

INTRADEPARTMENTAL CORRESPONDENCE

March 24, 2015
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BPC #15-0074

TO: The Honorable Board of Police Commissioners

FROM: Inspector General, Police Commission

SUBJECT: OFFICE OF THE INSPECTOR GENERAL'S INVESTIGATION OF THE LOS ANGELES POLICE DEPARTMENT'S RESOURCE MANAGEMENT

RECOMMENDED ACTION

REVIEW and APPROVE the Office of the Inspector General's Investigation of the Los Angeles Police Department's Resource Management.

DISCUSSION

On January 28, 2015, the Board of Police Commissioners became aware of the Los Angeles Police Department's (LAPD or Department) involvement in providing security and operational support for a Young Presidents' Organization (YPO) event in the downtown Los Angeles area. The event featured a presentation by Rene "Boxer" Enriquez (Enriquez) who is serving two life sentences for murder and was a former high-ranking member of the Mexican Mafia.

The Police Commission subsequently directed the Office of the Inspector General (OIG) to investigate the Department's use of public resources to provide transportation of and protection for Enriquez. Specifically, the Police Commission asked the OIG to provide a summary of the relevant facts, as well as a breakdown of the financial costs to the City. During the investigation, the OIG interviewed Department employees, including personnel who had input into the planning and mobilization of the resources dedicated to protect and transport Enriquez; the YPO event coordinator and event staff; and personnel from the Los Angeles County District Attorney's Office. The OIG reviewed emails and event-related documents, Department deployment rosters, and Metropolitan Division's operational plan.

During the investigation, the OIG determined that the YPO had requested the LAPD to make Enriquez available for an exclusive YPO event on January 28, 2015. This event was one of YPO's regularly scheduled events. The organization selected the speakers for this event, determined its date and time, selected the venue and caterers, and advertised it as a YPO event. The YPO had approximately 150 members attend this event.

The Honorable Board of Police Commissioners

Page 2

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The LAPD resources were principally deployed for the transportation and protection of Enriquez whose life is in danger as a result of his cooperation with law enforcement to prosecute members of the Mexican Mafia. There were 14 high-ranking law enforcement executives who attended the event, which included four LAPD commanding officers.

Based upon the statements of the witnesses as well as documents reviewed, the OIG identified the number and hours of Department personnel involved with this event. The OIG then sent those numbers to the City's Office of the Controller and the Department's Fiscal Operations Division to determine the costs incurred by the City to provide the protection and transportation of Enriquez, which were estimated at \$22,000.

I am available to provide any information the Board may require.

E-Copy – Original Signature on File with the Police Commission

ALEXANDER A. BUSTAMANTE

Inspector General
Police Commission

Attachment

c: Executive Director Richard M. Tefank
Chief of Police Charles L. Beck

LOS ANGELES POLICE COMMISSION

INVESTIGATION OF THE

LOS ANGELES POLICE DEPARTMENT'S

RESOURCE MANAGEMENT



Conducted by the

OFFICE OF THE INSPECTOR GENERAL

ALEXANDER A. BUSTAMANTE
Inspector General

March 24, 2015

OFFICE OF THE INSPECTOR GENERAL
INVESTIGATION OF THE LOS ANGELES POLICE DEPARTMENT'S
RESOURCE MANAGEMENT

I. INTRODUCTION

On January 28, 2015, the Board of Police Commissioners became aware of the Los Angeles Police Department's (LAPD or Department) involvement in providing security and operational support for a Young Presidents' Organization (YPO) event in the downtown Los Angeles area.¹ The event featured a presentation by Rene "Boxer" Enriquez (Enriquez) who is serving two life sentences for murder and was a former high-ranking member of the Mexican Mafia.²

The Police Commission subsequently directed the Office of the Inspector General (OIG) to investigate the Department's use of public resources to provide transportation of and protection for Enriquez. Specifically, the Police Commission asked the OIG to provide a summary of the relevant facts, as well as a breakdown of the financial costs to the City. During the investigation, the OIG interviewed Department employees, including personnel who had input into the planning and mobilization of the resources dedicated to protect and transport Enriquez; the YPO event coordinator and event staff; and personnel from the Los Angeles County District Attorney's Office. The OIG reviewed emails and event-related documents, Department deployment rosters, and Metropolitan Division's operational plan.

During the investigation, the OIG determined that the YPO had requested the LAPD to make Enriquez available for an exclusive YPO event on January 28, 2015. This event was one of YPO's regularly scheduled events. The organization selected the speakers for this event, determined its date and time, selected the venue and caterers, and advertised it as a YPO event. The YPO had approximately 150 members attend this event. The LAPD resources were principally deployed for the transportation and protection of Enriquez whose life is in danger as a result of his cooperation with law enforcement to prosecute members of the Mexican Mafia. There were 14 high-ranking law enforcement executives who attended the event, which included four LAPD staff officers.

Based upon the statements of the witnesses as well as documents reviewed, the OIG identified the number and hours of Department personnel involved with this event. The OIG then sent

¹ According to its website, the YPO is the world's premier peer network of chief executives and business leaders. In order to be considered for membership into the YPO, an individual must hold one of the following titles: President, Chairman of the Board, Chief Executive Officer, Managing Director, Managing Partner, or Publisher. The YPO is affiliated with the World Presidents' Organization (WPO) in that a YPO member will transition to WPO at the age of 45. The event on January 28 was sponsored by the WPO with assistance and support from the YPO. For purposes of this report, it will be referred to as a YPO-sponsored event.

² The Mexican Mafia, also known as La Eme (Spanish for the letter M), is one of the oldest and most powerful prison gangs in the United States. The organization's activities revolve around narcotics trafficking. Their members often use violence and murder as a means of disciplining its members or gaining respect amongst its rivals.

those numbers to the City's Office of the Controller and the Department's Fiscal Operations Division to determine the costs incurred by the City to provide the protection and transportation of Enriquez, which were estimated at \$22,000.

II. THE JANUARY 28, 2015 EVENT

The YPO regularly organizes events for its membership throughout the year. In 2014, the YPO had initially planned an event for late January 2015 that would showcase several individuals with nontraditional backgrounds. During the planning stages, the YPO event coordinator suggested that the organization attempt to obtain Enriquez for the January 2015 event. The YPO requested that the LAPD provide access to Enriquez.

On November 4, 2014, the YPO met with the Department and explained the plans for the event. Because Enriquez was in custody, the YPO needed access to meet and evaluate him as a potential speaker. During this meeting, the Department agreed to provide access to Enriquez for an audience prior to the January event.

The Department provided a "handler," who accompanied YPO staff to meet with Enriquez for what would be a series of three meetings before the January 28 event. On November 20, 2014, the Department and YPO staff met with Enriquez for the first time to offer him the opportunity to speak at the event, which he accepted. On December 19, 2014, the Department and YPO staff met with Enriquez for a second time to preview his presentation and narrow down the event details. On January 23, 2015, the Department, including multiple officers from Metropolitan Division, accompanied YPO staff to meet Enriquez for the third and final time before the event.

Sometime between the first and last meeting with Enriquez, the YPO decided that the event would no longer showcase several individuals and instead would feature Enriquez alone. The YPO posted a flyer on its website reflecting this change of events. The invitation, which could only be accessed by logging into the YPO website with a password, was advertised as a "Once in a Lifetime" event that featured a man who had never spoken to the members before and would never speak to them again. The invitation further stated, "You will be...amazed, shocked, blown away and maybe even a little scared." Nowhere on the invitation was it noted that the event was related to the LAPD or law enforcement in general.

On or near December 1, 2014, a command officer sought the approval of the Chief of Police (COP) for providing LAPD resources for this event. The event was presented to the COP as a law enforcement training event designed predominantly for members of the Major Cities Chiefs Association³ and the Los Angeles County Police Chiefs' Association⁴ with YPO attending as secondary participants. The COP agreed to this request.

³ According to the Major Cities Chiefs Association (MCCA) website, "The MCCA is a professional association of Chiefs and Sheriffs representing the largest cities in the United States, Canada and the UK ... MCCA was formed in 1949 to provide a forum for executives to share ideas, experiences and strategies for addressing the challenges of policing large urban communities."

By late December, 150 YPO members had RSVP'd for the event. On or about January 13, 2015, the Department sent an invitation to a select group of law enforcement executives in the Los Angeles area informing them that there were 20 available tickets to this event.⁵ It does not appear that any invitation was sent to the Major Cities Chiefs Association. On or about January 24, 2015, the Department provided the YPO with a list of law enforcement executives that would be attending. Ultimately, 14 high-ranking law enforcement executives attended the event, which included four LAPD staff officers.

On or about January 23, 2015, the Department directed Metropolitan Division to provide a Transportation Detail for Enriquez to and from the event, which required an operational plan that included picking Enriquez up at the secured detention center on the morning of the event, delivering him safely to the event, and then returning him to the detention center. Metropolitan Division dedicated an advance team of multiple officers to plan routes of travel from the detention center to the venue. Such a plan included identifying safe houses along the route in case the operation was compromised. Additionally, the advance team inspected the venue, which was being remodeled by the YPO specifically for the event. Alternate routes were planned and counter measures developed in case the operational plan was divulged. According to the Department, pre-operational planning took approximately 60 hours.

On January 28, 2015, the day of the event, the Department removed Enriquez from the detention center pursuant to an April 10, 2012 writ. This writ allowed the Department to remove Enriquez from custody for the limited purpose of assisting law enforcement in the prosecution of a murder case. The court order specifically allowed the "[t]emporary Removal of a State Prisoner from Custody to the Custody of the Los Angeles Police Department for the Purpose of Being a Witness." The OIG determined that the court case number for which the order was written had been closed on November 13, 2012, and was therefore no longer valid. The OIG also confirmed that Enriquez was not removed for the purpose of being a witness as stipulated in the order. He was removed for the sole purpose of speaking at the YPO-sponsored event.

The LAPD transported Enriquez to a downtown Los Angeles location to headline the YPO event. Due to security concerns, YPO members were not given the venue's address until the day of the event. The Department had secured an alley to the building where the YPO offered its guests valet services. Although there was a visible LAPD presence at the location, the Department did not secure or block any of the surrounding streets. Prior to the event, an LAPD helicopter flew ahead of the Transportation Detail to survey the primary route.

⁴ According to the Los Angeles County Police Chiefs' Association (LACPCA) website, "LACPCA is a nonprofit mutual benefit corporation consisting of the Police Chief Executives of the 45 independent cities in Los Angeles County. The Association focuses on advancing the science and art of police administration and crime prevention in Los Angeles County; coordinating the implementation of law enforcement efforts by local law enforcement leaders; and developing, teaching, and disseminating professional law enforcement practices."

⁵ The OIG obtained a copy of the invitation, which states, in pertinent part, "The Los Angeles Police Department cordially invites you to meet Rene "Boxer" Enriquez." Additionally, the invitation states, "We have also invited a group of Los Angeles area CEO's to also hear from Enriquez[.]"

When guests arrived, they entered the venue through a metal detector and were met by greeters from the YPO and LAPD, who verified their reservations, checked identification, and collected their cellphones.^{6,7}

For this event, the YPO had secured space at an exclusive venue in downtown Los Angeles. The YPO had agreed to decorate the space specifically for the Enriquez event. In addition, the YPO had negotiated with, and paid for, the catering of the event, arranged the event logistics, and coordinated all event-related activities other than the Department's transportation and security detail for Enriquez.

On January 28, 2015, Enriquez appeared as a mystery guest at this event. Silhouetted behind a screen, Enriquez described how an organization creates, delivers, and accumulates value economically, socially, and culturally. It was not until the curtain was lifted that the audience saw Enriquez standing on a small stage, in a black business suit, with his hands cuffed to waist chains and his legs in shackles. After the handcuffs were removed, Enriquez revealed that he was serving two life sentences for murder and that he was a former high-ranking member of La Eme. Enriquez lectured on how the Mexican Mafia controlled its members and dealt with its rivals.

After the presentation, the audience adjourned to the mezzanine level for a buffet dinner and Enriquez was escorted to a separate area where he was seated at a couch and, for security purposes, monitored by three members of Metropolitan Division. As Enriquez ate his meal, attendees were allowed to join him, two at a time, for a book signing.⁸ Because the local press became aware of the event, when the event ended, the Transportation Detail escorted Enriquez through an alternate exit and then transported him back to the detention center.

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⁶ There was an agreement that no photographs would be taken during the event.

⁷ There were approximately 175 attendees, around 150 of which were YPO members.

⁸ Enriquez was the subject of a book entitled, *The Black Hand*, written by Chris Blachford, which recounted Enriquez's life in and after the Mexican Mafia.

III. ACCOUNTING

Based upon a review of documents and interviews of witnesses, the OIG was able to estimate the cost incurred by the City for the Department's involvement in this event. Overall, there were 38 LAPD employees dedicated to the event on January 28 for a total of approximately 320 labor hours and at a cost of approximately \$17,000.⁹ The Department estimated the direct operating cost to fly the helicopter for one hour on the day of the event was approximately \$1000. There was also \$4,000 in planning and preparation costs for Enriquez to speak at the event. Therefore, the total approximate cost to the City for the Department's operational involvement was \$22,000.

These estimates are based upon the following breakdown:

October or November 2014: The YPO requested that the Department provide Enriquez as a presenter at their January function.

- **LAPD involvement – Detective, 1 hour**

November 20, 2014: First meeting with Enriquez. The Department facilitated a meeting between YPO staff and Enriquez.

- **LAPD involvement – Detective, 3 hours**

December 19, 2014: Second meeting with Enriquez. YPO staff again attended the meeting and reviewed a sketch of Enriquez's presentation. The Department arranged and attended the meeting.

- **LAPD involvement – Detective, 3 hours**

January 23, 2015: Third and final meeting with Enriquez prior to the event. Metropolitan Division personnel attended this meeting.

- **LAPD involvement – Detective, Sergeant, multiple Police Officers, 12 hours**

On or about January 23, 2015: Pre-operational planning. Metropolitan Division personnel created an operational plan to transport Enriquez to and from the event.

- **LAPD involvement – Sergeant, multiple Police Officers, 60 hours**

⁹ The OIG spoke with personnel from the City Controller's Office and the Department's Fiscal Operations Division and was advised not to include overhead costs. Accordingly, the above estimate includes the hourly rate for involved employees but does not include indirect costs such as fringe benefits or central service costs, collectively referred to as "payroll burden."

Prior to January 28, 2015: Command officers were briefed about the protection detail and the operational plan for the event.

- **LAPD involvement – 2 Command Officers, Lieutenant, Sergeant, 4 hours**

January 28, 2015: Event day. As noted, 38 Department employees were assigned to the event. Their activities included transportation of Enriquez to and from the event; securing the location; guarding Enriquez during the event; and protecting guests. Four LAPD staff officers attended the event as guests.

- **LAPD operational involvement – Lieutenant, 2 Detectives, 5 Sergeants, 30 Police Officers, 320 hours**
- **LAPD attendance at event – 2 Assistant Chiefs, Deputy Chief, Commander, 20 hours**