmark for democratic and community-oriented law enforcement:

“The police are the public and the public are the police.”

“The ability of the police to perform their duties is dependent upon public approval of police actions.”

These tenets underscore the understanding that public trust is essential to the legitimacy and effectiveness of policing. When that trust is damaged—whether through misconduct, lack of transparency, or poor communication—the harm extends to everyone: to the community that depends on safety and fairness, and to the officers who strive to serve with professionalism and integrity.

Through the establishment of the Community Police Review Board (CPRB) and the Independent Police Auditor (IPA), the City of San Leandro has created a system of oversight designed to strengthen this trust and return to the collaborative spirit envisioned by Peel. The goal is to cultivate a healthy ecosystem of public safety rooted in fairness, transparency, accountability, and officer wellness. When officers are supported and well-trained, they are better equipped to serve their community effectively, and the community in turn gains confidence in its police department. This mutual reinforcement sets in motion a cycle of positive change — improved community relations, more effective policing, greater officer satisfaction, and a safer, stronger city.

IntegrAssure’s oversight approach reflects this philosophy. In order to fulfill its mandate, the IPA’s job is to ensure that San Leandro Police Department policies, training programs, and accountability systems align with national best practices. While maintaining full independence and objectivity, the IPA works collaboratively with SLPD leadership, city officials, and the CPRB to identify areas for growth, reinforce effective practices, and promote a culture of excellence in service to the community.

SLPD LEADERSHIP

In mid-2024, the City of San Leandro appointed Chief Angela Averiett, a local and well-respected veteran of law enforcement, as San Leandro's Chief of Police. With over 30 years of law enforcement experience, Chief Averiett brought much needed stability and leadership to the police department. Prior to being appointed as Chief of SLPD, Chief Averiett was the Chief for the Los Altos Police Department and spent the majority of her career in the Bay Area working in several police agencies including the Alameda County Sheriff's Office, the Hayward Police Department, and the Bay Area Rapid Transit (BART) Police Department. Chief Averiett is also supported by a strong executive team, including Assistant Chief Luis Torres, Captain Liaquat Khan, and Lieutenant John Robertson, with whom the IPA team interacts on an ongoing and regular basis.

THE ROLE OF THE IPA

The role of the IPA is outlined in both the enabling legislation and in the City's contract with IntegrAssure.¹ The IPA's role includes:

- Review of all complaint investigations undertaken by the police department, including both internal and citizen complaints
- Direct Receipt of Complaints
- Review of Critical Incidents
- Review of all reported uses of force and pursuits, including the supervisory and internal review of those uses of force
- Audits of Complaints and Discipline
- Audits of Policies and Training
- Analysis of data collected by SLPD under the California Racial and Identity Profiling Act (RIPA)
- Audit of the use of automated license plate readers
- Independent Investigations as needed
- Public Reporting of IPA activities

¹ Effective April 1, 2023, the City Manager added the review of all uses of force, pursuits, and an analysis of RIPA data to the IPA the responsibilities. The monitor has also been asked to perform an audit of the Department's use of Automated License Plate readers.

STAKEHOLDER ENGAGEMENT

Soon after being selected, the IPA team established collaborative relationships with stakeholders, including the City Manager’s Office, the City Attorney’s Office, SLPD, and CPRB.

The IPA encourages open communication and collaboration through regular meetings with SLPD leadership to discuss the IPA’s review of uses of force and pursuits, complaint investigations, significant events and any pending requests for data. During these meetings, the IPA team presents their preliminary findings and recommendations to SLPD and listens to any concerns expressed by the Department in response before finalizing the issuance of its incident review reports and recommendations.

In addition to the meetings with SLPD leadership, the IPA team also participates in a monthly meeting with the City Manager’s office, City Attorney’s Office, City Clerk’s office, and SLPD to update all stakeholders on the work of the IPA and prepare for the upcoming CPRB meetings.

Lastly, the IPA attends all CPRB meetings and confers regularly with the Board.

STAKEHOLDER ENGAGEMENT DURING THIS REPORTING PERIOD

During this annual reporting period the IPA continued to attend meetings of the Community Police Review Board (“CPRB”) and had several discussions/dialogs with the CPRB Chair regarding various matters of concern to the Board and the San Leandro Community by extension. The IPA also met regularly with City leadership including the City Manager’s office, City Attorney’s Office, City Clerk’s office, and SLPD executives at least monthly to report interim IPA activities. During each of these meetings which serve as preparation for the next CPRB meeting, the IPA would share noteworthy results of our reviews and receive input on City issues of concern or priorities.

We have continued to have open communication and collaboration through our bi-weekly meetings with SLPD leadership to discuss the IPA’s review of uses of force, pursuits, complaint investigations, significant events and any pending requests for data. During each of these meetings, the IPA team discussed its preliminary findings and recommendations with SLPD before finalizing the issuance of AUCAs (Agreed Upon Courses of Action) or other recommendations.

The IPA notes both the City and SLPD continue to demonstrate full collaboration and cooperation in the process. It is clear to the IPA that City and SLPD leadership are committed to the goal of making every SLPD officer, and the department as a whole, be the best that it can and should be.

INCIDENT REVIEW PROCESS

In reviewing SLPD incidents, the IPA utilizes its “operational integrity” assessment template for its reviews of uses of force and pursuit incidents to determine whether SLPD officers complied with the operational, or functional aspects of the SLPD’s policies. These assessments are conducted using a 360-degree review template (see Appendix A to this report) to determine if

the actions of the officers on the street have “operational integrity” through their effective and appropriate adherence to SLPD’s policies and the training they have received.

The 360-degree incident reviews serve as the basis of the IPA’s philosophy relative to police performance improvement: identify and correct small mistakes before they become larger and, whenever possible, correct them through coaching, mentoring, and training. This methodology provides the best early warning system, as performance issues are identified and corrected as they arise rather than waiting for multiple events to occur as with commercial Early Warning or Intervention Systems. Its main purpose is to make all officers the best that they can be and derivatively make the department the best that it can be.

The IPA’s approach, using this method, is aimed at reviewing these incidents holistically, from all points of view including the constitutionality of the initial interaction between an officer and individual, conformance to all SLPD policies, professionalism, internal communication both before and during the incident, communication with the subject, tactics utilized, pre-event planning, and supervision, as well as the overall professionalism of the involved officers. This full circle review can help determine if the framework outlined in SLPD’s policies and training are effectively translated into positive results in day-to-day police operations.

REVIEW OF INCIDENTS DURING THIS REPORTING PERIOD

In this third year of operation, the IPA reviewed a total of 265 incidents; 73 uses of force, one of which was an Officer-Involved-Shooting (“OIS”) and 11 of which also involved a pursuit. The IPA also reviewed an additional 136 pursuits where no force was used (i.e., 147 total pursuits), 18 complaint investigations, and 27 incidents of various activities such as arrests or stops that were reviewed in associated with audits.

The IPA notes that the total number of activities reviewed by the IPA increased significantly from the prior annual period.² The increase in the number of IPA reviews did not reflect a similar increase in the number of incidents that occurred year-over-year; rather, the increase was mainly the result of the ability of the IPA to access case materials remotely and the elimination of a backlog of cases as of the end of the last reporting period. The following table has the number of each type of incident that occurred during the last reporting period and this reporting period.

Type of Incident	Prior Reporting Period 10/1/23 - 9/30/24	Current Reporting Period 10/1/24 – 9/30/25
Use of Force	93	95
Pursuit	153	149
Complaint (by Date of Complaint)	22	33

² During the 2023-24 annual period the IPA reviewed a total of 84 incidents compared to 265 during this 2024-25 annual period.

On July 1, 2024, the SLPD transitioned its reporting and tracking system from Blue Team and IA Pro to LEFTA. Under the prior systems, the IPA could only review cases onsite which affected the timeliness and cadence of those reviews. The use of the new LEFTA system allows the IPA to review cases online as soon as the incident review is completed by SLPD. This streamlined process, allows for more timely remediation of areas for improvement, and eliminates the need for any preparation and manual transmission of the case by SLPD prior to IPA’s review.

The backlog of cases was resolved during the current reporting period, which resulted in a much greater number of cases reviewed than in the prior reporting period.

Generally speaking, the IPA’s reviews found that SLPD officers were courteous and professional in their interactions with members of the public. Indeed, there were several extraordinary performances by officers in handling challenging and difficult circumstances that were noted by the IPA. However, there were also several incidents where certain tactics could have been better with potentially better outcomes, and several incidents where remedial training in certain aspects of constitutional policing was suggested. Our reviews include recommendations on how any given incident could have been handled better, or more specifically, whether in any given incident a different approach by officers could have potentially yielded a better outcome.

For each area of potential improvement, the IPA team and the SLPD executive staff discuss the issue and develop an “Agreed Upon Course of Action,” when needed.

SLPD leadership has expressed its commitment to remedial training, coaching and mentoring of officers and supervisors to advance the philosophy of continuous improvement and further embed it in the agency.

The IPA reviews are part of the process that helps to ensure that small issues are addressed at the first opportunity, when possible, through a non-disciplinary remediation program, recognizing that in some cases discipline may, in fact, be called for.

SLPD leadership has expressed its commitment to having supervisors include the question of what could have been done differently to potentially achieve a better outcome in their investigations.

During the current reporting period, the IPA made a total of 89 recommendations relative to the incident reviews. In most cases, these recommendations resulted in an Agreed Upon Course of Action (“AUCA”) between the IPA and the SLPD Executive Command staff.

USE OF FORCE INCIDENTS

Among the defining aspects of modern policing is the officer’s legal authority to employ force when necessary to enforce the law and safeguard the public. In today’s digital age—where nearly every encounter can be recorded and shared instantly—the manner in which force is used has become one of the most visible and scrutinized elements of police work. These encounters, perhaps more than any other form of interaction, strongly influence how the public perceives both individual officers and the policing profession as a whole.

Incidents in which force is perceived as excessive or unwarranted can rapidly erode community trust and provoke public concern, while those seen as measured and justified can strengthen the community's confidence that officers are acting responsibly and in alignment with shared values. Given its significance to both police legitimacy and community trust, the careful examination of every use of force event remains a top priority for the department and the Independent Police Auditor (IPA).

As part of its ongoing oversight responsibilities, the City Manager has directed the IPA to review and assess all use of force incidents to ensure that the San Leandro Police Department (SLPD) exercises its authority in accordance with law, professional standards, and community expectations. San Leandro policy defines force as the application of physical techniques or tactics, chemical agents, or weapons to another person. It is not a use of force when a person allows him/herself to be searched, escorted, handcuffed, or restrained.

Each case now undergoes a comprehensive "360 Review," which evaluates both the involved officers' actions and the supervisory response. The IPA independently examines body-worn camera footage, police reports, and the findings of the first-line supervisor to determine whether the assessment was thorough, objective, and consistent with SLPD policy, training, and federal and state law. Beyond confirming policy compliance, the IPA assesses whether officer actions and supervisory reviews reflect best practices in professionalism, communication, and tactical decision-making. Importantly, the review determines whether alternative approaches could have achieved a potentially better outcome.

Determining the justifiability of force is fundamental to accountability and to maintaining community confidence. Although each situation presents unique circumstances, several guiding principles frame the IPA's assessment of use of force:

1. **When Force May Be Used:** Force must be objectively reasonable under the circumstances and limited to what is necessary to overcome resistance to arrest or prevent imminent harm to the officer or others. In *Graham v. Connor*, the U.S. Supreme Court established that such evaluations must be based on the perspective of a reasonable officer on the scene—considering the seriousness of the offense, the immediacy of the threat, and the level of resistance—without the benefit of hindsight.
2. **Reasonable Belief and Objectivity:** Officers must act on a reasonable and articulable belief that force is required given the information available at that moment. Reviews of these actions must be objective and grounded in the facts known to the officer at the time.
3. **Proportional Response:** The degree of force used must correspond to the level of threat encountered. Officers are expected to employ only the amount of force necessary to achieve lawful objectives while minimizing harm whenever possible.

4. **De-escalation and Alternatives:** Prior to the use of physical force, officers should make every effort to de-escalate situations through communication, warnings, and tactical repositioning. The intent is to resolve encounters safely and without unnecessary confrontation.
5. **Ongoing Assessment:** Officers must continually evaluate the situation as it evolves and reduce or cease the use of force once a threat diminishes or compliance is achieved.
6. **Reporting and Documentation:** Every use of force must be promptly documented and reviewed. Accurate and detailed reporting provides transparency, facilitates internal review, and reinforces accountability within the department.

Together, these principles are designed to balance the authority entrusted to law enforcement with the rights and dignity of the individuals they serve. By adhering to them, the San Leandro Police Department and the IPA aim to ensure that all uses of force are legally sound, professionally executed, and consistent with the values of constitutional policing and community trust.

USES OF FORCE REVIEWED DURING THIS REPORTING PERIOD

The IPA reviewed 73 uses of force incidents, 11 of which also involved a pursuit. These reviews are critical to a department philosophy of continuous improvement and the desire to be a “learning department.” The philosophy emphasizes the ongoing effort to always get better through the enhancement of processes, systems, and outcomes. Simply put, embedding a culture of continuous improvement is critical to ensuring that a police department functions as it should.

Our findings and recommendations from each of these reviews were shared with SLPD leadership, and after discussions there were no disagreements relative to those findings and recommendations.

While there were no use of force incidents that the IPA found to be “out of policy” there were several incidents where the IPA’s findings and recommendations indicated a need to reenforce certain policies or training and in some cases illustrated the need to revise and/or clarify SLPD policies.

SUMMARY OF RECOMMENDATIONS RELATED TO USE OF FORCE REVIEWS MADE DURING THIS REPORTING PERIOD

The IPA made 18 recommendations in connection with 12 of the 73 use of force incidents reviewed. In addition, there were five incidents in which the IPA complimented or commended

the officers and/or supervisors, and four incidents which the IPA suggested the department utilize for training due to the instructive nature of one or more aspects of the incident.³

As stated above, the IPA's recommendations focused on ensuring compliance with departmental policies, improving operational effectiveness, and promoting a culture of continuous improvement within the department.

RECOMMENDATIONS/AGREED UPON COURSE OF ACTION(S)

Listed below is a summary of the 18 recommendations made as a result of the IPA's reviews. Some of the recommendations were repeated over multiple use of force incidents. The brief descriptions are necessary in order to maintain anonymity as required by state law.

- Update policy to encourage the use of Transparency Statements when making arrests.
- Review and remediate through training the tactics leading up to the use of force.
- Review the supervisor's report for clarification and provide remedial training as needed.
- Review and discuss tactics with the involved officer.
- Review body-worn camera footage with involved officers to provide remediation when conflicting verbal commands are given.
- Provide remedial training to supervisors on ensuring the completeness of their reviews.
- Revise policy to prohibit supervisors who used force from completing the corresponding use-of-force review, to avoid conflicts of interest.
- Provide counseling to the involved officer regarding the use of profanity during arrest.
- Enhance supervisory review processes to ensure completeness and consistency.

COMMENDABLE WORK

During the current reporting period, the IPA noted a number of commendable actions on the part of officers relevant to Uses of Force.

These commendations not only recognize individual excellence but also serve as important learning opportunities for the Department as a whole. By analyzing what went right in these complex and high-risk encounters, SLPD can reinforce effective tactics, communication, and decision-making across all levels of the organization. The following commendations recognize instances where officers demonstrated exemplary judgment, professionalism, and teamwork during complex or high-stress encounters.

³ It should be noted that a single incident may generate multiple recommendations, as well as commendations and training points, all captured within the same review.

- Commendable work by the involved officer for maintaining a calm demeanor and exercising exceptional restraint while resolving a difficult situation in the presence of family members. The officer's composure and coordination contributed to a smooth resolution with minimal use of force.
- Commendable work by the involved officers for demonstrating excellent teamwork and coordination during a challenging incident. Their professionalism, experience, and sound judgment ensured an effective and well-managed response under pressure.
- Commendable work by the involved officers for exemplary tactical coordination and disciplined initiative during a high-risk encounter. Officers deployed appropriate resources—including lethal and less-lethal options—and successfully de-escalated the situation through time, talk, and distance.
- Commendable work by the involved officers for their well-executed team tactics during a dynamic arrest situation. One officer effectively managed traffic control while others coordinated the suspect's apprehension with precision and restraint. The arrest was completed safely and with minimal force, demonstrating professionalism and teamwork.
- Commendable work by the involved officers for superior teamwork and tactical discipline during a use-of-force incident. Their actions minimized the level of force required and ensured the safety of all parties. The professionalism displayed exemplifies the high standards of service expected of the Department.

DEPARTMENT-WIDE TRAINING OPPORTUNITIES

Listed below are areas that the IPA suggested should give rise to department-wide training as a result of the IPA's reviews of uses of force:

- An incident gave rise to a department-wide training opportunity emphasizing officer safety tactics, including clear verbal commands, appropriate escalation of force options, coordinated teamwork, disciplined firearm handling, and the use of time and communication to formulate a safe arrest plan.
- An incident gave rise to a recommendation for roll-call or in-service training highlighting the importance of restraint and judgment during critical radio calls, with particular focus on tactical communication and coordinated response.
- An incident gave rise to a roll-call training recommendation addressing appropriate tactics when engaging with moving vehicles to enhance officer safety and compliance with policy.
- An incident gave rise to a training opportunity illustrating exemplary de-escalation efforts, partner communication, sound tactics, teamwork, and minimal use of force—serving as a model scenario for future instruction.

PURSUIITS

Pursuit analysis is a critical component of ensuring accountability, operational integrity, and safety within modern policing. Pursuits, while sometimes necessary to apprehend suspects, inherently involve a balance between public safety and law enforcement objectives. Each pursuit reflects an element of the department's risk appetite—the level of risk the organization is willing to accept in the interest of preventing crime and apprehending offenders. Because pursuits can escalate rapidly, leading to property damage, injury, or loss of life, it is essential that this balance be continually examined and refined.

By systematically analyzing each pursuit, the department can evaluate whether proper protocols were followed, assess real-time decision-making, and determine whether alternative strategies could have mitigated risk while still achieving legitimate enforcement goals. These analyses also test whether the pursuit's justification was proportionate to the seriousness of the underlying offense and consistent with both departmental policy and the City's broader tolerance for risk in protecting public safety.

In-depth pursuit review serves not only as a tool for accountability but also as a means of refining the department's operational risk appetite over time. Patterns emerging from these reviews—such as the frequency, nature, and outcomes of pursuits—help leadership determine whether current policy appropriately balances enforcement efficacy with safety imperatives. These insights inform future training, guide policy adjustments, and foster a culture of continuous improvement. In this way, pursuit analysis becomes an essential feedback mechanism ensuring that the department's actions remain aligned with community expectations, professional best practices, and the evolving understanding of acceptable risk in modern policing.

PURSUIITS REVIEW DURING THE CURRENT REPORTING PERIOD

In this third year of operation, the IPA reviewed 147 pursuits, 11 of which also involved a use of force. As noted above, the results of these reviews were shared and discussed with SLPD leadership on an ongoing basis.

Unlike use-of-force incidents, several pursuits were determined to be out of policy, necessitating both remedial action to address individual officer performance, and a broader examination of the department's pursuit policy. These findings also prompted substantive discussions regarding the appropriate level of organizational risk appetite—that is, the degree of risk the City is prepared to assume in pursuit situations to achieve law enforcement objectives while safeguarding public safety. The reviews led to an important interim change to the pursuit policy limiting the circumstances under which a pursuit may be initiated, and a more fulsome discussion relative to the entire pursuit policy.

Those discussions have continued into the next reporting period and are guiding a comprehensive revision of the pursuit policy, being developed collaboratively by SLPD, the IPA, and the CPRB. The revised policy will be detailed in the IPA's next annual report.

As with all other reviews, dialogue between the IPA and SLPD leadership remained constructive and solution-oriented, and all recommendations ultimately resulted in Agreed Upon Courses of Action (AUCAs) with no unresolved disagreements.

SUMMARY OF RECOMMENDATIONS RELATED TO PURSUIT REVIEWS MADE DURING THIS REPORTING PERIOD

The IPA made 66 recommendations in connection with 40 of the 147 incidents reviewed. There were five incidents in which the IPA complimented or commended the officers and/or supervisors, and two incidents in which the IPA suggested the department use as training examples due to the unique circumstances surrounding the incidents.

As stated above, the IPA's recommendations focused on ensuring compliance with departmental policies, improving operational effectiveness, and promoting a culture of continuous improvement within the department.

AGREED UPON COURSE OF ACTION

Listed below is a general summary of the recommendations made as a result of the IPA's pursuit reviews. Several of these recommendations were repeated across multiple incidents.

- Revise policy to prohibit pursuits for low-level offenses, such as traffic infractions alone.
- Clarify policy definitions regarding the "block" maneuver and its appropriate use.
- Provide remedial training to officers and supervisors who failed to terminate pursuits as required by policy.
- Provide remedial training to officers and supervisors to improve the accuracy and clarity of pursuit termination reports.
- Review and discuss unsafe driving tactics with involved officers to reinforce safer operational practices.
- Provide remedial training to supervisors on articulating justification for authorizing a third unit to join pursuits.
- Provide remedial training to supervisors on identifying all policy violations and implementing corrective actions such as training points or documented counseling.
- Revise policy to prohibit supervisors who participated as pursuing units from completing pursuit reports or reviews, to avoid conflicts of interest.
- Provide counseling to officers for failing to use emergency lights and sirens as required by policy and the Vehicle Code.
- Enhance supervisory review processes to ensure completeness and consistency.

COMMENDABLE WORK

During the current reporting period, the IPA noted five incidents that demonstrated commendable actions on the part of officers relevant to pursuits.

These commendations not only recognize individual excellence but also serve as important learning opportunities for the Department as a whole. By analyzing what went right in these complex and high-risk encounters, SLPD can reinforce effective tactics, communication, and decision-making across all levels of the organization.

- Commendable work by involved officers for outstanding attention to duty and thorough investigative work in collaboration with a local agency. The officer's follow-up and case documentation were exemplary and reflect a high level of motivation, teamwork, and commitment to service.
- Commendable work by the Field Training Officer (FTO) and trainee for exemplary leadership and composure during a complex pursuit involving varying speeds and traffic conditions. The FTO provided calm, real-time guidance that emphasized safety, lane discipline, and controlled decision-making. The use of the STARCHASE system demonstrated both tactical proficiency and an understanding of pursuit risk reduction, while providing an invaluable training experience for the new officer.
- Commendable work by involved officers for coordinated teamwork and tactical excellence during a high-risk incident. Officers demonstrated clear communication, effective use of available resources—including lethal and less-lethal options—and deliberate efforts to de-escalate through time, talk, and distance. Their coordinated approach exemplified sound judgment and professional restraint.
- Commendable work by involved officers and supervisors for proactive enforcement in response to a series of burglaries committed by multiple suspects using caravanning tactics. The operation required both vehicle and foot pursuits and resulted in the safe apprehension of a suspect. The officers' adaptability, communication, and teamwork during this dynamic situation reflect a high standard of professionalism.
- Commendable work by the field supervisor and involved officers for proactive leadership resulting in the successful arrest of three robbery suspects wanted in multiple jurisdictions. The supervisor's initiative and tactical judgment merit administrative recognition for exemplary performance.

DEPARTMENT-WIDE TRAINING OPPORTUNITIES

Listed below are department-wide training opportunities identified through the IPA's pursuit reviews, reflecting both positive practices and lessons learned:

- Provide roll-call training on accurate report terminology related to pursuits, emphasizing the distinction between an *enforcement stop* (e.g., felony or investigative stop) and a *traffic stop*. Consistent terminology reinforces alignment with the revised pursuit policy, which prohibits pursuits for traffic violations alone.
- Provide roll-call training on effective radio communication, specifically addressing the risks of overstating the severity of incidents during broadcasts, to prevent over-response and maintain proportionality in officer deployment.

DETAILED ANALYSIS OF TOUR ACTIVITY (D.A.T.A.)

The Detailed Analysis of Tour Activity (DATA) is a key component of the IPA's approach to comprehensive oversight and accountability. Unlike on-going reviews that focus primarily on specific categories such as use of force, pursuits, or complaints, the DATA review provides a broader, periodic examination of all incidents occurring within a defined timeframe. This audit ensures that every aspect of policing, from routine stops and calls for service, is conducted in alignment with departmental policies and best practices. By encompassing all types of incidents, the DATA review offers a more holistic, albeit limited, view of officer performance and the department's operational integrity.

Through this periodic review, the DATA Audit helps identify patterns of behavior and areas for improvement that may otherwise go unnoticed in traditional, more narrowly focused audits. It ensures that officers are consistently adhering to protocols across the full spectrum of their duties, not just in high-profile or critical incidents. This proactive approach allows for early detection of potential policy violations, training gaps, or emerging trends that may warrant additional attention. The DATA Audit ultimately strengthens the department's commitment to transparency, accountability, and continuous improvement in policing practices across San Leandro.

DATA ANALYSIS CONDUCTED THIS REPORTING PERIOD

As part of the Independent Police Auditor's ongoing oversight responsibilities, a Detailed Analysis of Tour Activity (D.A.T.A.) audit was conducted covering the period of January 8–10, 2025.

The assessment confirmed the department's general adherence to professional standards and its commitment to transparency and self-assessment. Using both quantitative metrics and qualitative review, the analysis identified general compliance in key operational areas and highlighted opportunities for targeted improvement. The resulting recommendations were discussed collaboratively with command staff. The process is a part of the department's willingness to engage in self-examination as a pathway to continuous improvement.

REVIEW OF COMPLAINTS AND DISCIPLINE

The IPA is responsible for reviewing all internal and external complaints concerning the conduct of San Leandro Police Department (SLPD) personnel. The purpose of this oversight is to ensure that complaint investigations are complete, thorough, objective, and fair, and that their findings are supported by the evidence and consistent with Department policy.

To achieve this, the IPA has the authority to attend interviews of any witnesses—civilian or sworn—and to review all documentary and video evidence associated with an investigation. When deficiencies are identified, the IPA consults with the Chief of Police and, if necessary, the City Manager, to ensure that corrective action is taken. Beyond evaluating the adequacy of individual investigations, the IPA may also issue broader recommendations addressing policy, training, supervision, or accountability practices identified through its reviews.

COMPLAINT INTAKE AND INVESTIGATION

Complaints against SLPD members may originate from multiple sources:

- **External complaints** filed by community members, either in person at police headquarters, by phone, or online.
- **Internal complaints** initiated by one SLPD employee against another.
- **Chief-initiated investigations** ordered directly by the Chief of Police.

All complaints are processed in accordance with **SLPD Policy 1012**, which governs intake, classification, and investigative procedures.

Generally, less serious or minor allegations—those not involving discrimination, harassment, or misconduct of a significant nature—may be handled by a supervisor through local resolution, provided that the supervisor’s involvement does not compromise the integrity of the investigation. Serious allegations, including those involving potential policy or legal violations, are investigated by the Department’s Professional Standards Unit (PSU).

FINDINGS AND DISCIPLINARY OUTCOMES

At the conclusion of each investigation, complaints are classified under one of four findings:

- **Unfounded:** The alleged act did not occur or did not involve a Department member.
- **Exonerated:** The alleged act occurred but was justified, lawful, and proper.
- **Sustained:** The investigation determined that the employee’s actions violated policy, law, or both.
- **Not Sustained:** Insufficient evidence was available to either prove or disprove the allegation.

Upon completion of the Department’s investigation and imposition of any related discipline, the full case file is forwarded to the IPA for review. The IPA then evaluates each investigation according to several key benchmarks, including:

- Whether all relevant witnesses were identified and interviewed;
- The quality, accuracy, and impartiality of those interviews;
- The completeness of documentary and video evidence reviewed;
- The fairness and adequacy of investigative analysis and documentation;
- The appropriateness and proportionality of any discipline imposed; and,
- The existence of internal quality control and supervisory oversight throughout the process.

Deficiencies in any of these areas are documented by the IPA and may result in broader recommendations aimed at improving investigative rigor and accountability.

USE OF EXTERNAL INVESTIGATORS

During this reporting period, SLPD elected to outsource three complaint investigations to independent investigative firms rather than conducting them internally. Such determinations are made by the Chief of Police on a case-by-case basis, taking into account the seriousness of the allegation, potential conflicts of interest, and available staffing resources. All internal and external investigations are conducted in accordance with the Public Safety Officers Procedural Bill of Rights (POBR), Government Code § 3303.⁴

IPA OVERSIGHT OF THE INVESTIGATIVE PROCESS

Regardless of whether an investigation is conducted by SLPD or an outside firm, the IPA is responsible for ensuring that the process meets the standards of completeness, objectivity, and fairness. In most instances, IPA reviews are conducted through the examination of investigative reports, interview summaries, and body-worn camera footage after completion of the inquiry. However, the IPA retains the authority to attend live interviews of complainants, witnesses, or involved officers whenever doing so is necessary to evaluate the adequacy or impartiality of the investigation.

Through this process, the IPA helps ensure that the Department's internal accountability mechanisms function with transparency, consistency, and integrity—reinforcing both public trust and officer confidence in the fairness of disciplinary outcomes.

⁴ The bill requires that the interview of an accused member be conducted during reasonable hours and preferably when the member is on-duty. If a member is interviewed when off-duty, then the member must be compensated. Unless waived by the member, the accused member shall be interviewed at SLPD headquarters or other reasonable and appropriate place. There cannot be more than two interviewers who ask questions of an accused member. Prior to any interviews, the accused member must be informed of the nature of the investigation, and the name, rank, and command of the officer in charge of the investigation, any interviewing officers, and all other persons to be present during the interview. The interview must be for reasonable period of time and the members' needs should be reasonably accommodated. The member cannot be subjected to any offensive or threatening language, or any promises, rewards, or other inducements to obtain answers. An accused member who refuses to answer any questions directly related to the investigation may be ordered to answer questions administratively after being given a Lybarger advisement and may be subject to discipline for any continued failure to answer questions. No information or evidence administratively coerced from a member may be provided to anyone involved in a criminal investigation into the same allegations or to any prosecutor assigned to such an investigation. All interviews must be recorded, with a copy of the of the recorded interview provided to the accused member prior to any subsequent interviews. An accused member has to the right to have an uninvolved representative present during the interview but cannot consult or meet with the representative or attorney collectively or in groups prior to being interviewed. Finally, an accused member cannot be asked or compelled to submit a polygraph examination.

COMPLAINTS REVIEWED DURING THE CURRENT REPORTING PERIOD

In this third year of operation, the IPA reviewed a total of 18 complaint investigations and made five recommendations with respect to those reviews. There were no specific incidents that warranted compliments or training opportunities. The recommendations made with respect to the investigative steps and in no case did any issue identified affect the outcome or adjudication of the investigation. These recommendations are shared on an on-going basis with SLPD leadership and are summarized below. The IPA agreed with all of the recommended adjudications in those complaints.

SUMMARY OF RECOMMENDATIONS RELATED TO COMPLAINT REVIEWS MADE DURING THIS REPORTING PERIOD

The IPA made three recommendations in connection with 4 of the 18 complaint investigations reviewed however the IPA agreed with all of the dispositions of all allegations. There were no IPA compliments or suggested training as a result of these reviews.

As stated above, the IPA's recommendations focused on ensuring compliance with departmental policies, improving operational effectiveness, and promoting a culture of continuous improvement within the department.

AGREED UPON COURSES OF ACTION

Listed below are a general description of the recommendations made as a result of the IPA's reviews.

1. Consider a possible short form complaint process for minor policy violation in order to decrease the amount of time and resources dedicated to the uncomplicated cases where remediation is likely to be agreed upon by command staff and the involved officer.
2. Provide remedial training to an officer in the handling of arrestee's property.
3. Modification of timekeeping system to ensure accountability.

DIRECT RECEIPT OF COMPLAINTS

The IPA is charged with receiving direct complaints from the community regarding the conduct of its officers. The IPA established two different ways to directly receive complaints from the community. First was through a multilingual public website with information about the IPA and a form the community can use to submit any complaints about SLPD directly to IPA. Second, the IPA also has an email address (info@integrassure.com) that community members can use to directly submit a complaint to the IPA.

Both the website and the email addresses were provided to the community at multiple CPRB meetings. Upon receipt of any such complaints, the IPA immediately forwards them to SLPD for investigation, and then they are reviewed by the IPA once completed.

REVIEW OF DIRECT COMPLAINTS DURING THE CURRENT REPORTING PERIOD

During this annual period, the IPA did not receive any complaints directly, either via its website or forwarded from CPRB.

POLICY AND TRAINING REVIEW

One of the IPA's core responsibilities is to review the San Leandro Police Department's (SLPD) internal policies and training programs and evaluate how closely they align with established best practices in modern policing. While SLPD's policies span the full spectrum of police operations—from patrol procedures to administrative oversight—the IPA's audits focus on areas of particular importance to San Leandro community members and City officials.

These priority areas include stops, searches and seizures, pursuits, body-worn cameras, uses of force, and internal investigations and disciplinary procedures. Each of these domains directly governs how SLPD officers interact with the public—whether conducting investigations, enforcing laws, or responding to calls for service—and therefore most directly shapes how San Leandro residents experience policing.

The purpose of these reviews is threefold: to identify which policies and training programs already reflect best practices; to determine which may require revision or enhancement; and to recommend measures that further strengthen the Department's accountability, transparency, and alignment with community expectations. Through this process, the IPA seeks to promote continuous improvement in the professionalism and integrity of policing within the City of San Leandro.

During this reporting period, the IPA conducted targeted reviews of both policy and training initiatives to assess their practical effectiveness and consistency with best practices. The following subsections summarize key trainings attended or evaluated by the IPA, along with policy areas reviewed and revised during the year.

REVIEW OF TRAINING DURING THE CURRENT REPORTING PERIOD

During this reporting period, the San Leandro Police Department conducted—and the IPA attended—a specialized training program entitled *Transformational Policing: Building Trust Through Partnership*. This comprehensive course is designed to strengthen the relationship between law enforcement and the community by emphasizing the principles of procedural justice, empathy, communication, and self-reflection.

The training moves beyond traditional enforcement models by centering policing on service, collaboration, and mutual respect as the foundation of effective public safety. Officers and community members participated jointly in guided discussions, scenario-based exercises, and interactive workshops addressing bias awareness, cultural competency, and shared responsibility for community well-being. Each session framed police–community encounters as opportunities to build understanding, promote transparency, and reinforce shared values.

Through this collaborative learning experience, both officers and residents developed practical tools for conflict resolution, problem-solving, and the co-creation of safer neighborhoods. The program represents a significant step toward a more inclusive and community-centered policing philosophy in San Leandro—an initiative for which Chief Angela Averiett and her leadership team deserve recognition.

In the coming year, the IPA will continue to attend and evaluate departmental training programs and curricula to ensure they remain aligned with national best practices and support the City’s ongoing commitment to continuous improvement.

REVIEW OF POLICIES DURING THE CURRENT REPORTING PERIOD

During the prior annual period, the IPA completed comprehensive assessments of several core departmental policies and provided recommendations grounded in best practices. These recommendations were reviewed, refined collaboratively with the SLPD executive team, and finalized during the current reporting period. The policies addressed included:

- Body-Worn Cameras (BWC)
- Use of Force
- Automated License Plate Readers (ALPR)
- Mobile Audio-Video (MAV) Systems

For each of these policy areas, the IPA worked iteratively with SLPD command staff to align existing directives with recognized standards of modern policing. Once revised drafts were completed, they were shared with the City management team—including the City Attorney’s Office—for review and feedback to ensure legal sufficiency and operational clarity.

Several of these policies, notably those concerning body-worn cameras, license plate readers, and use of force, were also identified by the Community Police Review Board (CPRB) as matters of broad community interest. In these cases, the CPRB participated directly in the review process, working in coordination with the IPA and the Department to ensure that the final policies reflected both best practices and community values.

Looking ahead, the IPA will continue its collaborative policy review process in the coming year, focusing on areas such as Fourth Amendment compliance (including stops, searches, and seizures), constitutional policing principles, and transparent tactical communication. These efforts will help ensure that departmental policies remain contemporary, clearly articulated, and reflective of the City’s commitment to accountability and continuous improvement.

PURSUIT POLICY

As noted above, and as informed by the IPA’s ongoing pursuit reviews, Chief Angela Averiett issued a Department Directive in June 2025 establishing clearer limitations on when officers may initiate vehicle pursuits. The directive specifically prohibits pursuits for traffic violations or infractions alone, reflecting a more measured approach to balancing enforcement objectives with public safety.

Building upon that directive, the IPA and SLPD have continued to collaborate on a comprehensive revision of the Department’s pursuit policy. A preliminary draft of the revised policy is expected to be completed in November 2025, after which it will be circulated for review and comment by the City Manager’s Office, the City Attorney’s Office, and the Community Police Review Board (CPRB).

These revisions are guided by evolving best practices, recent changes in California law, and the City’s defined risk tolerance—that is, the level of risk the City is prepared to accept in pursuit situations to protect public safety while ensuring accountability. The resulting policy will further clarify decision-making thresholds, reinforce supervisory oversight, and strengthen consistency across the Department’s approach to high-risk vehicle pursuits.

CRITICAL INCIDENT REVIEWS

Critical incidents are defined to include all officer-involved shootings (OIS), traffic collisions involving police officers that result in death or serious bodily injury, uses of force causing death or serious injury, and all deaths occurring while an individual is in police custody. The IPA is responsible for reviewing each of these incidents to determine whether the associated investigation was thorough, objective, complete, and fair.

To ensure transparency and timely oversight, the San Leandro Police Department (SLPD) is required to notify the IPA immediately when a critical incident occurs. This allows the IPA to observe the scene when appropriate and to monitor the investigative process from its inception. The IPA and SLPD have established a reliable notification protocol that ensures prompt communication whenever a critical event takes place.

CRITICAL INCIDENT REVIEWED DURING THE CURRENT REPORTING PERIOD

During the current reporting period, the IPA reviewed one officer-involved shooting (OIS). The investigation was conducted by an external law enforcement agency in accordance with established protocol.

The incident began when officers responded to a radio call regarding an assault with a deadly weapon involving a vehicle during a domestic dispute. The suspect’s wife and three children were present. Officers located the suspect’s vehicle in an unincorporated area of San Leandro and initiated a high-risk enforcement stop. Although the suspect initially yielded, he subsequently ignored officers’ commands, advanced toward an officer, and then returned to his vehicle, drawing a loaded handgun from his waistband.

Responding officers took cover and issued repeated commands, after which the suspect fired toward them. Officers returned fire, ultimately subduing the suspect after deploying less-lethal beanbag rounds. The suspect was taken into custody without further injury and later charged with attempted murder of a police officer. The Alameda County Sheriff’s Office conducted the criminal investigation.

The IPA reviewed the investigation and concurred with its findings, determining that the inquiry was complete, objective, and timely. The IPA further noted that the officers’ actions were

consistent with policy, training, and constitutional standards. Officers demonstrated sound tactics, clear communication, and appropriate escalation and de-escalation of force options—from initial verbal commands to the transition from Taser to lethal coverage and back to less-lethal deployment.

This incident illustrates both the complexity and volatility of high-risk encounters and underscores the importance of training in tactical coordination, communication, and restraint. The IPA will continue to monitor critical incident investigations to ensure that lessons learned from such events inform ongoing policy refinement, supervisory training, and the City’s broader approach to managing operational risk.

REVIEW OF RIPA DATA

The Racial and Identity Profiling Act (RIPA) review is an essential component of transparency and accountability in policing. RIPA requires the San Leandro Police Department (SLPD) to collect and report detailed information regarding traffic and pedestrian stops—including the perceived race, ethnicity, gender, and other identifying characteristics of those stopped, as well as any actions taken after the stop.

The purpose of this process is twofold: first, to ensure compliance with California’s state-mandated reporting requirements; and second, to promote public confidence by providing a clear and factual record of how police interactions occur across different demographic groups. By systematically collecting and presenting this information, SLPD enables both City officials and the community to better understand the nature and scope of law enforcement contacts within San Leandro.

The IPA’s RIPA review presents these data in a graphical and narrative format that allows for accessible visualization of the demographic breakdown of stops and post-stop outcomes. Charts and graphs offer the public and departmental leadership an at-a-glance overview of key trends—such as the volume of stops, types of enforcement actions, and demographic representation among those contacted.

Importantly, the IPA’s role in this review is to ensure accuracy, completeness, and transparency in the reporting and presentation of RIPA data. The review does not attempt to draw causal conclusions about racial, ethnic, or gender disparities; rather, it serves as a foundation for informed discussion and future policy analysis. The data provide a baseline from which the City, the Department, and the community can engage in deeper examination of patterns, explore contributing factors, and develop strategies to strengthen equitable policing practices.

RIPA REVIEW IN THE CURRENT REPORTING PERIOD

Due to timing constraints, a formal RIPA review was not conducted during the current reporting period. A comprehensive analysis comparing 2024 and 2025 stop data is scheduled for completion in early 2026.

In preparation for that review, the IPA collaborated with the San Leandro Police Department to facilitate a presentation by Dr. Lori Fridell, a nationally recognized expert on the interpretation

of stop data and the principles of bias-free policing. Dr. Fridell addressed the Community Police Review Board (CPRB) at its April 16, 2025 meeting, providing both the Board and the public with valuable insights into understanding and contextualizing demographic stop data. Her presentation helped lay the groundwork for more informed community dialogue and for the City's forthcoming RIPA analysis.⁵

INDEPENDENT INVESTIGATIONS AS ASSIGNED BY THE CITY MANAGER

The IPA may be called upon from time to time to perform independent investigations as the request of the City Manager.

INDEPENDENT INVESTIGATIONS CONDUCTED IN THE CURRENT REPORTING PERIOD

There were not independent investigations request by the City Manager during the current reporting period.

ASSISTANCE TO THE CPRB

The IPA serves as the law enforcement subject matter expert for the Community Police Review Board. The Board's function includes receiving community feedback and complaints and referring them for further review, as appropriate, to the IPA or the internal affairs function of SLPD. The Board also receives reports from the IPA regarding personnel discipline and complaints, critical incidents, police department policies, and other law enforcement matters. The Board also evaluates the police department policies of compelling community-wide concern based on the trends and data, which is provided by the IPA to the Board. CPRB implements an annual work plan that consists of a community outreach plan to assure all members of the community to have an opportunity to share concerns about policing.

CPRB members are required to complete 30 hours of training in relevant subject matters within 90 days after appointment by Ordinance 1-3-1730. In its role as the law enforcement subject matter expert, the IPA developed and implemented the initial 30-hour curriculum for CPRB, which included courses on the Public Safety Procedural Bill of Rights, Public Records Act, and Brown Act as well as Policing in America, policing oversight overview, and best practices in policing. In addition, the IPA developed and implemented training on SLPD's processes, including internal investigations and use of force investigations. These courses were provided to the initial core CPRB members via an e-learning platform to fulfill CPRB's training mandate and will be provided to the new members of the CPRB on an ongoing basis.

⁵ An audio recording of the meeting in which Dr. Fridell spoke to the CPRB can be found here:
https://sanleandro.granicus.com/MediaPlayer.php?view_id=2&clip_id=2869

CPRB has monthly meetings, and the IPA has been in attendance each month, providing the Board with monthly updates on the IPA's activities meeting. Moreover, in its role as the law enforcement subject matter expert, the IPA assisted CPRB and City staff in drafting the Administrative Procedure for CPRB to provide better guidance on the functions of the Board beyond what is mandated in the Ordinance.

Lastly, the IPA assists the CRPB in drafting its annual report. The CPRB's annual reports can be found at <https://www.sanleandro.org/1187/Community-Police-Review-Board-CPRB>.

During this annual period, the IPA continued to assist the CPRB by attending all monthly CPRB meetings, provided training curriculum, and began providing a monthly statistical report to describe and illustrate the number of, and status of incident reviews conducted by both SLPD internally, and by the IPA over the prior month.

ASSISTANCE TO THE CPRB DURING THE CURRENT REPORTING PERIOD

During this annual reporting period, the IPA continued to serve as the for the Community Police Review Board's law enforcement subject matter expert and worked hand in glove to coordinate the Board's evaluation of the SLPD's revised Body-Worn Camera ("BWC") policy, the Automated License Plate Reader policy, Mobile Audio-Visual Policy, and its Use of Force policy. The revised BWC policy was published in September 2024, the revised ALPR policy was published in December 2023, and the Use force policy is expected to be published sometime in November 2024.

During this reporting period, the CPRB added one youth CPRB member. The IPA again coordinated with the City and SLPD to provide the new member with the 30 hours of training in relevant subject matters as required by Ordinance 1-3-1730. Using the same materials and topics, the IPA re-designed the training curriculum in a self-guided podcast format, which is easy to follow, more contemporary and can be listened to while members are on the go.

The IPA attended each of the CPRB's monthly meetings during this annual period during which the IPA provided the Board with monthly updates on the IPA's activities and any specific topics required.

CONCLUSION

During this third year of operation, the IPA's auditing and review processes have continued to identify important issues arising from both specific incidents and broader departmental policies and practices. Each of these findings has resulted in actionable recommendations and Agreed Upon Courses of Action (AUCAs), all of which have been accepted or are scheduled for further consideration by the City and the Department.

The issues identified are readily addressable through targeted policy revisions, enhanced training, and ongoing coaching and mentoring of officers, reflecting a healthy and adaptive accountability framework. The IPA remains actively engaged with the City and SLPD leadership to ensure the timely and effective implementation of these measures, keeping the Department on a sustained path of continuous improvement, transparency, and public trust.

APPENDIX A – 360-DEGREE ASSESSMENT EXPLANATION AND TEMPLATE