



Public Sector Executive Search and Organizational Consulting

Comprehensive Review and Action Plan for the Amarillo Police Department

A Report Submitted to:

The City of Amarillo, Texas

By:

**Jerry Williams, DPA
Lorne C. Kramer, MPA**

Assisted By:

**Sue Eaton, MBA
Chief Jerry Garner, MA
Chief (Ret) Ron Sloan, MA
Alan Youngs, Esq.
Alvin J. LaCabe, Esq.
Trina Everhart, BA
Mary Dodge, PhD**

**KRW Associates LLC
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Executive Summary

KRW Associates LLC (KRW) was retained by the City of Amarillo, Texas, (City) to deliver a ***Comprehensive Review and Action Plan*** of the Amarillo Police Department (APD). As stated in the RFP, ***The overall goal of the study is to strengthen and position the Amarillo Police Department as an effective 21st century police department incorporating best community policing and public trust practices.***

Assessment Focus

KRW was asked to examine the following issues as part of the assessment:

- Conduct detailed interviews of City officials and Department leaders;
- Conduct individual and confidential interviews with a representative sample (25-30%) of employees at all levels of the department;
- Conduct a detailed assessment of all organizational technology and its use, evaluate service delivery outputs using current technology and provide a detailed assessment of current systems, and available updates or new systems;
- Conduct a detailed assessment of current policies, procedures and operational guidelines;
- Conduct comprehensive interviews of all staff, command and supervisory members;
- Determine compliance with Departmental directives; evaluate communication processes, leadership effectiveness, and relationships between sections;
- Conduct a series of internal focus group sessions individually with corporals, sergeants, lieutenants, captains and non-sworn supervisors;
- Conduct a series of up to 6 focus group sessions with citizens of Amarillo to determine the level of citizen satisfaction and areas of concern or dissatisfaction;
- Through on-site visits review areas identified through interviews as strengths and areas where additional attention is needed;
- Evaluate all aspects of service delivery of the department. This includes ride-a-longs with patrol officers and observation of Dispatch, Records, Traffic, Detectives as well as administrative operations.
- An assessment of Internal Investigations;
- Review technology systems to identify their current effectiveness and any suggested modifications to align and link systems to enhance organizational effectiveness;
- An evaluation of organizational leadership at all levels;
- Examine Management and Organizational issues; Review delivery of service efficiencies; Staffing levels and deployment strategies;
- Propose policy and procedure modifications, rules and regulation changes and any working relationship changes;

- Prepare a detailed final report with appropriate observations, conclusions and recommendations.

The research design and methodology focused on collecting quantitative and qualitative data to explore relevant issues in the Police Department. Work commenced on April 6, 2016 upon acceptance of the Letter of Agreement. The first on-site visit to Amarillo was on April 13-14. During this initial meeting KRW staff met with the City Manager and members of his executive staff, interviewing the Chief of Police, Colonels and Captains and commenced the gathering and analyzing of data provided by the Police Department. Subsequently KRW conducted 4 separate multi-day visits to the City of Amarillo interviewing over 300 department and community members, individually and in focus groups.

Interviews with individual Department members were conducted to assess the agency's strengths and weaknesses. Additionally, samples of external customers were interviewed. The goal of this portion of the assessment was to gather information regarding the Department's organizational environment, staffing, workload, deployment and service delivery strategies in order to offer any necessary recommendations for improvement. The interviews involved a broad cross-section of the organization consisting of police officers, sergeants, corporals, special units, investigators, records clerks, dispatchers, and support staff. Each person interviewed was asked a series of questions (a "protocol" – See Appendix "A") with follow-up questions when deemed necessary. These interviews were conducted with confidentiality assured to ensure frank and candid responses.

The assessment was conducted during April and May 2016. Data requested by KRW was provided by the City and was examined in detail; on-site visits were made to work areas; ride-alongs were conducted; follow-up interviews were completed and external groups/individuals were interviewed, including the Mayor, City Council, city staff and community leaders.

The Observations, Conclusions and Recommendations included in this report are the product of both a qualitative and quantitative examination of the data accumulated during the assessment and include observations, notes, and discussions of the consultants during the course of the project.

Key Issues and Observations

1. Feedback from a broad range of employees was very positive regarding the need and timeliness of the assessment.
2. Most APD employees we contacted had heard of the City's "Blue Print for Amarillo" but were unaware of the nexus to the Police Department or "Best Practices".
3. People interviewed, both internal and external to the APD, were candid and interested in offering observations and ideas directed toward improving the APD. The overall cooperation in the assessment was excellent.

4. Consultants were generally impressed with the caliber and professionalism of APD employees. Clearly, one of the real strengths of the APD is an exceptional group of dedicated employees, both sworn and civilian, who are hardworking and loyal.
5. There is wide-spread dissatisfaction in the work force, both sworn and civilian. The issues identified are discussed in the **Qualitative Interview Data** section of this report.
6. There is wide spread consensus that the Department is "Stagnated" and needs change.
7. The Department has adequate sworn staffing. KRW has outlined specific recommendations regarding "how and where" personnel are being utilized.
8. There is a strong sentiment by the Department staff that the Department needs two officers per 1,000 population (2 per 1,000) to be adequately staffed. This is not contemporary thinking and the concept has interfered with critical thinking and developing efficiencies versus blind expansion.
9. Recruitment of prospective officers is restricted by Department policy and past practice and needs to be improved.
10. The 4th Watch in Patrol should be discontinued and personnel assigned redistributed and the Lieutenant's position absorbed and the budget savings used to offset the civilianization outlined in this report.
11. Although there is a stated perception that patrol officers go call-to-call and have little discretionary, pro-active time, there is little evidence that is the case. Actual availability has not been determined by Department staff.
12. The Department's radio system is unreliable and poses a threat to officer and citizen safety. The city administration has placed a priority on this issue and is working hard to design a system. Funds for the project have been approved.
13. The Department is over-specialized and has systematically placed a higher priority on staffing special assignments than on ensuring the core service of patrol operations is adequately staffed.
14. The School Liaison Unit is highly successful in its mission within the schools.
15. It appears the majority of additional sworn positions added to the Department in the past few years have been assigned to specialized units and have not aided Patrol's staffing shortages.
16. Amarillo has a significant gang presence. Specific responsibility for focusing on the gang problem needs to be assigned.
17. The number of personnel assigned to SWAT is questionable considering the workload and competing priorities.
18. KRW identified numerous positions currently staffed by sworn police officers or supervisors that could be civilianized.
19. The entire functions of: Fleet Management; Media Lab; Inventory Control; and IT Liaison (1 Lt. & 4 Corporals) should be civilianized.
20. There is no Department Strategic Plan.

21. Department goals and objectives are lacking and consequently not understood by Department members.
22. There are no quantifiable, measurable performance measures.
23. There is a need for a facilitated team building process to create and implement a new Organizational Mission, set of Core Values and Vision for the APD. Employee participation in this process is highly recommended.
24. The Department needs to conduct a comprehensive review of its Domestic Violence response, investigation and follow up procedures.
25. The Department uses a City evaluation system for employees that is generic and not specific to duties and responsibilities of policing. There is wide spread cynicism regarding the evaluation process and very little understanding of its purpose or value.
26. The Department has a Department Manual. The guidelines are well written and comprehensive however there is a need for updating particularly in some highly relevant areas such as: Use of Force; Use of Lethal Force; De-escalation of force; Community-Oriented Policing; and Vehicular Pursuits.
27. The promotional system is ineffective in selecting people based on merit and demonstrated ability to assume increased responsibility. KRW reviewed the Texas Civil Service System (Chapter 143, *Municipal Civil Service for Firefighters and Police Officers*) and recommends modification to the process used by APD.
28. Although the rank of corporal is a promotion there are few supervisory duties identified or required.
29. A thorough review of the organizational structure and use of supervisory personnel needs to be accomplished.
30. The Special Crimes Unit should be relocated to the Detective Division.
31. The Property Management System is a critical and essential function. It has been neglected and needs to be upgraded. A very specific assessment of the Property and Evidence Unit is highly recommended.
32. There is a lack of uniformity and transparency in the competitive process for filling specialized assignments.
33. There is a need for a formalized "rotation policy" for specialized assignments permitting increased career development.
34. The disciplinary process should be modified to be inclusive of the entire chain-of-command. Although first line supervisors are the first level of review and recommendation their input and recommendations are frequently ignored or overruled. There are strong feelings in the organization that discipline is not consistent and varies by work unit or specialty.
35. There is no "Disciplinary Policy" that is well understood and applied. The purpose of discipline is not well understood.
36. There is a void of both leadership and supervisory training—and accountability.

37. Although the Department espouses a commitment to Community-Policing there is a general cynicism in the organization concerning the issue and no evidence of a commitment to either Community-Policing or Problem-Solving.
38. The concept of community engagement and problem solving appears to be foreign to APD leadership and that permeates throughout the organization.
39. During the Community (external) Focus Groups there was a recurring theme with minority citizens that there is racial-disparity in APD traffic stop activity.
40. There needs to be a comprehensive analysis of the "calls-for-service" (CFS) policy and protocol.
41. There is no routine staff review of the amount of time spent on CFS and the time available by officers for pro-active patrol and problem-solving.
42. There is no staffing model used in patrol other than a loose review of calls-for-service.
43. A disconnect between patrol and specialized assignments exists.
44. There are major issues with the Records Management System (ILETS).
45. The Department needs a Training Committee comprised of officers, supervisors and staff.
46. The Department needs to consider hiring a civilian accounting position dedicated to managing the budget and developing tracking procedures.
47. The Department has \$1.3 million budgeted for Unscheduled Time (Overtime) but there is no operational level management oversight or accountability for expenditures.
48. The department has relied on salary savings to meet overtime expenditures.
49. Several organizational reporting relationship changes deserve review.
50. Diversity recruitment needs to be made a priority.
51. There is a need to refine and enhance the detective case management system.
52. Either redefine or modify the mission of the PACE (Proactive Criminal Enforcement) units.

Project Team

Dr. Gerald Williams, Managing Partner, KRW Associates LLC., spent over 20 years as a public sector executive, as well as program director for a key police executive leadership program at the School of Public Affairs, University of Colorado-Denver. He has served as Chief of Police for Arvada and Aurora, Colorado. He holds a Doctorate in Public Administration (DPA) from the University of Colorado - Denver with an emphasis in organizational development. His Master's Degree is in Criminal Justice Administration and his B.A. is in History and Sociology from Metropolitan State College. Jerry was a Principal Associate for the Institute for Law and Justice, a public sector criminal justice consulting firm located in the Washington D.C. area (1997-2000). He is a graduate of the FBI National Academy and former President of the Police Executive Research Forum and Chairman of the National Commission on Law Enforcement Accreditation. Jerry has managed organizational assessments and municipal police staffing and deployment studies in Arizona, Texas, Oregon, and Colorado.

Lorne C. Kramer, Managing Partner, KRW Associates LLC., served as the City Manager of Colorado Springs from 2001 to 2007. Prior to this appointment he was the Deputy City Manager and the Chief of Police for 11 years. While he was the Chief of Police, the Colorado Springs Police Department received national recognition for many progressive and innovative programs and accomplishments in the areas of crime reduction, gang violence and community partnerships. His academic accomplishments include a Masters Degree in Public Administration from the University of Southern California, and a Bachelor's Degree from the University of Redlands, California graduating with honors from both institutions. He is also a graduate of the University of Southern California's Management Policy Institute, California's Law Enforcement Command College, the National Executive Institute, the Rocky Mountain Leadership Institute, and the Colorado Springs Leadership Institute. He is the past President of the Colorado Chiefs Association and the Police Executive Research Forum (PERF). He is the Co-Author of *TOTAL Problem-Oriented Policing* and the author of *Gang-Net, An Officers Guide Book to Street Gangs*. He has been recognized by the Colorado Springs City Council and numerous civic organizations for his leadership, collaboration and community partnership.

Chief Gerald W. Garner, MA, a veteran of 46 years in law enforcement, is the Chief of Police for the City of Greeley, Colorado. Prior to serving at Greeley he was police chief for the City of Fort Lupton, Colorado. He took the post there after retiring as a division chief at the Lakewood, Colorado Police Department, where he served in virtually every leadership assignment over a 30 year career. Garner is one of over 60 Lakewood officers to have become CEO's at other law enforcement organizations across Colorado and the nation. Chief Garner holds a Master's Degree in the Administration of Justice. Garner has taught nationally as well as across Colorado on law enforcement subjects. He has authored ten books and over 200 magazine articles on policing. He also has served as an expert witness on police procedures representing law enforcement agencies in civil litigation and has participated in several management studies and reviews of municipal police agencies.

Alvin J. LaCabe Jr., Esq. has been involved in law and law enforcement for over forty years. He served as Manager of Safety for the city of Denver, and was responsible for all aspects of the operations, policy development, budgeting, training, hiring, and discipline for the entire Department of Safety, which includes the police, fire, and sheriff departments. During his tenure as Manager of Safety, he headed or participated in processes to revise the Department's use of force policies, reorganize the 9-1-1 Combined Communication Center, gain voter approval and implement construction of the new Denver Justice Center, create the Office of the Independent Monitor, revise recruitment and hiring policies, revise budget policies and increase professionalism and accountability through various methods including the revision of the Department's disciplinary processes and creation of a written Discipline Handbook and discipline matrix. Prior to serving as Denver's Manager of Safety, Al's career spanned 33 years in various field, supervisory, legal and management positions with the New Orleans Police Department, the Colorado Bureau of Investigation, the Denver District Attorney's Office, the United States Attorney's Office for the District of Colorado and as Of Counsel with the Denver law firm of Davis, Graham and Stubbs. He has served as an adjunct instructor at the University Of Denver College of law and is also a veteran of the United States Marine Corps. Al received his B.A. degree in Criminology and Police Administration with honors from Loyola University of New Orleans and his Juris Doctor degree from the University Of Denver College Of Law.

Alan C. Youngs, Esq. retired after 33 years with the Lakewood, Colorado Police Department. He is an Attorney at Law and a licensed member of the Washington DC Bar, US District Courts in Colorado and Nebraska, International Trade Court, Court of Appeals for the District and US Supreme Court. Mr. Youngs is a certified litigation specialist and member of the board of directors for Americans for Effective Law Enforcement (AELE). A member of IACP, Mr. Youngs is a member of committees for Investigative Operations, Professional Standards. He also serves on committees for the Bureau of Justice Law Enforcement Leadership Initiative and the FBI's Futures Working Group. Mr. Youngs works with the American Society for Industrial Security as Chair of their Interpol Committee and member of their Law Enforcement Liaison Committee. He has completed operational reviews for numerous police and corrections agencies across the US. Al has also served extensively in international endeavors: performing audits, due diligence and inspections in Israel, Palestine and Jordan; and served as police advisor to the program director in El Salvador, the Dominican Republic, Honduras, Paraguay and Peru. He is a graduate of the FBI National Academy and a published author of numerous articles on law enforcement topics.

Susan Eaton, MBA, KRW Sr. Associate, has over 20 years of public sector human resources management experience having served as the Human Resources Director for the City of Englewood and for Eagle County Government. As a key member of their executive teams and reporting directly to the city and county managers, her responsibilities included: recruitment, labor relations, compensation/classification, benefits, wellness, risk management and organizational development. She was appointed by the governor and served on the board of the Colorado Fire and Police Pension Association as both board member and chairperson. She is an accredited Senior Professional in Human Resources, SHRM Senior Certified Professional and an International Personnel Management Association Certified Professional. Sue holds an MBA from the University of Colorado, Denver and a BA in Sociology from Indiana University. She serves as KRW's Human Resources subject matter expert.

Trina Everhart, BA, has over 20 years of experience in emergency communications management having served as the coordinator for the Arapahoe County Emergency Communications Service Authority and the Manager of the Communications, Records and Crime Analysis division of the City of Englewood Police and Fire Department. Her accomplishments include: the oversight of the funding, operations and equipment of seven Public Safety Answering Points (PSAPs) and two Emergency Operations Centers (EOCs); the development of fire and law enforcement CAD and RMS systems; development of advanced technology for Dispatch centers and Records Management functions; implementation of redundant and secure Wide Area Networks for the PSAPs and EOCs and implementation of Mobile Data Terminals in emergency vehicles. Ms. Everhart possesses a Bachelor of Arts Degree in Public Administration in Economics and Statistics from the University of New Mexico.

Ron Sloan, MA, was most recently the Director of the Colorado Bureau of Investigation. Prior to that appointment by the Governor, he was the Police Chief for the City of Arvada, Colorado from July 1994 until his retirement in July 2007. As Chief of Police in Arvada, Ron emphasized improvement of services through active interaction with all segments of the community, community policing/problem solving, enhanced skills training, effective utilization of state of

the art technology, and continued emphasis on professionalism and accountability. Director Sloan has served as a Colorado Peace Officer since 1974, 20 years were with the Aurora Colorado, Police Department where he has served in such positions as Chief of the Uniform, Services and Investigations Divisions, as well as supervisory and line level positions in Administration, Field Training, Patrol, Criminal Investigations, Organized Crime Investigations, and Intelligence.

Effective August 13, 2008, Ronald Sloan was appointed Director of the Colorado Bureau of Investigation (CBI). CBI is responsible for statewide criminal investigations, including identity theft and state gaming investigations; the state criminal forensic laboratory; program support of the Colorado Crime Information Center (CCIC) and the National Crime Information Center (NCIC), including the state sex offender registry; and the Insta-check section for firearms purchases statewide. On July 3, 2015, Director Sloan officially retired from the position of CBI Director. Ronald Sloan holds a bachelor's degree and a master's degree from the University of Northern Colorado. He is also a graduate of the Northwestern University Center for Public Safety/Traffic Institute, Police Administration Training Program. Additionally, he is a graduate of the 32nd Session of the FBI Law Enforcement Executive Development Seminar, a graduate of Harvard University's Kennedy School of Government, Senior Executives in State and Local Government Program in 1999, as well as a 2001 Graduate of the prestigious University of Colorado at Denver, Rocky Mountain Program.

Dr. Mary Dodge is a tenured Professor with the School of Public Affairs at the University of Colorado-Denver and Director of the BACJ and MCJ programs. She received her Ph.D. in Criminology, Law and Society from the University of California, Irvine. Her research has appeared in The International Journal of Police Science & Management, Courts and Justice, Contemporary Issues in Criminology, International Journal of the Sociology of Law, The Prison Journal Police Quarterly and the Encyclopedia of White-Collar and Corporate Crime. Dr. Dodge has extensive experience in qualitative research methods and program evaluation. Her agency research includes a first year program evaluation for the Betty Marler Youth Services Center and numerous internal reports for the Denver Police Department at the request of Chief Gerald Whitman. In 2002, she began working with Drs. Gerald Williams and Fred Rainquet and since has acted as a consultant for team building workshops and police department organizational assessments.

Assessment Overview

During April and May, 2016, over 300 interviews were conducted including: Elected Officials, City Administration; Chief of Police, Staff and Command Officers; Supervisors and Police Officers; Civilian employees and supervisors; Community Members and High School Students; and the Police Officers Association. The protocol for each of these interviews was designed to explore perceptions, challenges and observations. (Refer to Appendix A and B.)

Those contacted, both internal and external to the organization, were straightforward, candid and very willing to express their opinions and concerns. The assessment data avoided rumor, insinuation and individual bias.

The Amarillo Police Department has a 2015/16 Budget of \$44.8 million (Sworn \$40,474,320 & Civilian \$4,325,242). This is largest budget of the City's General Fund Budget. This is an increase of 8.5% (\$3.8 million) in the past 3 years. Sworn staffing for the APD has increased by 48 officers (13%) in the past 6 years.

The Amarillo Police Department is like most other police departments its size in that it is facing the transition of moving through current challenges and preparing for the future. We believe the transition facing the APD goes much deeper than the challenges of calls-for-service, gangs and controlling crime. The primary "Themes" outlined in this report are "a voice from the field" and cause for a determined, collaborative approach to reinstilling a sense of vision, values and accountability. We believe the APD is comprised of dedicated men and women, both sworn and civilian. Although this assessment identified areas for improvement it is basically a well-equipped police agency. It is staffed with dedicated, professional people who want change and were not hesitant to say it. Every city is unique, and Amarillo has a splendid, fascinating history. Although the Department has embraced the unique needs and desires of customers by attempting to provide the best service possible, it is not clear that community service expectations are current. As authors Peak and Glensor (1996, 2000) point out, in recent years police officers and police chiefs are now required to do things that "have not been done before in policing." These responsibilities include developing new ways of policing cities, new organization structures, new communication systems, new ways of measuring performance, and new ways of selecting, promoting, recognizing, supporting, and rewarding employees.

Facing these challenges, as well as some of the historical "traditional" police challenges, requires highly skilled and dedicated police leadership and professionally motivated officers. While all police officers hold a position of leadership and trust in the community, today's police leaders must be well educated, highly skilled, committed, trusted, and of unquestioned integrity and ethics. In fact, the thoughts, reflections, and comments of members of the APD, as found in this assessment, indicate that they want to move forward with such a leadership team.

Some of the overriding themes were: Mission, Vision and Values; Community Outreach and Inclusion; Community Policing; Leadership; Communication; Staffing; Services and Morale. A desire to instill firm accountability at all levels, establishing unified values and a commonly understood vision of the organization for the future, and supportive, visible leadership.

Although interviewees expressed the sentiment "most of the staff in the department are nice people" there was clearly a strong feeling that change is needed. For many theorists, the chief of police, as well as other key leaders of the organization, shape and influence the direction and values of the organization. Indeed, *classic* literature states that some feel that organizational beliefs are "shaped by the administrative style of the chief of police" (Brown, 1981). Police leaders have many masters. Nonetheless, given the proper support, leadership, and ethical principles, it is the responsibility of all members of the organization to fulfill the mission of the organization, treat each other (and citizens) with respect, foster integrity, and deliver quality service to the community.

Based on data reviewed in this project, we believe the Amarillo Police Department has the potential and the tools to meet the challenges of delivering police service to the citizens of

Amarillo for many years to come. As is true with most police agencies, the APD has staffing and deployment decisions to make, systems to evaluate, goals to establish and work to be done in order to prepare for that future.

The changes needed will require energetic, vigilant, supportive, and values-based police leadership with cooperation and dedication of all members, sworn and non-sworn, of the organization. We believe the initial phase of this journey will be a thorough review and consideration of this assessment. There are recommendations that can be addressed in the short term and others requiring employee engagement. A revised culture developed through clear values that address the demands of the community, improve communication internally and externally, prioritize efficiency vs expansion, build a working relationship with the officers association, collaborate with community interest groups, and instill confidence and trust by citizens and employees is a must.

The issues outlined in this assessment report have vast implications for the Department and its leadership. Some of the implications revolve around the willingness of everyone to work for overall service delivery improvements. For those entrusted with "formal" leadership positions the requirements are lofty. Innovative and responsive police organizations require competence, skill, dedication, energy, commitment, creativity, trust, integrity and a view of the entire organization and community dynamics. These skills and requirements are not only discussed by selection committees and appointing authorities, they are the kinds of things being asked for by members of the APD and external stakeholders. To be sure, the characteristics outlined above create high standards but, ultimately, will model expectations and culture identity.

Amarillo Police Department Overview

The APD is authorized 428 personnel (371 Sworn, 57 Civilians and 3 Part-time Civilians) in the 2015/16 budget. Those personnel are dispersed throughout the department in line operations, detectives, and specialized units and administrative/support assignments. Presently there are 348 sworn positions staffed with 23 vacancies and 13 currently in training and due to enter the field training program in June. An additional 11 recruits are scheduled to commence training in June after the current class graduates.

The APD has a 2015/16 Budget of \$44.8 million (Sworn \$40,474,320 & Civilian \$4,325,242). This is largest budget of the City's General Fund Budget. This is an increase of 8.5% (\$3.8 million) in the past 3 years. Sworn staffing for the APD has increased by 48 officers (13%) in the past 6 years. In the past several years the increase in staffing has been used to staff specialized assignments not line patrol positions.

Uniform Division

Our assessment indicates there is strong consensus among elected officials, citizens, employees and staff that the Amarillo Police Department is comprised of dedicated, professional people. This consensus is noteworthy considering there are issues creating considerable dissatisfaction among employees and some citizens. The strong support from critical stakeholders provides an opportunity to assess Department operations and to become an even more effective and responsive police organization and a place people like to work.

Although KRW was not asked to do a detailed staffing study of the Department, we did review the **sufficiency** and **efficiency** of Patrol deployment and operations. The APD has a total authorized strength of 371 sworn, 57 civilians and 3 part time civilians. KRW is of the opinion that the APD's authorized staffing is **sufficient** to accomplish the patrol mission but **efficiency** can be improved. APD Administrative Operations (Sec 2.05) outlines the policy on the Allocation of Personnel. Although Section B states the policy on Workload Assessments KRW was informed assignment of personnel in the Uniform Division is *"loosely based upon calls for service received by time of day and day of week"*.

The Operations Bureau is commanded by an Assistant Chief (Colonel) and two Captains. The Bureau has two Divisions, Uniform and Detectives. In Patrol there are 4 Lieutenants, 23 Sergeants, 27 Corporals and 149 officers in the division. There are an additional 3 Sergeants, 11 Corporals and 20 officers in PACE and Traffic. Patrol is organized into four patrol watches with six start times. Each watch is commanded by a lieutenant. The watches are staffed in the following manner:

- Midnight 2200-0800 1 Lt., 5 Sergeants, 6 Corporals, 38 Officers
- Day Watch—Start 1 0600-1600 1 Lt., 5 Sergeants, 8 Corporals, 35 Officers
- Day Watch---Start 2 0800-1800
- Evenings---Start 1 1400-2400 1 Lt., 6 Sergeants, 9 Corporals, 52 Officers
- Evenings-----Start 2 1600-0200
- Fourth 1800-0400 1 Lt., 3 Sergeants, 4 Corporals, 24 Officers

In addition to the patrol function the Uniform Division is also comprised of:

- PACE (Proactive Criminal Enforcement) Units with 2 Sergeants, 8 Corporals and 11 Officers;
- Motor Unit with 1 Sergeant, 3 Corporals, 9 Officers and 1 Traffic Guide
- 1 Warrant Officer and 1 AAll (Civilian)
- 1 Crime Analyst-Corporal

For many years, confusion has surrounded the issue of police staffing. City managers, administrators, and elected officials are continually asking what the right number of officers is to provide police services to a community. Typically, police administrators argue they need more officers but fiscal realities make efficient use of existing resources imperative. Providing a meaningful answer to the question of staffing is difficult because the priorities of providing police service have changed, legal mandates have been added, and the skills police officers must master are unique to each community. Throughout this assessment we were told that the department has adopted the position that two-officers-per-1,000 population (2 per 1,000) was the ideal staffing level. This is a very obsolete rationale to determine police staffing. That position is not based on an objective assessment of policing needs in Amarillo. It is generally agreed in the law enforcement profession that policing agencies perform four core processes.

They are:

- Responding to citizens' requests for service;
- Crime prevention;
- Crime solution; and

- Engaging the community to solve crime, violence and disorder problems.

To assess staffing needs, the departments' workload (the nature, quantity, and duration of tasks carried out by the organization's units) must be studied and considered. A primary consideration in assessing the workload is to first consider the factors creating the workload. One major factor is the external demands for police service. Another factor is related to internal demands and the importance of functions related to achieving the goals and objectives of the department. Currently, the department's staffing ratio is approximately 1.85 per 1,000. This issue is addressed in much more detail later in this report.

What has not changed is the fundamental importance of Patrol. The Patrol function is the most highly visible service a municipal police department provides. The majority of operational personnel are assigned to Patrol and they are the first responders to both emergency and non-emergency calls for service from the public. The quality of life citizens enjoy is directly related to their sense of safety. Patrol officers play a vital role in not only addressing tangible crime issues in neighborhoods but, just as importantly, the *perceived* level of crime citizens believe exists.

During this project, questions were asked related to the major activities of the APD. How does the Department function? How do officers spend their time? How well does it communicate its intentions to its officers and the public? How effective is accountability through leadership and supervision?

Crime

Traditionally, the basic measures of a police department's performance have been: crimes known to police; investigation and clearance of crime; calls for service; and promptness of response to both emergency and non-emergency calls. While there are many other measurements to assess a department's effectiveness, these basic dimensions have been established as "benchmarks" for both the police and public to reference. The Part 1 crime trend for the past several years has been stable. If compared to most reported crime in 2009 and 2010 there has been a 21% decrease in serious crime despite population growth. The exception is Rape/Sexual Assault which dramatically rose 60% (166) when comparing 2015 to the previous six year average of 101. Although an anomaly in any particular crime is not cause for alarm it is cause for further research and thoughtful consideration of causes and action needed.

Although reported crime does not appear to be a major problem, the assessment found citizens' "perception of safety" is low, particularly in specific areas of the City. One "Best Practice" to determine citizen satisfaction is to conduct a periodic (generally annually or bi-annually) survey. The APD does not conduct such surveys and this is discussed in more detail in the Recommendation Section. Since the perception of fear is often due to environmental conditions (graffiti, gang presence, disorderly conduct, etc.), this is an area needing attention by the Department.

Observations

Many of the patrol officers and supervisors interviewed expressed the opinion that the Department is "running call-to-call" with insufficient time to do proactive policing. It is our observation this does not seem to be the case. The average response to emergency calls for medium-sized departments is 5-7 minutes. APD's response rate to priority 1 calls is 11.88 minutes. The format that APD uses to calculate the response rate is from the time the call was received until the officer arrives on-scene. Although this gives a "total" timeline the current data does not show the important increment measures of: Dispatch Answer Time; Hold Time; Dispatch Time; Response Time and Clear Time. It would be beneficial to APD to conduct an analysis of CAD and the Intrado 911 Phone System to routinely capture that data to measure performance of the Dispatch Center.

Response Times:

2013: Priority 1 11.52 min; Non-Emergency 22.9 min

2014: Priority 1 11.11 min; Non-Emergency 22.68 min

2015: Priority 1 11.88 min; Non-Emergency 22.05 min

The calls-for-service have been relatively stable for the past 4 years. Review of CFS for the past four years breaks down as follows:

2012: 133,694

2013: 129,116

2014: 125,695

2015: 127,912

Since 2012 there has been a 4% decrease in CFS dispatched by the Communications Center. The reduction in call load and the increase in sworn positions does not appear to have had a positive effect on response times to priority calls.

It is difficult to compare workload of assigned personnel since APD does not utilize any scientific model to determine staffing needs being utilized. There is a need to reevaluate shift strength. Uniform Division managers currently do not know how much uncommitted or discretionary time Patrol officers have. Once the Division's managers have a clearer grasp on how busy their officers really are informed decisions can be made to ensure officers are deployed according to workload demands. Later in this report the Fourth Watch is discussed with Recommendations to disband it and distribute the personnel where needed on the other watches to shorten response times and reduce overtime.

Although the APD professes to be involved in Community Policing it is not practiced in the APD. In fact, there is little evidence of Community Policing being practiced or discussed. There is no organizational strategy which supports the systemic use of community partnerships or problem-solving techniques to proactively address conditions that contribute to crime, gangs, social disorder or the fear of crime.

Currently, there are 1 sergeant, 3 corporals and 10 officers assigned to School Liaison.

Detective Division and Special Crimes

Detective Division

The Detective Division is staffed by the division captain, five administrative assistants and the following squads:

- Crimes against Persons, a lieutenant, six sergeants and one administrative assistant. (It should be noted that all detectives within the Detective Division hold the rank of either sergeant or in a few cases corporal. The Juvenile Squad is somewhat unique in that they are staffed by a supervising sergeant and six corporals and one civilian investigator.)
- Robbery Squad, one lieutenant, 10 sergeants
- White Collar Squad, one lieutenant, five sergeants, one civilian investigator
- Burglary Squad, one lieutenant, six sergeants
- Theft Squad, one lieutenant, six sergeants
- General Investigations, one lieutenant, one pawn sergeant, one administrative assistant, three civilian investigators
- Juvenile Squad, one sergeant, six corporals, one civilian investigator
- Panhandle Auto Burglary and Theft Unit, one lieutenant, four sergeants
- Sex Offender Registration is overseen by the Crimes Against Persons squad

Overall the Detective Division is currently responsible for the follow-up investigation of the majority of criminal cases reported to the Amarillo Police Department. The exceptions are as follows: narcotics cases, arsons, and homicides are not currently investigated by the Detective Division. Homicides are investigated by the Special Crimes squad of the Amarillo Police Department. Special Crimes currently is a separate unit with a direct reporting line to the Chief of Police. It should be noted that all Detectives within Amarillo's Detective Division are sergeants except for the Juvenile and Traffic squads where corporals are investigators and are supervised by a squad sergeant. The Division also has civilian investigators in the White Collar, Juvenile and General Investigations squads.

The Division's primary goal as outlined in the most recent Annual Report is: "crime prevention through follow-up investigations on cases initially investigated by the Uniform Patrol Division. The objectives to achieve this goal consist of assisting the victim through the judicial process, identification and apprehension of offenders, testifying at trial, recovery and processing of evidence, and recovery of stolen property."

The Detective Division is also organizationally responsible for the following functions: Traffic Investigations, Victims Assistance Coordinator, the School Liaison Squad, and the Panhandle Auto Burglary and Theft Unit. The majority of these functions are being evaluated in a separate section of this report.

Members of the Detective Division are now working a four day, ten hour Monday through Friday shift schedule. An on-call procedure is in place that involves a squad specific cell phone

that is given to each squad on-call detective in order for each squad to have an on-call detective available on a 24 hour basis.

The overall Detective Caseload total has decreased each of the past three years, from a figure for 2013 of 17,089 to 15,488 in 2014 to a total of 14,212 in 2015. The Civilian Investigator total case load has remained relatively constant over the same period, 14,730 in 2013, 14,610 in 2014 and 14,689 for 2015.

The method of individual case review for assignment and case assignment is processed through the Record Management System, (RMS) ILETS system. The Intergraph interfaced RMS (ILETS) system has shortcomings that impact the manner and method of case review, assignment and the ability of supervisors to evaluate and follow the progress on case investigation progress by the assigned detective.

Our Associate for technical review has evaluated the ILETS system and observed that the system is not an integrated system but rather an interfaced module. This generally indicates that the current RMS ILETS system is an add-on to the CAD system and therefore not a true integrated system. This has significance for Investigations as the overall system tends to be slow and not user friendly for case acceptance, case review and case assignment.

Commonly asked questions to evaluate detective operations are:

- How many detectives does a police department need to be effective and efficient?
- What is the maximum workload detectives can handle effectively?

To answer these questions Amarillo Detective Division leadership will need to expand their current method of measuring detective productivity.

When one considers Part One Crime data for the past nine years there has been an overall decrease in UCR Part I crimes reported to the APD of 20.8%. Only in 2009 and 2013 were increases in crime reported of 7.1% in 2009 and 7.9% in 2013. At the same time the APD clearance rate averaged for the past five years, (2010-2014) was 53%. This compared to the national clearance rate average for cities in the category of Cities 100k-200k of 35%.

Both trends are impressive and are indicators of overall organizational effectiveness. These trends and categories although impressive at face value are only part of the overall needed data to determine individual as well as divisional detective productivity. Managers need to develop measures of workload for their squads. They can then compare workload changes with changes in unit effectiveness measures. After a squad lieutenant has made these comparisons for a number of months, he/she should be able to determine the range of workloads that yields the most effective performance.

Periodically, a police department should determine the average amount of time it takes to process cases, investigate repeat offenders, and resolve problems. These average times can be multiplied by the number of cases, criminals, and problems handled during a time period to arrive at a measure of effort expended. One can then calculate a crude measure of workload by dividing this number by the number of hours worked during the time period (including overtime.) When developing workload measures, managers should consider four factors.

(These factors can be found in the International City/County Management Association's Fourth Edition, **Local Government Police Management Chapter 6 Criminal Investigations p. 201-202.**)

It appears that even taking into consideration the shortcomings of the current ILET system with few exceptions the Detective Division squads of Crimes Against Persons, Burglary, White-Collar, Theft, General Investigations are from a "Best Practices" comparison are functioning quite well. Having made that observation we would also suggest that the leadership team of the Detective Division consider adoption of the recommendation from the ICMA text on Local Government Police Management Chapter 6 Criminal Investigations which on page 192 outlines the following:

"Among the unit-level investigative performance measures that police managers should consider are follow-up rate, suspect detection rate, arrest rate, prosecution rate, and victim service level."

For an in-depth review of state of the art or Best Practices for criminal investigations, KRW suggests that the entire **Chapter 6 Criminal Investigations** be studied and evaluated as a "Best Practice" template for the entire Detective Division.

Our concerns with the Robbery squad are only with the family-related violence investigations, specifically domestic violence reported crimes and the methods of handling these crimes, keeping in mind the goal of compliance with national "Best Practices." Currently, follow up investigation of reports containing allegations of domestic violence are assigned to detectives within the Robbery Squad. A review of Domestic Violence reports supplied by the Detective Division Captain reveal from 2007 through 2015 an average for each year of Domestic Violence complaints of 2,328. Using figures for the first four months of 2016 and projecting that average of Domestic Violence investigations for the entire year the total could reach a projection figure of 2,421 D.V. cases for the year 2016.

We have been told that discussions are under way with many of the necessary disciplines/service providers required to develop a squad which is part of a multi-discipline approach that is designed to handle all of the necessary support and services needed to have a fully functioning Domestic Violence squad. The model being studied and evaluated is the High Point model. Contained within **Recommendation #25** are several additional resources that could be contacted regarding Best Practices in the area of Domestic Violence and Family Crimes.

Special Crimes Unit

The Special Crimes Unit is a direct report to the Chief of Police. The unit was formed in 1981 and is responsible for the investigation of homicides, suspicious deaths, officer-involved shootings, in-custody deaths, fire deaths and the deaths of children. Both Potter and Armstrong Counties have personnel assigned. The unit consists of a command lieutenant, 3 investigators from the Amarillo Police Department and one investigator from the Potter County Sheriff's Office, one PT civilian and one ID Technician.

In May of 2015 the Crime Scene Investigation Unit (CSIU) was assigned to the Special Crimes Unit. The CSIU processes evidence in many cases investigated by APD. Several CSIU officers are trained in shooting reconstruction, blood pattern analysis, and advanced crime scene photography. CSIU also has several members who are certified as latent print examiners. The

CSIU assessment is being conducted by a KRW Associate and will appear in a separate section of this report.

Since the beginning of 2016 the Special Crimes Unit has been assigned 155 total cases. With the exception of the cases listed below the cases investigated included sudden death investigations, completed suicides, and other investigations where Special Crimes assisted other units or outside agencies.

- Five homicide investigations
- Four child death investigations
- One officer involved shooting
- Two in custody death investigations

Special Crimes is in a somewhat unique organizational position in that the unit reports directly to the Chief of Police and is not a part of the Detective Division. This is discussed in more detail in **Recommendation #6**.

Technology

Observations

- There are critical issues with the existing UHF Radio System.
- There are serious issues with the Record Management System which is ILETS.
- Lack of interfaced tracking system of Police Property.

UHF Radio System

UHF Radio System issues are serious and pose an officer safety problem. While interviews determined that there is a timeline to replace the obsolete UHF system with a more technically advanced and functional 700/800 MHz Radio System, it has been a long time coming and updated information needs to be shared with Departmental personnel.

While monitoring the radio system KRW observed the system transmissions were many times inaudible and there were lost transmissions and a lot of static. KRW has been advised that the city is aware of the system issues and are working diligently to develop a new system.

The observation is discussed in detail in **Recommendation #4**.

Records Management System:

The Intergraph interfaced Record Management System (ILETS) issues are a major deterrent for Records, Property and Officers to conduct their job duties.

It was communicated to KRW through interviews that there are major issues with the ILETS system. The data fields are, for the most part, not able to be updated to meet updated data and FBI NIBRS requirements to file Police incident and statistical information.

The ILETS system is not an integrated system but rather an interfaced module. What this indicates is that the Records system is an add-on to the Intergraph CAD system and not a true integrated system.

Due to this fact, the system operates very slowly. This causes the officers not to be able to perform on-line reporting from their vehicles. This causes inefficiencies requiring the officers to take additional time off of the street to do their reports and take additional time to call in their reports to the Records section. This extra step in Officer Reports is an additional cost to the Police Department in that it requires additional employee positions as typists to transcribe the Officer reports.

The system slowness causes the Data Analyst to have to operate off of two (2) computers so that a search can be processing on one (1) system while allowing the analyst to continue to carry out duties on a second system.

The Crime Analyst deals with this issue well and has created numerous Excel sheets to work around the system so that timely crime data can be provided to the Police Department. It has led to many stand-alone Excel sheets have been developed to "work around the system" and allow the personnel to perform the duties of their positions.

The Property Division cannot utilize the ILETs to track Property and has developed Excel worksheets to track some Property. The ability for a Bar Coding property tracking integrated system does not exist.

It was stated to KRW Associates that each request for updates or improvements to the system are met with a response of Intergraph that the system is operating "as designed". Intergraph appears unwilling to work with the users to resolution.

While there appears to be an Intergraph upgrade scheduled at some point, it would be recommended that the City of Amarillo and Police Department take action to complete a replacement of the Intergraph System through an RFP process with a Selection Committee comprised of a Police User Group. The Records Management selection process should include the ability to easily search records and provide an integrated Property Integrated Bar Coding System.

Property and Evidence

The Property and Evidence Unit is in the Services Division under the command of a Captain and a Lieutenant. The unit is staffed with a sergeant, two officers, three civilian technicians, and an administrative assistant.

- Management- There was a consensus that management is unresponsive to the concerns of the staff and really knows very little about the operations and challenges of P&E.
- The Sergeant supervises a total of 23 people with very diverse duties. The sergeant appears overwhelmed with responsibilities, number of subordinates, and magnitude and complexity of problems.
 - P&E Supervisor- 2 Officers, 3 Evidence Technicians, 1 Admin. Assistant
 - Report Takers Supervisor- 9 Civilian report takers
 - Temporary Employees Supervisor- 6 Temps
 - Volunteers- 2
- Sworn Officers (2)
 - Handle intake and processing of narcotics evidence
 - Transport of narcotics evidence to court and lab

- Taxi licensing and regulation- 1 Officer does this part time, claims it is a full time job, but cannot adequately do it with other duties. Never gets out to enforce regulations in the field.
- Conflict with civilian employees over status within the agency and duties.
- Civilian employees
 - In constant conflict with officers-see above.
 - Overwhelmed with volume of evidence and duties for handling intake, storage, retrieval and release, disposition, transportation of evidence, etc.
 - Currently close to 170,000 pieces of evidence in the P&E Unit
- Property management system
 - Electronic/computer system (ILEEDS) has been in place since 2010.
 - There is a bar coding system but the staff state it is very undependable, incomplete, cumbersome and does not accommodate data management basics (processing and retrieval, etc.)
 - System is not designed as a functional property and evidence system and is not customizable, causes duplication of effort, requires manual form completion, etc.
 - Cannot do basic data processing (create reports on identified types of evidence, cash).
- Physical facilities
 - Recently re-located into the old communications center in the basement of the PD.
 - Headquarters space is for intake, processing, storage, and release of P&E
 - There is a "warehouse" off site for larger items of property and evidence.
- Problems with Headquarters physical facility
 - Inadequate short term storage in intake area. There is an old refrigerator that is frequently inoperable, drop box configuration which is inadequate for property security. These issues alone could cause profound compromise of critical evidence (rape kits, narcotics, cash and jewelry, other valuables, etc.)
 - Access control throughout intake and property "safekeeping area"- Officers, employees, or anyone in the intake area of P&E can and do walk through staff offices and "property safekeeping" area with evidence unattended and accessible on desks, shelves, and carts.
 - Property vault- Although it is difficult to confirm, we believe there may be at least one access to the vault that could defeat the secured and alarmed doors and give access to the main vault. Once in the vault, it is clear that there is a serious occupational health issue that may exist with loose and missing flooring tiles that typically have asbestos issues. The failsafe and alarm system for the freezer and refrigerators in the vault appears inadequate and vulnerable to catastrophic evidence loss. The overall storage capacity of the vault is nearing full. No high efficiency, movable shelving is located in this area.
 - Separate secured areas for money, jewelry, firearms, and drugs- Access control and alarms appear to be adequate, however as with the main vault, there are potential issues with manual logs, doors with both scan and keyed entry together, and suspended ceilings.

- Climate and environmental controls throughout the vaults are inadequate (flood, fire, extreme heat or cold)
- Policy and Procedure problems
 - Inadequate access controls in place-this is a large function of the physical facility limitations noted above.
 - Inappropriate long term storage of large amounts of cash.
 - Unknown long term storage of narcotics.
 - Same issue with firearms storage. This area was nearing full capacity.
 - Policies for determination of disposition and actual disposition for P&E are virtually non-existent. Because of this, staff are left to make critical evidence disposition decisions by themselves, which in turn has exacerbated evidence storage capacity. These issues are only going to worsen with the state laws regarding mandatory storage of DNA evidence
 - Drug evidence processing and transport. This has been determined to be the purview of sworn officers only. Review of policies and best practices around Texas and elsewhere reveals that civilian techs can appropriately and safely carry out these duties.
 - Overall roles and functions of sworn and civilian employees. This unresolved issue is creating considerable conflict within the unit. Also it seems that many functions that don't correspond with the mission of P&E are relegated to this unit (Taxi licensing, report forms for Patrol, general supplies for the department, etc.)
 - P&E release to the public is sporadic and is handled on a random walk-up basis during work hours. This is highly disruptive to the flow of work in intake, processing, and safe and secure P&E storage.

Crime Scene Investigation Unit (CSIU)

CSIU is under the command of the Special Crimes Unit Lieutenant, who answers directly to the Chief of Police. The Special Crimes Unit was moved directly under the Office of the Chief in 1980 following a "botched" homicide investigation. In May 2015, the Crime Scene Investigation Unit was combined with Special Crimes and also brought under the Office of the Chief.

- CSIU is comprised entirely of sworn police officers and corporals, supervised by a police sergeant.
- Their work schedule is Monday through Friday, 8 am to 5 pm. On the "off hours" of the unit, they are divided into two on-call schedules for crime scene processing, Special Crimes and Regular.
- Rough estimate of demand for services-80% during work day, 20% callouts on off hours.
- There were 920 crime scene callouts in 2015 (combined special crimes and regular)
- Responsibilities:
 - Process, analyze and enter latent fingerprints into AFIS or conduct comparison examinations of fingerprint evidence to knowns.
 - Process other evidence collected and send to DPS for forensic examination.
 - Respond to crime scenes and conduct comprehensive scene investigation (photography, diagramming, scene reconstruction, evidence processing and collection, etc.)

- Manage the digital photography database and repository for the department.
- Physical Facilities
 - Office space for staff.
 - 2 Fingerprint small examination laboratories, with appropriate vent hood, super glue station and ninhydrine station.
- Equipment
 - The unit has 5 vehicles, with the most utility from an Econoline van with shelving, storage space, on-board equipment including large items such as ladders and lighting. The 2008 Ford Expedition is designated as the Sgt's vehicle. He indicates that it is the best for overall crime scene callout, but he has been directed to use it only as the Supervisor's (Sgt.) vehicle. None of the vehicles are marked units, however all have grill lights and radios.
 - All staff have issued digital cameras. They feel these are very good photography equipment.
 - Appropriate crime scene processing and evidence collection supplies.

Victim Assistance

The Victim Assistance Unit is staffed by one civilian employee. There used to be a cadre of volunteers, but now there are none. Funds for the unit come from the District Attorney, the city, Potter County, and several grants. The unit is within the Detective Division.

- The Unit is supervised by a representative from Potter County DA's Office and the Detective Division Captain.
- Duties:
 - Callouts- Does very few callouts. Mostly calls and conferring over the phone.
 - Domestic Violence Victims- Mostly follow-up assistance the day after the event (Crime Victims Application-compensation, safety plans, housing/clothing, emergency support, etc.)
 - There is a sentiment that there needs to be a Domestic Violence Unit. KRW was informed that many times officers express the attitude that they feel "put out" handling these cases, giving her the impression that officers are not getting good training on the dynamics of domestic violence. The communications center has procedures that many times refer the calls of domestic violence to telephonic or on-line reporting.
- Sexual Assault Victims:
 - Sex Assault of children- always referred to the child advocacy center-"The Bridge."
 - Rape cases -Family Support Services (private non-profit) responds out to hospital for support- APD Victim Assistance never gets called out.
- Traffic Fatalities- although the coordinator once was called out this no longer happens.
- Homicides-The Coordinator used to get called out more, but now seldom gets called out.
- Translation (Spanish) The Coordinator does get requests from Patrol, Detectives, and elsewhere to translate for Spanish speaking individuals.

Narcotics Unit

The Narcotics Unit is organized under the Office of the Chief, with direct command of a Lieutenant. Narcotics investigations used to be conducted by a multi-jurisdictional task force made up of task force officers from 9 agencies, and operating under an executive board of agency executives. In 2004/5 the discovery of compromised investigations by one task force officer (not APD) ultimately caused the dismissal of dozens of cases and was the subject of civil litigation in federal court. According to the staff, the litigation resulted in a settlement agreement in which the task force was disbanded and an agreement reached to never again create a narcotics task force by the participating agencies. After the task force was disbanded, APD narcotics rules and procedures were updated, and are "constantly being tweaked."

- Unit activities
 - Actively work narcotics intelligence and build targets for investigation. Currently, 98% of cases are state cases, 2% federal. If a case builds to warrant taking to the feds, they will do so.
 - Four investigators are assigned to three task forces- HSI task force (1), FBI Safe Streets Task Force (1), DEA/HIDTA Task Force (2). The balance of Investigators are assigned to the Amarillo PD Narcotics Unit.
 - As time permits, receive and investigate tips received from Crime Stoppers and other sources. These are time consuming and pull the investigators from their longer term investigations.
 - The Narcotics Lt. advised that he had evaluated the strategy being utilized, where investigators would work fairly small/low level cases, write a warrant, and then use SWAT to do an entry on residences. This was causing significant damage to property on a frequent basis with only small amounts of narcotics involved with low level offenders. He stated that he refocused their investigative efforts to work cases up towards the mid-level offenders as opposed to the past strategy.
- Equipment and vehicles
 - The Narcotics Unit expressed that they "received good support on their budget" and that they have adequate vehicles and equipment for their responsibilities.
 - Their radio system is on the common citywide network, however it is encrypted.

Special Weapons and Tactics (SWAT)

The Amarillo SWAT Team is primarily a full time assignment of 7 corporals and one sergeant under the command of a Lieutenant directly under the Office of the Chief of Police. There are 9 part time SWAT Team members who are assigned either in the PACE Unit or Patrol. The part time SWAT Officers are required to train with SWAT a minimum of 20 hours per month.

- SWAT Duties- assigned duty hours-Monday through Friday 8:00 am through 5:00 pm
 - The full time SWAT members do significant training on a routine basis during their work week. (Functional fitness, weapons, tactics, equipment, strategies, etc.)
 - Specialty training-Hostage rescue, Dynamic entry, Active shooter, armored vehicle operation, etc.

- High risk fugitive apprehension
- High risk suspect surveillance (Support for detectives)
- High risk warrant service/entry (support for Narcotics)
- Response on tactical deployment (on-call) - Majority of this is within the City of Amarillo, however agreements are in place for assistance to other agencies/jurisdictions.
- Basic academy instruction- Firearms, Defensive Tactics, High Risk procedures, Active Shooter.
- Equipment
 - Overall, the SWAT Team gets good support for vehicles, weapons, and other equipment.
 - Noted that the armored vehicle (STAG) is older and "falling apart." It is deployed on all call-ups, warrants, and other times when there is a demonstrated need. It has been "up-armored" and repaired through outsourcing a number of times.
 - The SWAT rifles are functional, but also old and in need of replacement.
- Incident Command Structure for SWAT call-ups (Average range 12 to 20 call-ups annually)
 - On all call-ups, the Chief responds and is the designated Incident Commander.
 - Also, on all call-ups the 2 Colonels, Uniform Captain, and SWAT Lieutenant respond in the Incident Command structure.
 - Negotiators are all part time and are in other assignments; their commander is a sergeant (Burr)
 - The Incident Command Post is a Winnebago that is fully equipped to accommodate needs of ICS.

Fleet Management

The fleet management function is performed by a lieutenant and a staff of three Corporals, and a part time volunteer. There are essentially four functions within this office: Fleet management, Inventory control, IT/computer liaison, and Media lab.

- Fleet management
 - Manages the specifications for purchase, replacement, maintenance, and equipping of police department vehicles.
 - Also manages the system for tracking use of Patrol vehicles (Key keeper system)
 - Notes two types of vehicles: City owned and Department owned.
 - Coordinates closely with city finance, and fleet maintenance.
 - Does department wide purchase of capital items.
 - Manages and coordinates the repair and return to service of deadlined vehicles. Unless there are major mechanical issues, most vehicles are turned around in one day.
- Inventory Control
 - Developed and manages the database for tracking capital inventory throughout the police department.
 - Does the annual audit of all PD property.
- IT and Computer Liaison
 - The point person within the PD for computer support from city IT.

- Manages the current in-car cameras and is piloting the testing of body cameras.
- Media Lab
 - Video conversion
 - Cell Phone forensics
 - Video forensics
- Volunteer duties
 - General assistance duties, including vehicle shuttles, key tags, etc.
 - Assists on handicapped parking control (all volunteer)

Traffic Investigation

The Traffic Investigations Unit is organized in the Detective Division under the command of a Lieutenant. It is staffed by one sergeant, 5 corporals, one administrative assistant, and 7-8 alternates (Patrol) who assist in the field. This unit was moved from the field in 2012 to detectives. This has not caused a problem for their functions, rather has been helpful for the support available in current organization. They receive outstanding support on callouts from the 7-8 alternates in Patrol.

- Duties/Functions
 - DUI case filings and follow-up (DUI arrests must be charged through case filings with the DA's Office)
 - Fatal and serious injury accident investigations (Technical AI and reconstruction)
 - Hit and Run investigations
 - City equipment crashes
 - Compile and report accident data- all manually compiled and recorded.
 - Abandoned vehicle follow-ups
 - Coordinate vehicle auctions
 - Assist other units and agencies with scene diagramming (Total Station)
 - CRASH review reporting as required by TexDOT-Sgt Gross
 - Assist other units with blood draw search warrants using the Docu-sign system (Electronic search warrants)
 - Conduct training for field and detectives in Docu-sign system. (Sgt. Gross)
 - Red light enforcement "rejects" review (Lt does the final review)

School Liaison Unit

The school liaison unit consists of one Sergeant, 13 School Liaison Officers, and one Student Crimestoppers Coordinator (officer). The Amarillo Police Department started the School Liaison Officer Program in the late 1970s or early 1980s. At the time of its inception, the officers were tasked with being the "beat cop on campus." This role has evolved over the years where the emphasis now is to build relationships with students, teachers and staff in the schools, and to work at building programs that support delinquency prevention and drug and alcohol use prevention. Today the School Liaison Officer Program services 60 campuses throughout the city including 5 high schools and 10 middle schools in two school districts. The unit was initially created and placed within the Crime Prevention Section, then was moved years later to the Juvenile Section under the Detective Division.

- Vehicles
 - For many years School Liaison Officers had to use their personal cars in the conduct of their duties. In September 2015 the unit received 6 "buy back" department vehicles (older marked units, with high mileage that had been rotated out of the Patrol fleet). The current plan is to add 4 buy back vehicles to the unit in each of the next two years, bringing the fleet to one unit per officer.
- Training
 - All SLOs receive 20 hours initial SRO training by certified trainers.
 - The Texas School Safety Center at Texas State University offers two courses (20 and 40 hours) for SROs.
 - SLOs receive ALERTT and other Active Shooter training, Crisis Prevention training (mentally ill), De-escalation training, and Restorative Justice training.
- Selection
 - Selection to SLO Unit starts with announced vacancies and the use of the APD process of application review, and a 5 person interview panel (2 Principals, current and past SLO Sgts, and the School Cluster Director).
 - Yields a ranked list with # 1 selected first.
- Miscellaneous comments
 - The School Liaison Program does a Kid's Summer Camp which consists of 40 hours, given twice, for 35 middle school kids each session. The kids are selected from the most impoverished/underprivileged part of the city. This program has been offered for many years and is a tremendous success for the interaction of police with kids at a vulnerable age, and from part of the community most in need of trusted, reliable adults and mentors, as well as offering the opportunity for positive and productive interactions with the police.
 - Officers were very complimentary of the support and assistance they receive from their chain of command.
 - Comments were offered that leadership in the department does not demonstrate understanding of the need to interact and work differently with kids than with adults.

Recruitment

Attracting qualified people is a major issue facing every law enforcement agency in the country. It is also mentioned as a major issue by employees at all levels of the organization. The assessment identified several issues that unnecessarily impact recruitment negatively. Recruitment today has become extremely competitive for the very best people. Currently the APD requires that applicants have lived within a 500 mile radius around Amarillo. This is viewed by most employees, including the recruiters, as a negative, hampering effective recruiting. KRW agrees. The policy was implemented to limit expenses caused by the current department practice of conducting onsite background checks on the candidates that pass the written exam. This policy is also seen as a negative, as most modern police departments no longer require onsite background checks. It is also perceived that the 500-mile radius rule inhibits a number of lateral officers from applying to the Department in sufficient numbers to fill a lateral Academy.

The Training and Personnel Division is currently understaffed due to recent personnel reassignment. This inhibits recruitment efforts due to the need for existing recruiting staff being pulled from recruitment efforts to conduct on-site background checks.

Training

Training associated with the basic Academy is seen as very strong. Although there was a strong consensus that one of the strengths of the APD was training, that reference is regarding the “mechanical, tactical, types of in-service training. Many officers feel there are insufficient funds and schedule flexibility to allow them to attend necessary continuing training.

Law Enforcement agencies across the country are re-thinking and re-engineering basic and in-service academy programs. In 2015, the Police Executive Research Forum (PERF) released a study of police training curricula. One of the key findings was that “use-of-force training occupies a disproportionate number of training hours compared to training in methods of de-escalation of volatile situations”.

Frequently mentioned is the lack of leadership development and thoughtful succession planning. The only required training for newly promoted supervisors is a 40-hour course provided by the state. Some supervisors said they have not taken that training although it is stipulated that it must be attended within 2 years of promotion. Those that have attended feel it is not productive. Although Corporals have some minimal supervisory duties they receive no supervisory training.

Performance Evaluations

Employees stated that performance evaluations are conducted in an inconsistent manner throughout the department “depending on your supervisor”. Many complained that the evaluation process had become a “cut and paste” exercise, with the same comments occurring year after year on the evaluation documents - if evaluations are done at all.

Internal Affairs

The Internal Affairs (IA) function in any police department is a critical component to maintaining professional conduct and ensuring public accountability. As with any organization, the integrity of the agency rests primarily with the personal integrity and self-discipline of its employees. To a large degree, the public image of the agency is determined by the quality of the internal affairs function in responding to allegations of misconduct by the agency or its employees.

It is normal and expected for a department to receive complaints against its personnel. The nature of law enforcement activity often occurs in an adversarial environment that requires officers to direct someone to do something that they would prefer not to do. Officers often take enforcement action in highly charged emotional situations. At times, the use of force is necessary and legitimate. There are times when citizens do not have all of the facts concerning a situation, and, there are occasions, when officers act improperly in violation of accepted standards of conduct.

A quality internal investigations process provides a system of checks and balances to the agency's units and activities and the performance of individual officers. An internal investigations unit is a vehicle for the review of complaints and improper behavior to ensure that members of a police department comply with law and procedure.

To a significant degree, the public's image of a police department is determined by the quality of its internal affairs function in responding to allegations of misconduct by the department or its employees. A good internal investigations system reflects a sincere effort to provide the public with a process that encourages citizens to make valid complaints and ensures a complete and objective investigation, with the results made public.

Currently the Amarillo Police Department is a member in good standing with the Texas Police Chiefs Association's (TCPA) Best Practices Recognition Program relating to professional standards and conduct recommends that all professional law enforcement agencies must have clearly delineated rules and regulations to guide officer conduct and ensure the proper public image of the agency. These rules ensure the public that their law enforcement agency is properly supervised and held to a high standard of conduct. It ensures the public that complaints against officers will be fairly investigated and acted upon if wrongdoing is found. The Amarillo Police Department's Policies and Procedures relating to Internal Affairs Investigations tries to follow the professional standards and conduct outlined in the program.

TCPA Best Practices recommends that an agency have a written directive on how to receive, investigate, and conclude complaints against employees, and that sustained complaints must be based on facts determined during an internal investigation. The Amarillo Police Department has a policy to investigate all complaints against department members and/or against department policies and procedures, regardless of the source of the complaint. The policy includes a regulated, fair and impartial IA program that will determine whether or not such complaints are valid, and will take appropriate action, if warranted. The goal, in all instances, is to produce an independent, fair minded, objective and competent investigation that the general public and members of the department will accept as trustworthy and credible.

TCPA Best Practices recommends that an agency have a written directive requiring that complaints alleging a violation of policy or law be investigated, and identifies those complaints that will require formal internal investigations, and those that will require investigation by line supervisors. The agency must maintain a log of all formal complaints received, investigated and the results. At the Amarillo Police Department, complaints regarding allegations that do not involve violations of law and/or serious violations of policies and procedures, rules and regulations or general orders of the Amarillo Police Department or the City of Amarillo can be handled directly by a supervisor. Those matters should be documented, addressed with the employee and be incorporated into the employee's performance evaluation process, if appropriate. However, any complaints that require an investigation are documented on an Internal Complaint Investigation form, and a signed affidavit will be obtained from the complainant, when practicable, after which the forms are forwarded to the IA Office within 24-

hours. All complaints forwarded to the IA Office are initially assessed and categorized as belonging to one of three categories, which are: Criminal Allegations and Category One and Category Two Complaints. Criminal Allegations include any time in which an employee of the department is a suspect or a probable suspect in a criminal case, regardless of the jurisdiction. Category One complaints are considered the most serious. Category Two complaints are actions or behavior that disregards department rules and regulations. Criminal allegations and Category One Complaints are investigated by the IA Office. Category Two Complaints may be investigated either by the IA Office or the immediate supervisor to which the employee is assigned. All complaints that require an internal administrative investigation, whether conducted by the IA Office or a supervisor, will utilize the IA software system, AIM.

TCPA Best Practices recommends that an agency have a written directive for notifying the agency director, as soon as practical, of formal complaints against agency employees and agency volunteers, if any. The Amarillo Police Department has a policy that states that IA will be directly responsible to the Chief of Police in the Chain of Command. The policy also states that the Chief of Police will be notified by IA within 24 hours of a new case being originated in AIM, and that in cases involving alleged criminal violations of the law the IA investigator will immediately notify the Chief of Police.

Qualitative Interview Data

For this analysis, in-depth interviews were conducted with over 300 individuals during one-on-one personal interviews, internal focus groups and 8 separate external (community) focus groups. The participants included all levels of sworn personnel (i.e., command staff, investigations, and patrol) and non-sworn representatives; administrative staff, dispatch, and support staff. Participants were assured confidentiality. Each interview averaged one hour in length, and the data were transcribed by KRW staff for analysis.

The interviews were comprised of a series of open-ended questions designed to explore perspectives and opinions of the employees of the APD on a variety of organizational structures and practices. Participants were asked to describe, for example, the strengths and weaknesses of the Department, the challenges facing the agency, and most salient issues in resources, organization and performance (see **Appendix A** for the complete interview protocol.) All responses were aggregated and analyzed for major themes, concerns, and content phrases. The transcripts were reviewed for reoccurring themes and coded for similar and dissimilar patterns using an open-ended approach. The qualitative analysis allowed for the development of accounts of participants' perspectives on the current climate of the department.

Primary Themes

The results of the qualitative data are presented in three major groups: city officials, police department, and community members. The data from individual interviews and focus groups were analyzed and aggregated within groups to reveal common themes. Additionally, data were analyzed across groups and common themes among all participants are presented.

	City Representatives	Police Personnel	Community Members	City, Police, & Community
1.	Community Relationships	Civilianization	Relationships	Community Policing
2.	Police Salaries & Staffing	Communication	Community Outreach & Inclusion	Discrimination
3.	Education	Special Units	Language Barriers	Mission, Vision, & Values
4.		Training	School Resource Officer Program	Leadership
5.		Crime Analysis		Staffing
6.		Use of Social Media		Services
7.		Morale		

Respondents across all groups displayed remarkable candor in their comments. Many participants noted the high quality of service and many positive aspects of the police department. City representatives and departmental personnel also indicated that their interest and enthusiasm over an evaluation is grounded in implementing improvements. All participants also were enthusiastic about discussing the unique challenges they face in 21st Century policing efforts. In other words, all groups agree that determination, open-mindedness, and strong leadership can overcome many of the concerns mentioned during the focus groups and individual interviews. Reflective of this attitude, for example, are the following verbatim questions posed to the research team:

- Are we doing the best we can?
- What are the areas that can be improved?
- How do we get from where we are to where we need to be [in terms of excellence]?
- What does it take to be a top-level police agency?

Perceptions of City Leaders

Individual interviews were conducted with city officials and representatives. The following section represents the major themes unique to city representatives.

Many of the respondents (in the individual interviews) representing the city noted that several efforts are being undertaken to improve perceived inequities in the department including, for example, the city’s pay study and this assessment. The majority of comments, however, focused on areas that they believe need improvement or further attention. The aggregated data from city leaders and representatives focused on three major themes: community relationships, police salaries and staffing, and education in the police department.

Community Relationships

Many of the participants noted what they perceive as issues with the community members. One person, for example, said: “The relationship with the community could and needs to be improved. How do we move to the next level? How do we build trust?” Another person

indicated that the primary complaints from citizens are related to minor crimes. The focus group members questioned whether or not police are responding to minor crimes in a timely manner. Naturally, city leaders are concerned about crime rates and case closures. This theme is also seen in the concerns expressed by citizens. From the perspective of both city representatives and citizens, responding to crime reports and calls for service are essential to perceptions of the Amarillo Police Department (APD). While calls for service may be handled efficiently from a policing perspective, concerns from city officials and community members suggest a need for better customer service.

City representatives expressed a need to establish better relationships with the community and increase positive interactions with businesses. According to the participants, acknowledging and interacting with business owners and employees is viewed as a necessary part of policing, which builds trust and gives police officers further insight into the unique problems or issues experienced by business.

In contrast to this perspective, business owners seemed pleased and highly satisfied with the on and off-duty service provided by the department. Other related suggestions for improvement from business leaders included the following:

- We would love to see more visibility of officers in and around our businesses.
- Response time to calls for service for homeless and panhandling issues seems to be pretty slow.
- We would love to see bike patrols in and around downtown, especially with all of the new building and the coming of a baseball stadium.
- It would be great if there were more opportunities for all of us to learn more of what the police do.

Police Salaries and Staffing

Several city representatives noted a discrepancy in salaries and possible disparity in pay among sworn and non-sworn personnel. They also mentioned possible differences in salaries between sworn and non-sworn employees. This situation may cause concern about equal pay issues depending on job responsibilities. Currently, the issue is being addressed by the ongoing pay study.

City representatives also expressed worries about the number of officers on the street. The majority of respondents mentioned the "2 officers per 1,000 residents," but were unsure if this ratio is the correct number for the city.

Education

The city prides itself on the high number of police department members who have education and degrees beyond high school level. One person noted: "About 70% of the department has higher education." Additionally, the city pays for officers to further their college education and offers pay incentives for those who have completed degrees. While the minimum requirement to apply for patrol is a high school diploma, the continued support of higher education is a worthy goal.

Special Topic

Another general area in need of improvement mentioned in the individual interviews by two or more participants focused on radio dead spots.

The majority of city representatives indicated that radio dead spots are causing a great deal of trepidation. One said: "An on-going concern is the dead spots in their radio system. How do we finally fix all of this?" Compounding this problem, according to participants, was the investment of \$12 million already devoted to improved radio technology. The majority of police personnel also noted problems with the radio system: "the radios are undependable, unsafe, and antiquated."

Perceptions of the Police Personnel

The data in this section were derived from individual interviews with the command staff, focus groups with sergeants/detectives, and officers. The major themes extracted from the data include civilianization, communication, special units, training, recruitment, crime analysis, and social media.

Civilianization

The department appears to be using an increased number of non-sworn personnel, but how effectively remains questionable. Many respondents indicated that "we don't make good use of civilians; a badge is not needed to do all jobs." Other comments included a need to expand non-sworn positions:

- "We should be doing much more in the area of civilianization."
- "Civilianization, we need to do much more in this area."

Also, several participants believe that having one lieutenant and three sergeants assigned to dispatch is a waste of resources. These officers, according to interviewees, could be placed back in patrol or investigations and replaced with civilian dispatch supervisors. Some controversy, however, exists over this viewpoint.

Communication

The lack of communication from the top-down and bottom-up represents a major organizational concern for the majority of personnel, although monthly meetings with the police association and increased meetings with personnel have been a higher priority as of late.

Apparently, many department personnel view the biweekly staff meetings as unproductive. This statement exemplifies the overall frustration surrounding staff meetings and the lack of communication: "They last 10 to 15 minutes and tend to be a 'BS' session with no agenda, no decisions, and no directions to the staff or chain of command." Staff meetings, according to another respondent, are "held every Monday and Thursday at 8:30 a.m. Generally lasting a few minutes at most." Overall, the staff meetings were described as "unproductive" with "no agenda."

One effort being made to help improve communication is the "Shift Letters," which describes important events and are distributed to patrol. According to one respondent, they are in the process of developing a letter for each shift that will be distributed by email.

Communication at all levels is essential to healthy relationships. Either by omission or deliberate action the exclusion of a person in a leadership meeting, informal or formal, sends signals that may indicate misogynistic attitudes, prejudice, or a lack of camaraderie. Efforts to work as a team at all levels should be emphasized and modeled by all command staff and personnel.

Special Units

Patrol represents the backbone of any police department. Areas of major concern mentioned related to patrol are a lack of leadership and ineffective supervision. Several respondents, for example, noted: "We currently have the "good old boy system" in supervision of patrol, and a lack of actual on the street supervision of the officers, which results in no accountability." The need to eliminate the current "buddy system" and the "good old boys" ways of doing things was emphasized by many employees.

Several respondents mentioned the overemphasis on the SWAT team: "We don't need a full-time SWAT team, also SWAT tends to prioritize the warrior mentality within patrol." The hyper-masculine mentality often associated with SWAT also was mentioned as problematic in training.

The mandate that detective positions require the rank of sergeant appears problematic. This practice excludes corporals who may well be qualified for this special assignment. The high number of sergeants and corporals and perceived blurred differences in responsibilities needs to be addressed by command staff.

Participants indicated the organizational structure and special units were problematic. The following quote illustrates this problem: "We have too many specialized units." Associated with this perception were numerous mentions of the Pro-Active Criminal Enforcement (PACE). This unit appears to lack an overtly stated purpose. One member of the department called it a "tactical unit" and another stated it is a "quasi narco-unit."

While the promotion to corporal is to advance pay appears reasonable, the practice has created an untenable organizational structure. Many participants noted that an officer "must be a sergeant to be a detective." In other words, corporal is excluded from the assignment of detective.

Training

The department conducts a SWAT training week, which, according to interviewees, involves real life scenario trainings." In response, an officer noted: "Currently, we are not clear on the difference between the warrior mentality and the guardian concept in all training areas, especially SWAT week."

Numerous suggestions were made related to improved training:

- We need to emphasize “truthfulness, integrity, physical fitness, and bearing.”
- The training now focuses on defense tactics and firearms.
- De-escalation of force training is being introduced.
- We need practical role-playing in recruit training.
- The 21-foot rule is the standard, but needs reexamination.
- Mental Health Training (e.g., Crisis Intervention Training).
- Future training for intimate partner violence (currently considering the HI Point Model).

Recruitment

The majority of recruits from the department are from the Amarillo area. While this aspect of employment may be considered positive in nature, certain drawbacks are inherent. Hiring for diversity may be limited, despite the heterogeneous population. Similarly, outside perspectives and approaches often enhance departmental procedures and policies. Several participants view the residency requirement as a barrier to hiring. The need to focus on recruitment is exemplified in the following statement:

We need to make recruitment a full-time aggressive priority for the department. We have to spend more money in the recruitment process. The quality of our applicant pool seems to continually decline. We should spend more time in our major city areas, which are close to Amarillo: Albuquerque, Oklahoma City, Dallas, and some cities in Kansas.

Several participants also noted the high rejection rate for lateral entry officers; although this may not be a problem it was mentioned numerous times by police personnel.

Crime Analysis

Crime analysis drives many proactive efforts in policing, which should become a goal of for this department. Crime trends and geographical patterns denote problematic and high offense areas. Crime analysts are essential to all departments. The more challenging aspect of crime data is employing problem-solving efforts to instigate change. Several people indicated the department’s move to a COMSTAT model, but quickly noted that the implementation is “not working.”

Use of Social Media

The use of social media and technology is an area that appears to be weak in the department. The use of Facebook and social media outlets such as Twitter show some movement forward. The majority of respondents, however, indicated: “we need to use social media better.” Other comments included:

- “Our Facebook/Twitter use is a joke.”
- “Social media is really lacking in our department.”

Citizens are using social media to establish neighborhood watches and websites.

Morale

The morale in the department appears to be one of cynicism, which is not atypical for a police agency. Comments made by officers, however, note the serious nature of this problem. One participant stated: "The assessment is just another knee-jerk reaction and we don't expect much to come of it." Another noted that the agency is a "blaming rather than a learning environment." Most importantly, many of the mid-level police employees expressed considerable cynicism about the possibility of change in the department.

Special Topics

Two or more participants noted the following items as areas for improvement and as examples of departmental needs. The validity of these perceptions and necessity are unknown.

- New fitness standards and gym
- Increasing Community Events and reaching out to specific community members (e.g., Breakfast in the Barrio)
- Parking lot security project completion
- Armored Personnel Carrier (i.e., BearCat) for SWAT
- Changes in Performance Evaluations
- Leadership Training

Community Members Perceptions

The external focus groups included Churches, Businesses, and High School Student groups and residents from North, East, Southwest, and Northeast Amarillo. The seven focus groups are representative of the community and data can be generalized to the overall populations. The themes that emerged from the data included relationships, police visibility, language barriers, and outreach.

Relationships

The community feels that relationships with the department are tenuous. One person commented: "Relationships are lacking; we only seem to interact with the police when they are writing us tickets." Several of the respondents focused on "questionable stops" in the north part of town. Additional examples of the distrust between the community and the APD include:

- Contacts with police tend to be adversarial.
- We need to build trust with our police officers in order to promote a safer community.

One citizen noted: "I don't ever bother to call the police. If they come it takes several hours to get there and then they act like they really don't want to be there and leave as quickly as they can get away." Overall, the relationship between citizens and the police is perceived as one of indifference on the part of the later. In more than one incident after a report of a crime, the police investigations seemed to show lack of interest and follow-up. Often, the public views police as arriving at the scene of a call and giving the impression they were there to take a report and then leave with little or no follow-up.

In most cases, the community groups appeared to be unaware of how and why the police department works. The following examples illustrate this theme:

- Has the APD policed its own department?
- Do the Amarillo police officers live and own a home within the community they serve?
- Do the officers ever walk the beat in the community they serve?
- How are our police officers trained?
- How do we make a complaint about how we are mistreated by a police officer?
- What happened to the Elwood Park Store Front?
- How do we become more involved with the police in a positive way, working with them and the young people in our community?

Community Outreach and Inclusion

Community members noted the importance of youth and police interactions to build positive models (e.g., The Urban Project). One said:

It would be wonderful to see the police officers spend more time with our kids in our neighborhoods talking and getting to know one another, and at the same time begin to help us with quality of life concerns in our neighborhoods.

Similarly, a citizen stated: "We need more outreach from the police department to our youth to develop an understanding that becoming a police officer can be a good thing and a good job. We all should support programs such as "Step up to Success" and "Empower Yourself." A high school student wondered what "happened to the police department program of being in the parks on bikes or just walking around passing out plastic badges and talking to the kids. Why did it stop?" Other participants noted the lack of community involvement and quality of life issues: "There is very little, if any, real code enforcement done: mowing weeds, dealing with abandoned buildings, junk cars and on and on."

Several community members suggested establishing a Citizen's Advisory Board. Although not mentioned specifically in the data, many state and federal law enforcement agencies have developed Citizen Academies, which are generally successful. Participants in the citizen groups requested a formal meeting once a month with the police and the city to discuss and solve quality of life problems.

Language Barriers

The data show that many issues of communication between citizens and police officers are embedded in language barriers. One citizen commented, for example, "At East Ridge Elementary there are 27 different languages spoken and this creates a large and complex set of problems." Similarly, "in the North Grand Villa's approximately 95% of the residents are immigrants. Many of the immigrants want to help, but because of the language barrier not much in the way of relationship building takes place." Several community members described the problem:

It has become very frustrating for the immigrant residents to communicate with the police when the police come. At times we don't even call because we cannot communicate and our background/culture is one of distrusting the police in our homeland.

Language is the major problem in our area. It is almost always the parents of the students because students learn English as a second language. The parents don't understand and therefore in encounters with the police the officers and the adults are frustrated because they cannot communicate."

One recommendation from the citizen's groups is to employ more bilingual youth. They can be trained and paid to act as official interpreters between residents and the police.

School Resource Officer Program

The majority of citizens and students have a great deal of respect for the School Resource Officer (SRO) program.

- What a great program.
- We get to know our School Resource Officer and they get to know us.
- We can trust our SROs, most of the time.

In the high school focus group one student, for example, explained that she had been told by her parents to not trust the police. Now, since she knows her SRO, she wants to become a police officer when she finishes school.

Summary-City, Police, and Community Perspectives

Community Policing

All groups expressed concern over the lack of community policing. While community policing can be widely interpreted and applied in a variety of ways, what is apparent is the lack of effort in Amarillo. One city represented indicated: "Community Policing has changed—do we have enough officers on the street— what it means now?" Other respondents across groups noted:

- Community policing is a farce.
- The department keeps saying they are doing Community Policing—I really question that assessment.
- No real method of problem solving.
- We do not have a definition of community policing—we are incident driven.

APD personnel (at all levels) stated that "community policing has not been emphasized." The neglect of community based policing is attributed to higher workloads, according to police personnel.

The general attitude of community members is reflected in the following quote: “Why are the police not stationed in our neighborhoods? We only see them when they have been called, hardly ever do we see them driving in our neighborhoods stopping and talking with us or our kids.”

Diversity

City representative and community members expressed concern about diversity in the department. Police personnel, however, rarely indicated a problem with diversity related to the community, hires, or minority representation on the force. One statement summarizes the current position: “We are still trying to defend the status quo.” Numerous comments in individual interviews and focus groups noted: “The department has never promoted a Black over the rank of corporal.” Citizens and city representatives believe “a focus needs to be on working toward more diversity at all levels of the department, especially in the higher ranks.”

A large majority of minority citizens expressed a desire to be “treated just like everyone else in the community.” A lack of trust was readily apparent in the focus groups:

- The vast majority of our community does not trust the police.
- Some people generally select to not contact the police because they don’t trust them.
- The number of minorities on the department is low compared to our population.

Discrimination, Discretion, and Disparate Treatment

Currently, it is unknown if police officers are discriminating against certain populations, but the views of citizens coincide with alleged and perceived prejudices and discrimination. A member of a focus group, for example, asked: “I’d like to know if this is perception or reality?” Also, many citizens are concerned that no minority officers are assigned to minority neighborhoods.

One person explained that there appears to be a “great disparity between how the police provide services for the Southwest part of the city compared to the Northeast, where the economically poor and the minorities live.” Many citizens have the perception that profiling exists—especially in traffic pullovers. The following comments are illustrative of this belief: “We seem to be subject to questionable traffic stops in our areas of town” and “The perception is that enforcement is greater—more aggressive in minority areas.”

Mission, Visions, and Values

City representative and police personnel generally agree that a lack of vision in the department is problematic. The following examples typify the responses related to mission, vision, and values:

- Vision and values are missing.
- What is the police department’s strategic plan for the future?
- We need a better sense of vision and direction.
- Lack of coordinated vision and values.
- We really don’t have a vision other than the value of honesty.

Establishing a mission and shared vision and values is crucial for a police department and should be addressed immediately.

Leadership

The majority of police departments in the United States use a paramilitary organizational structure. Inherent in this structure is the importance of the chain of command. City officials, officers, or non-sworn personnel who communicate in manners that exclude supervisors or any superiors on departmental issues will degrade communication and cause resentment. As noted by respondents, employees inside and outside the police department must respect proper reporting procedures.

Many respondents in the department indicated a lack of consistency in leadership. An associated problem is the perception that recommendations for improving the APD have been ignored or dismissed.

- Does the current leadership team in the department have the capacity to lead change within the department?
- We lack a good understanding of what leadership means in the department and what our expectations are.
- We have poor leadership throughout the department.
- Leadership for the department needs a problem solver and a dynamic personality.
- Decisions by top staff are not well thought out and tend to be a reaction to an isolated incident.
- Command officers at the scene of an incident tend to try and take over rather than assuming the command position.
- Chief of Police has little visibility in the organization.

Staffing

All groups questioned if staffing in the department is adequate. Often these comments were associated with the question of whether or not community policing is occurring in the city. The following comments are reflective of this concern:

- My main worry is the concern that Amarillo does not have enough officers on the street.
- There seems to be a lack of visibility of officers throughout the city.

Many participants showed a great deal of concern over the staffing levels of 2 per 1,000 officers as the appropriate ratio. An interviewee asked: "A real concern is the on-going requests for more and more officers, from a resource allocation perspective, what is the need? Is it 2 per 1,000?"

Not everyone is convinced of the need for more staffing. Currently, the ratio of officer to population is 1.85. A department representative indicated: "We need to use what we have more efficiently."

Special Topics

Other topics of concern mentioned by two or more participants included:

- We have too many non-emergency calls coming in on 911.
- The city is losing trained cops to higher paid positions.

The perception of “warrior” events and diminished public perception also represented a concern. A department personnel explained: “Warrior events are common.” Unfortunately, national events involving use of force have influenced perception of law enforcement and in fact, the Ferguson, Missouri incident was mentioned as the hot spot for changing public viewpoints. If true, as noted by participants, that the APD lacks “transparency and accountability.” A number of participants noted:

- We need to improve our transparency in the communities of Amarillo.
- SWAT week, or recruits being trained by SWAT is controversial. One person noted the practice is “hyped-up and focused on danger”.

Community members stated: “the only time we seem to interact with or see our police officers is when they are in a military mode.”

Special Topics: Forward Momentum

A major theme among the groups is based on the idea of moving into the future with a vision and thoughtfulness. Community members overall believed that “we need to look forward and focus on what to do. We need to move forward now.”

Police culture is resistant to change, though societal and technological advancement require forward movement. Failure to move forward often opens a department up for criticism. Narratives from the data revealed that “the department is plodding along, stuck in the 1980s” and “our department objective is to ‘do what we did last year.’”

Conclusion

The Amarillo Police Department is a modern, well equipped and well staffed police agency. It has very talented, proud and professional employees. It provides police service to a diverse community with a rich tradition and history. Despite the observations made in this Assessment, the agency is not a dysfunctional organization.

We cannot overstate, however that there is wide-spread dissatisfaction in the agency. Employees, both sworn and non-sworn, seek stronger and more visible leadership, more certain direction, a common vision, uniform accountability, consistency in supervision, evaluation and opportunity. In short, they want a different leadership style. These issues, with vigilance, authenticity, and genuine reflection, are attainable. A plan with specific goals and measurements is necessary.

We found the men and women of the Amarillo Police Department to be constructive, professional and eager. Guidance, mentoring and reinvigorated leadership will help to lead

them to the next level in policing. We hope this detailed presentation of the assessment, and the recommendations, will help to begin that journey.

Recommendations

All of the personnel who participated in this assessment, answered questions and provided documents are to be commended for their professionalism and dedication to the APD and the citizens of Amarillo. It should also be noted that the recommendations contained herein in no way reflect on the individual performance of any employee or work group. These recommendations are not based on individual performance issues, rather, on recommendations to enhance overall organizational effectiveness.

Recommendation # 1 -- Establish a Vision and Core Values

Discussion

Few employees, during their individual and/or focus group interviews, were able to recite components of the Amarillo police organizational vision, mission, its core values or a policing philosophy of the department. We did hear from time to time from a limited number of employees that the values of the organization were simply Truthfulness and Integrity. Although from our discussions there does not appear to be any agency-wide understanding or behavioral anchors for what constitutes Integrity and Truthfulness for the Amarillo Police Department. We were also given a copy of the 2016 goals for the Amarillo Police Department. They are stated below:

- Continue Directed Patrol activities by increasing on-duty directed patrol assignments that will be worked year round and increase community policing efforts.
- Continue increasing efforts on identifying, capturing and prosecuting habitual criminals by increasing investigative time spent in patrol and detective divisions.
- Continue to increase staffing of sworn personnel (All Divisions) to address city growth and crime.
- Expand police parking and increase parking lot security.

This list of 2016 objectives does not address a vision or mission, core values or the overall policing philosophy of the Amarillo Police Department. During our time on site and in our individual and focus group interviews it became clear that the perception throughout the organization is that the vast majority of departmental communication is done by e-mail with very little if any face to face follow-up to ensure understanding and to answer any and all questions regarding any and all e-mails transmitted through the department. An over reliance on email is seen as problematic and many employees are left feeling that electronic means of passing on information has literally replaced verbal communication.

Our recommendation is to support the police chief in revisiting the overall direction of the Department through expanding a discussion on the Department's Policing Philosophy (see Recommendation #2), a Vision and Mission that represents the combined experiences and future of the agency, and the desires and vision of the chief and the employees. During this process, the newly developed set of Organizational Core Values that everyone in the

organization must understand and can commit to in dealing with fellow employees and use as they interact with the citizens of Amarillo can be emphasized. The development of organizational Core Values must include the opportunity for dialogue to occur ideally via a committee that through an outside facilitated process identifies what are the behaviors that need to be in place that will when adopted guide and control how employees interact and treat each other. These Core Values direct the behavior of employees in all interactions with members of the public as well. We see this recommendation as a formalized, facilitated process of meetings for the entire department. This would be a new beginning; from creating a policing philosophy, a vision, mission and to the implementation of the newly developed set of core values for the entire Amarillo Police Department. This formalized, facilitated process will take time and will, undoubtedly, require outside assistance. We feel that this effort needs to be made to regain the involvement of all employees and at the same time focus the direction and the manner of daily communication and interaction of all members of the department.

Recommendation #2 -- Defining Community Policing and an Amarillo Philosophy of Policing

Discussion

There is clearly confusion and misunderstanding about how the concept of Community Policing is viewed and what it really means within the APD. Our interviews indicated a lack of "common understanding" by a broad spectrum of the department on what Community Policing is. It does appear that the former police administration did take some initial steps to decentralize into some areas of the city by opening several "store-front locations". Also during this same time some officers had available to them bicycles to ride in their area assignments. Appendix C offers a suggested Philosophy of Policing that identifies the dimensions and elements of contemporary policing and includes the blending of the necessary components of traditional policing. These steps while positive and small components of an effort to put in place some Community Policing measures, they were just that; small steps not guided by a department wide understanding and acceptance of an organizational philosophy of Community Policing. Community Policing, if properly defined and implemented, should go far beyond these two steps. For a complete discussion of the definitions and evolution of Community Policing see Appendix D in this report.

Recommendation #3 -- Policies and Procedures – Accreditation

Continue participation in the Texas Police Chiefs Association's Best Practices Recognition Program.

Discussion

The current policies and procedures manual is complete and for the most part up-to-date. We are recommending the Amarillo Police Department continue as a "Best Practices" participant in the Texas Police Chiefs Association program of accreditation. Another option is for the department to re-engage and seek accreditation from the Commission on Accreditation for Law Enforcement Agencies Standards as an Organizational Template for all future Policies and Procedures development. However, it appears that the department has become a State of Texas leader in the Texas Police Chiefs Association Best Practices program. This State of Texas Accreditation appears to be an excellent program and therefore the Best Practices template is

in place via this comprehensive state program. Should the department at some later time consider joining its law enforcement colleagues as a nationally accredited agency, a good piece of the work (policies and procedures that are generally in compliance with the CALEA standards) will already be in place. By implementing state of the art practices it then becomes a small step to seek and gain status as a nationally accredited law enforcement agency. However, it must be acknowledged that the Amarillo Police Department is and has been a leader within the State of Texas in providing technical assistance to agencies seeking information during the process of developing proofs of compliance for the State of Texas system of Best Practices.

Our staff believes at a minimum the APD should begin to use the national set of standards as a second template or guide to insure "Best Practices" compliance with both the state and the national programs. Implementation of this second evaluative model will assure the APD is providing high quality police service now and will expedite the process when and if the Department seeks formal national accreditation.

In addition, both the fingerprint examination discipline and the crime scene processing are recognized disciplines for laboratory accreditation. APD should consider pursuing ISO accreditation for both disciplines, and for any other forensic discipline which they choose to undertake. The forensic reform movement in the US has gained substantial momentum and Congress has for several years' drafted potential legislation that would require the accreditation of any criminal justice forensic laboratory. The criminal defense bar is strongly pushing for more professional standards for the use of forensic evidence presented in criminal cases. It is successfully attacking the integrity of the identifications and findings of those laboratories that are not adhering to recognized standards.

Recommendation #4 – Radio System

The APD and the City recognize the radio system as a critical officer safety issue that require a totally new system. An RFP is being published and work is to commence in early 2017.

Discussion

UHF Radio System is antiquated and unreliable. The operational issues have reached a critical state which put officers and citizens at great risk. Interviews conducted during the assessment determined that there is a timeline to replace the dated UHF system with a more technically advanced and functional 700/800 MHz Radio System. The radio replacement and timeline information provided to KRW indicates steps are being taken to retain a vendor and move forward with creating a new digital system. AECOM is the consulting firm that is steering the radio system (P25 standard, 700/800 MHz standards based trunked radio system) project. The rough timeline is:

- July 1st 2016: RFP completion
- Jan. 1st 2017: The selected vendor begins work
- March 2018: Complete switchover to new system.

It is recommended that the APD and City communicate the status and timeline to police department personnel. Many officers and supervisors stated they were aware "something" was happening to develop a new system but they are cynical since they do not feel informed and have to rely on "rumors" and second-hand information.

- In addition, for efficiency, effectiveness, and clarity the outdated radio 10-Code should be replaced with disciplined clear speech as a best practice. Any perception of secrecy brought about by use of the 10-Code is an illusion, as the Code's meanings are widely available to the public.

Recommendation #5 -- Detective Case Management, Domestic Violence and Gang Intelligence unit and squad creation

Refine and enhance the Amarillo Detective Case Management Accountability System. Modify staffing to include a Domestic Violence Unit and a Gang Intelligence FTE.

Discussion

Detectives must have enough time to do their work, if investigations are to be effective. How many detectives does a police department need to be effective and efficient in criminal investigations? What is the maximum workload (cases assigned) detectives can handle effectively? Unfortunately, there are no universal answers to these questions. Managers need to develop measures of workload for their units. They can then compare workload changes with shifts in unit effectiveness measures. After a manager has made these comparisons for a number of months, he or she should be able to determine the range of workloads that yield the most effective performance. The management staff of the Investigations unit of the Amarillo Police Department currently uses a case management system that is initially dependent on the Records Management System (RMS) ILETs system of report preparation, organization and decimation to the Detective Division. This system, based upon our technical review and from our observations and the input of the users was not specifically designed for Managing Criminal Investigations case review, assignment and case monitoring and case closure decisions. Consequently some adaptations have been put in place to increase the functionality of the process. Our overall suggestion is that efforts should be made to require the vendor to make the needed modifications to the ILETs software to provide for an effective and efficient case management system for case intake, review, assignment and follow-up. Caseloads of the Detective Division have decreased each of the past three years, (17,089 in 2013, 15,488 in 2014 14,212 in 2015.) The Civilian Investigator caseload has remained relatively constant over that same period of time, (14,730 in 2013, 14,610 in 2014 14,689 in 2015.) An evaluation of the caseloads of each squad or each detective is not a useful exercise as the complexity of each case, numbers of victims, suspects and related information of each case cannot be factored into this rather basic caseload evaluation. With a few exceptions, (the RMS ILETs system, squad assignments,) the current system seems to be working. This leads us to believe that, based upon the current rate of criminal activity which requires investigative follow-up, the current level of investigators assigned to do follow-up investigations is adequate. This observation comes, however, with several caveats. We would recommend that consideration be given to developing a more detailed case management system that is based upon successful models of case assessment and screening. Examples can be found that include the necessary components of an objective case screening protocol and an evaluation system for caseload assessment that the investigations management team can use to modify current case tracking system to allow for a more detailed analysis of each detective and their case assignments. A "more detailed protocol" would also allow for analysis of specific case closure decisions other than whether the case was cleared. In other words how was it cleared? By prosecution, by arrest only, or was it

closed as exceptionally cleared. As sources we would suggest; the International City Manager's Association (ICMA) text Local Government Police Management chapter 6 devoted to Criminal Investigations.

Currently Domestic Violence cases are followed up by detectives assigned to the Robbery squad. Our recommendation is the creation of a Domestic Violence/Family Crimes squad. Based upon the number of domestic violence crimes reported since 2007, (an average during the years 2007 - 2015 was 2,328 per year,) the complexity and potential for violence of these cases, the need for wrap around services for the victims, (women and children) necessary custody, intervention and services for the suspects requires a discipline, specific trained squad of detectives. The Detective Division is currently in the process of evaluation of the High Point model. We would recommend the inclusion of several other initiatives in the APD search for a suitable multi-discipline model. The Denver District Attorney's Office has become a national model for innovation in this area, the contact person with the Denver D.A.'s office for information on Domestic Violence related programs and interventions is Mr. Steve Siegel srs@denverda.org. Another source is the Battered Women's Justice Project www.bwjp.org/promisingpractices.aspx. The importance of including all of the needed services providers/stakeholders cannot be overly emphasized. Our recommendation would also include getting this new squad identified, trained and operational sooner rather than later.

During our time on site we often heard of the presence of organized gangs operating within different areas of Amarillo. In discussions with the Crime Analyst, he too stated that indications existed that gang activity and issues are currently present in Amarillo. Our recommendation is for the creation of an Amarillo Police Intelligence function. This should be closely aligned with the Crime Analyst and should develop a data based intelligence system that allows for the on-going collection of intelligence on any gang related activities within Amarillo. Deployment decisions, suspect identification, career criminal activity can only be effectively implemented and/or monitored if those decisions are based on solid crime and criminal intelligence. Our recommendation is for the creation and staffing of an intelligence function within the Detective Division. Gang related issues and activity should be an initial focus of this unit as well as gathering crime-related intelligence from all sources.

Recommendation #6 -- Special Crimes relocation to Detective Division

Discussion

It is our recommendation that the Special Crimes Unit be transferred back into the Detective Division. It is our understanding that the Special Crimes Unit was moved directly under the Office of the Chief of Police in or around 1980 following a "botched" homicide investigation. In reviewing the current "direct reports" to the Chief of Police and the benefits from having all of the investigative functions operating under one Assistant Chief and the Captain of the Detective Division outweighs a botched criminal investigation that occurred approximately 20 years ago. The information sharing in and between different crime classifications in and of itself in our opinion justifies this re-alignment.

Recommendation # 7 -- Review current disciplinary policies and practices.

Develop written guidelines for the determination of appropriate discipline, this review should also include software modifications, staffing levels and case tracking improvements.

Discussion

To administer its discipline system, the APD uses a variation of the "chain of command" review system present in many law enforcement agencies. When a complaint is received a determination is made as where it will be investigated and by whom based on the type of complaint. In most instances the case will be entered into the Internal Affairs tracking system known as AIM. In certain less serious and limited cases a supervisor has the discretion to handle the complaint in a more informal way by taking corrective action without opening an AIM case. However, where an AIM case is opened, the complaint is tracked and fully investigated. Upon completion of the investigation, the case is reviewed at the supervisory and Lieutenant Level and recommendations made as to whether the allegations should be sustained and what the appropriate discipline should be. The case is then "tracked" to the Command level where four Captains sit as a Discipline Review Board and make further recommendations. Following the action of the Discipline Review Board, the case is forwarded to the Colonel in the subject officer's chain of command where it is reviewed further and additional recommendations made. The case is then forwarded to the Chief of Police who is responsible for making the final discipline decision. Following the imposition of discipline, the subject officer may appeal the Chief's decision through the rules and processes of the Civil Service Commission.

Throughout the discipline process, the APD attempts to achieve consistency in discipline by comparing the present case to the discipline imposed in prior cases deemed to be "comparable".

"Chain of Command" and "Comparable" discipline systems similar to the APD are not uncommon in law enforcement and it is not difficult to understand how perceptions of unfairness, inconsistent treatment and ineffective discipline can arise. They can generally be traced to the lack of written guidelines to assist disciplinary decision making. Where such guidelines do not exist, reviewers default to their own individual beliefs as to such issues as the purpose of discipline or the factors to be used in determining whether a case should be sustained or what the appropriate discipline should be. These individual beliefs can sometimes lead to recommendations based upon inappropriate factors and biases, some of which are unintentional and unrealized by the reviewer.

We suggest that the software program used in the IA process be upgraded from AIM to IAPRO. IAPRO is full-featured software that's been designed from the ground up to meet the needs of internal affairs and professional standards units. Through 7 major version releases, it has been enhanced to meet the range of police integrity needs found throughout its customer base. It provides the following features:

- Early Identification and Intervention.
- Case Management.
- Link Files of Any Type.
- Statistics.

- Automated Correspondence and Forms.

It is used by over 550 public safety agencies in the United States and several other countries. It is recommended that a succession plan be created regarding the staffing of the IA function. The IA function is currently staffed by two sergeants, Sgt. Smith and Sgt. Hill, and both are doing a good job. However, promotions and retirements can and will occur. Therefore, there needs to be a plan by which to rotate personnel through the IA function in order to train them and create a pool of available personnel by which to fill the positions should promotions and retirements occur, as well as assist in internal investigations where extenuating circumstances exist that require a call out for additional personnel.

We would also suggest that a case number be assigned for each and every complaint that is generated, that the complaint be documented and an internal investigative case file opened. This will ensure a full accounting of all complaints made, documentation of the facts and subsequent investigation, the integrity of the IA process, and transparency to the employees and to the public.

Recommendation #8 -- Develop a pattern and practice of sending sergeants assigned to IA to national training seminars and conferences.

Discussion

It is recommended that the sergeants assigned to the IA process should be sent to national IA training seminars and conferences, on a periodic and annual basis, in order to update their knowledge, skills and abilities in the IA process, especially in the area of case law, equipment, interviewing and investigative procedures. Such training can be obtained through the International Association of Internal Affairs Investigators (IAIAI) and Americans for Effective Law Enforcement (AELE).

Recommendation #9 -- Formalize the process of first-line supervisory responsibilities for specific IA investigations. Establish a set of guidelines for consistent processing of cases assigned to first-line supervisors. Provide necessary training to insure consistency and in investigative protocols.

Discussion

Create guidelines for the empowerment of first-line supervisors to exercise their discretion to correct or counsel subordinate deputies without initiating formal corrective/disciplinary action. This should also include training in the proper use of this discretion, an appropriate method for recording/tracking any counseling sessions, and recognition that use of this discretion will be a component of performance evaluations of the supervisors. Create better criteria for the designation of complaints which may be investigated at the supervisor level. Assure that supervisors are sufficiently trained to conduct the investigations and that the investigations are tracked and reviewed. Also make clear that the quality of the investigations and resulting recommendations will be a component of performance evaluations of the supervisors.

Recommendation #10 -- Elimination of the current Disciplinary Board and eliminate Sergeants assigned to IA from recommending any disciplinary action. All completed IA investigations should be reviewed by the individual employee's chain of command starting with their first-line supervisor.

Discussion

It is recommended that the sergeants in IA not recommend disciplinary action, and that the Disciplinary Board be eliminated. The completed investigation should be reviewed by the individual employee's chain of command starting with their first-line supervisor. The same chain of command should make recommendations for discipline, where warranted. The Chief of Police or his/her designee should remain responsible for the final decision. Such a process would increase the accountability and stature of supervisors and allow them to grow as leaders. Since the first-line supervisor should know the employee best, the process should bolster the perception that the decision-making is fair and reasonable. It will also remove any hint of favoritism by select supervisors or managers toward select officers. This might also permit first-line supervisors to investigate and adjudicate minor complaints without the intervention of the IA process.

Recommendation #11 -- Develop a formalized written appeal process which outlines appeals of the final disciplinary decisions of the Chief of Police.

Discussion

It is recommended that after the final decision is made by the Chief of Police or his/her designee, there be a protocol by which to review, question or appeal the Chief's final decision and that it is formalized in the department's policies and procedures.

Recommendation # 12 -- Consider the creation of a discipline matrix.

Discussion

It is recommended that a matrix system of discipline be created that will allow police supervisors and managers to compare past circumstances with current cases and infractions. Many police departments throughout the country use a matrix system of discipline, some of which are Denver PD, Philadelphia PD, Phoenix PD, Miami-Dade PD, LAPD, Detroit PD, and Houston PD. By using a matrix system of discipline, an agency ensures that its discipline is fair, reasonable, and consistent, and which can minimize the impact of civil litigation surrounding the issue of police discipline. All members of the Department should receive general training in any new guidelines, policies and procedures which result from the review process. In addition, more in-depth training, including the use of mock disciplinary cases, should be conducted for all supervisors and command personnel.

Periodic review of the application of any new rules, policies or procedures should be implemented to ensure that any necessary changes are made and to ensure that the goals of attaining fair, appropriate, and reasonably consistent discipline are being met.

Recommendation #13 -- Develop and maintain a comprehensive and effective early intervention system.

Discussion

Effective early intervention systems have been referred to by one prominent best practice expert as the “centerpiece of the new accountability” in law enforcement. National organizations such as the IACP as well as the U.S. Department of Justice have recognized that an effective early intervention system is an essential component in a well-managed law enforcement agency which can benefit individual officers, the agency, and the community served.

Originally conceived as a method of identifying “problem” officers, particularly with regard to the use of force, comprehensive early intervention systems have evolved into broad-based management tools which can not only identify and intervene with officers in need of assistance, but can also identify issues in policies, training, supervision, risk management, and other areas of importance to the entire agency.

The Chief and command staff must be committed to success and effectively communicate the benefits of comprehensive EIS to the entire Department. The Chief must dedicate resources necessary to identify the performance indicators that should be collected and analyzed, develop the appropriate thresholds to help identify officers in need of intervention, design appropriate intervention strategies and implement effective post-intervention monitoring programs.

Recommendation #14 -- Consider amendments to General Order 3.03, Self Defense and Defense of Others to better conform to national best practices.

Discussion

As evidenced by incidents nationwide, no issue is likely to impact the public’s relationship with law enforcement more than the use of force. It is often the subject of citizen complaints, lawsuits, and intense media coverage. The authority to use force, up to and including deadly force, is an awesome one which must be scrupulously controlled so that it is not abused. At the same time, law enforcement officers must have the ability to protect themselves and the public and to carry out their duties and responsibilities. Therefore, all law enforcement agencies must have well-written use of force policies which define and explain the appropriate use of force and guide officers in their decision to use force.

The APD use of force policy, titled Self Defense and Defense of Others, commendably contains a number of provisions such as the recognition of the sanctity of all human life and the requirement of quarterly and annual analysis of Use of Control Method Reports, considered essential to progressive law enforcement agencies. However, it is recommended that the APD study use of force policies of other law enforcement agencies and the provisions contained in U.S. Department of Justice consent decrees and settlement agreements in order better conform to national best practices. The following amendments, among others, to the current policy should be considered:

1. Emphasis on the recognition that an officer's actions, demeanor, and attitude immediately prior to the use of force may influence the need for or level of force;
2. Emphasis on use of force prevention techniques such as command presence, advisements, warnings, verbal persuasion, de-escalation techniques, and crisis intervention techniques, when possible, in order to reduce the likelihood of the need for force or the level of force necessary;
3. Emphasis on the use of tactical options, where time and circumstances permit, to attempt to reduce the need for force or the level of force necessary. These include but are not limited to prior planning and information gathering, tactical approach, effective communication with fellow officers and the source of the potential threat, containment, use of cover/concealment and barriers, tactical positioning, tactical movement, including movement to the rear, waiting for "back-up", calling for specialized units or officers with special training/weapons, or any other tactics designed to create time and distance;
4. Emphasis on the expectation of and the accountability for the use of the above described force prevention and tactical options, where time and circumstances reasonably permit, not only through training but by specific inclusion in the use of force policy itself;
5. Creation of the duty to immediately notify a supervisor after witnessing or becoming aware of the use of unnecessary or excessive force by another officer;
6. Creation of the duty to intercede, when reasonably possible, to prevent or decrease the use of unnecessary or excessive force by another officer;
7. More detailed delineation of the factors to consider in assessing a potential threat and the determination of the force option necessary to overcome that threat, while continuing to recognize the importance of sound judgment and the inability of any policy to anticipate every possible situation;
8. Emphasis on the duty to prepare thorough, complete and truthful reports, void of conclusory, "boilerplate" language, detailing the need and purpose for using force, the threat or resistance faced, the justification for the use of force option employed, and any attempts to use or the consideration of lesser force options, where feasible;
9. Emphasis on the duty of supervisors to thoroughly and critically investigate and evaluate use of force by subordinates;
10. Confining the use of the Taser to situations where there is some demonstrable and credible threat or aggression toward the officer or others.

The above list is not intended to be exhaustive but merely illustrative of issues which should be considered.

Recommendation #15 -- Consider participating in the creation of a multi-agency Critical Response Team (CRT) or a Joint Shoot Team (JST)

Discussion

It is recommended that the department explore the idea of creating a Critical Response Team (CRT) or a Joint Shoot Team (JST) consisting of investigators from the major agencies in the area, to include county or judicial districts, who can respond to the scene of an Officer Involved

Shooting (OIS) in any of the jurisdictions participating, in a timely manner in order to conduct a thorough, detailed criminal investigation into the shooting. The criminal investigation should be completed in a week's time, after which it will be reviewed by the District Attorney's Office with jurisdiction for any possible filing of criminal charges. After review and a final decision by the District Attorney's Office, a copy of the entire criminal case file will be transferred to the individual officer's respective agency for initiation of an internal investigation by that agency or its designee.

Recommendation #16 -- Increase crisis intervention training and the number of officers CIT certified.

Discussion

The appropriate and respectful handling of mentally ill citizens is an issue of tremendous significance and a situation faced by law enforcement officers on a daily basis. Being able to successfully interact with those "in crisis" is critical to reducing the need for force and increasing both officer and public safety. Increased crisis intervention training and the creation of crisis intervention programs in partnership with mental health professionals have been proven to have a tremendous positive impact on interactions between law enforcement and those suffering from mental disorders or other forms of impairment.

Currently APD officers receive crisis intervention training in both the academy and in-service. It is recommended that the number of officers fully certified pursuant to a minimum 40 hour training course be greatly increased with the goal of having all officers regularly assigned to uniformed duties so certified.

Recommendation #17 -- Enhance Organizational Communications

Discussion

The APD must promote efforts to improve communication and establish an open, supportive organizational environment. Steps should be taken immediately to improve communication within the organization by establishing weekly informative staff meetings, open communicative shift briefings, and quarterly comprehensive departmental meetings. We suggest these meetings be aligned and coordinated with our suggestions under **Recommendation #1** of this report. Organizational meetings to set Core Values and establish a new direction and mission, "clearing the air" in a safe environment, will be quite helpful and, to some degree, necessary to encourage employees to voice complaints that they believe have gone unheeded. Once employees have had the opportunity to express their dissatisfaction it will be possible to guide them to participate in positive change. Captains should begin to meet on a regular basis with their lieutenants, sergeants and officers by consistently attending shift briefings and participating in ride-alongs with officers. Finally, the Chief of Police needs to begin establishing a pattern of personal interaction throughout the organization. The chief needs to re-establish a level of trust and support from the rank and file; visibility and personal interaction with employees at all levels of the organization will further this goal. While working on these issues the chief should attend Musters to participate in discussions at all levels of the organization.

Perceptions of past favoritism and unfair punitive sanctions must be addressed. An organizational commitment to evaluate the truth of the allegations, make necessary corrections and, finally, to confront the task of changing the perceptions must be evident in the facilitated team building sessions and be reflected by all supervisors in their treatment of employees from this point in time forward. Department policy and standards of behavior must be clearly defined and consequences for violations must be commensurate with the seriousness of the violation and be fairly and consistently applied. These are all leadership issues that must be directed from the very top of the organization. The Chief of Police must confront this sensitive issue in a fair and direct manner, leading first by example and participating in candid discussions, thereby demonstrating a commitment to lead in a new, productive, fair and impartial direction. These are all Core Value issues that will need to be formalized as part of the recommended process.

**Recommendation #18 --- Redefine the mission of one of the PACE Units
Create a "Community Liaison Unit" by reassigning one of the two PACE Units.**

Discussion

Currently there are two Proactive Criminal Enforcement Units (PACE). The PACE units are a valuable asset as a sort of departmental "fire brigade". At least one team should be left in place as the department combs all assignments for additional sworn personnel to be assigned to general Patrol duties. However, the department should consider re-purposing one of the two teams as a Community Liaison Unit tasked with being the department's central point for handling problem-solving such as long-running neighborhood disputes, chronic problem spots and other community-policing projects. Public information programs and community outreach should be centered on this unit, but all sworn personnel should be expected to support the community-oriented policing philosophy once they understand what it is. This unit should be closely associated with the Patrol watches, attending musters and exchanging information.

Several changes are necessary for this Unit to be more helpful to Patrol as well as playing an even greater role in overall APD crime suppression efforts. First, the overall mission of the Unit needs to be clearly defined. We heard from many of our interviews that there is a growing gang problem in Amarillo. Developing and disseminating accurate information on the gang issue is important and is an issue needing immediate attention. It does not appear that technology within the Department is structured to capture, analyze and disseminate accurate and timely information on gang related suspects or circumstances thereby creating a significant disconnect between field personnel and office-based personnel

Recommendation #19 -- Special Assignments

Review the APD policy for assignment to a specialized assignment. Consider the establishment of specific periods of time for deployment to all special assignments.

Discussion

There are 26 Specialized Positions outlined in the APD Policy Manual under Administrative Operations. The current policy was revised in 2014. Despite the process outlined in the policy there is a belief among many employees that assignment to a specialized unit is not

consistently based on merit. There also appears to be confusion and some dissatisfaction over the duration of specialized assignments, which allegedly are inconsistent and at times dependent upon the whimsy of supervisors. The mechanics of the selection process as well as the length of specialized assignments should be reviewed and monitored by the department's leadership staff and disseminated to all employees.

Recommendation #20 -- Property and Evidence

The Property and Evidence Unit represents a real and imminent potential for a substantial crisis. If indeed this is an area given little or no attention by management, these issues should be brought to their attention. APD should commission a comprehensive assessment of the Property and Evidence Unit, including but not limited to staffing, policies, physical facility, equipment, and P&E automated management systems. This should be done soon, and could be graduated to identify those issues that are critical and essential immediately and make recommendations for remedy. The longer term issues can be identified with recommendations that can be planned and resolved over a longer planning period.

Recommendation # 21 --- Department Policy and Procedure Manual

Review and update the Department Policy Manual. Create a Department Procedural Manual.

Discussion

The Department's current Policy Manual should be reviewed and brought up to date for the guidelines it provides employees. Although the current manual is well organized and written it needs to be thoroughly reviewed and updated. It sometimes is a bit confusing as to what is a policy statement or order (why we do this) and what is a procedure (how we do this). Things could be simplified for the user by dividing the book into two sections in addition to the Contents or Index: **General Orders**, which include the rules and regulations, and **Procedures**, which include the guidelines as to how specific tasks are to be carried out. Much of the Emergency Operations section could go here.

The guidelines appear comprehensive, professional, and well-written. However, the dates when each was created or revised indicate that most need reviewed and updated for today. The need for updating is evidenced by the fact that a number of topics considered highly relevant to contemporary policing are mentioned fleetingly or not at all. At minimum, subjects needing covered include:

- Community-oriented policing
- De-escalation of force
- Proportionality of force
- Transparency and accountability

Use of force, use of lethal force, and vehicular pursuits are high-risk, high-liability areas in which employees need extensive direction. While the Manual generally does a good job of detailing HOW to do each of these things, it is less clear in telling employees WHEN they can engage in each. More specifics and clearer directions are needed. The Manual uses black, boldface type in some sections to emphasize importance. That typographical device should be used

extensively in covering each of these key topic areas. Under General Orders 3.03 III the Manual includes what appears to be a "continuum of force". This concept has fallen out of favor among contemporary law enforcement agencies in favor of the direction to use whatever level of force is appropriate and PROPORTIONAL to the threat and/or resistance encountered. For one thing this prevents an officer from having to explain why he immediately resorted to a firearm instead of starting "lower" at one of the other steps on the continuum.

Recommendation #22 -- Performance Evaluations

The Amarillo Police Department should develop a fair and equitable evaluation system for all employees. This new evaluation system should be implemented department-wide as soon as possible, with all employees being held to the same high standards of hard work, performance and goal-achievement.

Discussion

Currently, the APD uses a very generic performance evaluation form utilized for all Amarillo city employees. It is recommended that a meaningful performance evaluation process be developed and implemented. This process should include the specific job responsibilities of the employee's position as the basis for measurement. Once developed a departmental policy should be formulated outlining the purpose of performance evaluations and the expectations of supervisors in providing meaningful feedback to employees. The implementation of a fair and equally enforced performance and evaluation system would combat perceptions of favoritism. Such a system would provide a framework for supervisors to give direction and set expectations for employees, measure performance and reward or correct behavior that does not meet the standards of the organization.

One of the common themes heard during our interviews was the frustration of many employees that some senior co-workers are not working as hard as others and, in some cases, not working at all. These individuals were described as handling few, if any, calls and felt free to pick and choose when and under what circumstances they would work. Further, Patrol personnel reported that the system allowed some to "slip" through without having to work. This observation was not confined to Patrol. Negative comments, again generally directed toward senior employees, were made about detectives and some non-sworn positions. We must also add perspective to these comments. The vast majority of employees characterized themselves and others as working long hours and performing at a high level of productivity almost all of the time.

Many employees responded in our interviews with statements similar to the following: "when going to work I have no direction, no expectations at all; just go out and answer calls for service and stay out of the way." The implementation of a fair and equally enforced performance and evaluation system would combat such perceptions and needs to be developed and put into place throughout the organization. Such a system would provide a framework for supervisors to give direction and set expectations for employees, measure performance and reward or correct behavior that does not meet the standards of the organization.

Recommendation #23 -- Patrol Schedule

Consider alternative Patrol work scheduling formats and eliminate the "Fourth Watch".

Discussion

Before seeking additional manpower the Department should examine more efficient use of existing personnel. Alternative scheduling to the current patrol schedule should be examined. The APD uses a 10 hour shift schedule for both patrol and detectives. Many law enforcement agencies have found that the ten-hour shift with three days off provides a popular employee benefit while offering extra staffing during a built-in shift overlap. The overlap can be timed to coincide with the heavy call load period often encountered during part of swing shift.

The APD has four shifts with six starting times. The utility of that scheme is questionable and is not based on any detailed analysis of data. In addition, the Fourth Patrol Watch is a holdover from the days when the department's Uniform Division officers worked an eight-hour shift. At that time it was what is commonly called a "power-watch". When personnel (including command and staff officers) were asked what the logic for that shift is the most frequent answer was "nobody changed it". The department should consider disbanding that extra watch and absorbing the one lieutenant, and redistributing the three sergeants, three corporals, and 25 officers throughout the remaining three watches to help fill the holes in deployment. This will thereby help shorten the Uniform Division's response times to calls for service while reducing overtime use.

In addition, the practice of automatically filling specialized assignment vacancies from Patrol has contributed to the shortage of Patrol Officers. This practice should be suspended unless there is an exigent circumstance.

KRW has proposed/suggested staffing adjustments in **Appendix F** for consideration.

Recommendation #24 --- Establish a Leadership Advisory Council

While the actual name of such a group is certainly open for discussion, we recommend the creation of a group which represents all major areas of the Department (a "slice" of the organization) to meet with the Chief, Assistant Chiefs and Captains and discuss leadership practices, policy, and other issues of interest in the Department.

Discussion

Clearly, most police officers in the agency believe that a better form or type of leadership is needed in the Department. For the reasons detailed in this report, officers and others seem to feel disconnected from a Department-wide direction and do not feel the current "command and control" style of leadership is acceptable. Many statements reiterated the feeling "no sense of direction or vision" for the agency

If there was an ongoing mechanism for members of the organization to meet with the Chief and the command staff there would be a much better opportunity to listen to, and discuss, issues and important matters. A connection between the direction of the Department and

organization members' knowledge and understanding of an articulated direction and vision could then be developed and sustained.

We envision this "advisory council", or representative group of Police Department members, to be comprised of selected volunteers who are interested in the direction of the agency. Once selected, the members would meet on a regular basis with the Chief and command staff, structured in a way that is comfortable for both the Chief and the advisory group's members. A quarterly meeting would seem to be appropriate. The setting could be somewhat casual, such as a breakfast meeting or box lunch with a meeting to follow. An update from the Chief and staff regarding any new policies, new resources, selection processes, equipment upgrades, and any organization restructuring, for example, would be provided. The attendees would then ask any questions and forward any issues of the day.

This recommendation is designed to enhance communication, improve participation and create an ongoing connection between the Chief, staff, and representative organization members, who would presumably forward the information to their colleagues.

Recommendation # 25 – Executive Staff Meetings

The Department Should Implement More Formal Weekly Executive and Management Staff Meetings

Discussion

The Chief of Police should without delay formalize a process of content specific and detailed Executive Staff meetings each week to formalize the agenda for the following day's Management Staff meeting. The Executive Staff meeting each week should include the Chief of Police, both Asst. Chiefs and all four Captain's. The purpose of this weekly Executive Staff meeting is to set the agenda for the next day Management Staff Meeting, (included in the Management Staff meeting would be all Executive Staff members plus Lieutenant's from each section of the department to include all three patrol watch Lieutenants.) The importance of these meetings cannot be overly emphasized.

Our recommendation would include as a series of beginning steps for these meetings; the comprehensive review of KRW's Organizational Assessment followed by the development of a specific strategy for taking the Action Plan from the Organizational Assessment and begin the process of implementation.

These meetings cannot just replicate the staff meetings currently being conducted within the department. We have been told that these current meetings are conducted without any agenda, no minutes are taken and little if any information from these meetings is disseminated to members of APD. Assessors were told these meetings generally last on average five to fifteen minutes.

Formalized agenda driven departmental meetings are essential for the accomplishment of action plans, coordination of all elements and activities of a complex police organization. They should be led and facilitated by the Chief of Police and conducted in an atmosphere of honest and candid interaction, including discussions where all attendees, without fear of any repercussions can state their opinion, any objections and or suggestions in an openly

comfortable atmosphere. The meetings should last as long as necessary to cover the written agenda for each meeting. Minutes should be kept of each meeting and a department-wide overview of each meeting should be made available to all members of the department.

If from time to time completing the agenda may not be possible, in those cases the unresolved issues and any issues not gotten to during the meeting should be forwarded to the next week's agenda. If employee sensitive information is ever a consideration those issues should be handled by those with a "need to know" only, however these sensitive issues should not, cannot become an excuse for not conducting the weekly Staff Meetings, nor used as an umbrella for keeping information from the employee body.

Recommendation # 26 – Promotional System

Discussion

KRW appreciates that the APD Promotional System is mandated by Sec. 143.032 *Promotional Examination Procedure* of Chapter 143 of the Texas Code on Municipal Civil Service for Firefighters and Police Officers. That said, KRW recommends the APD and the City of Amarillo seriously consider researching and presenting to the Civil Service Commission and the City Council an Alternate Promotional System for Police Department as outlined in Sec. 143.035. This would involve discussions between the department staff, City Human Resources and the Police Officers Association.

The Assessment revealed wide-spread dissatisfaction with the current system. Despite the consternation with the current system no one has taken the initiative to find a better solution. Understandably, much of the hesitation by officers and many supervisors to revising the current system boils down to a lack of trust. Trust that an unbiased system that does not unfairly promote friends or the "good-old-boy" culture. Many state they know the current system has many pitfalls but they know what to expect even though they recognize lack of merit in the system does not promote the most qualified into leadership positions. These concerns are wide spread in the organization.

The current promotional system is not based on merit but the ability to read selected books and take a written exam. The process for elevating future leaders in the organization commences at the Corporal rank. With two years of experience an officer is qualified to take the Corporal exam and be promoted by attaining a high numerical score on a written exam. Consequently, a person can move up the ranks, accepting higher levels of responsibility without consideration of their work performance, strengths/weaknesses or exhibiting past behaviors consistent with department values or the overall mission.

It will take leadership, collaboration, transparency and participation to develop a system that will serve the APD and the citizens of Amarillo well into the future.

Recommendation # 27 – Supervisory Training

The APD should create and implement Supervisory Training for all Supervisors both Sworn and Civilian.

Discussion

Although the Texas Commission on Law Enforcement (TCOLE) provides a 40-hour core curriculum for new supervisor entitled New Supervisor School which was updated as recently as September of 2015, our observations and comments made by many supervisors led us to the following recommendations. The New Supervisors School should be offered more frequently and all new supervisors should be required to complete this initial supervisory training class prior to being assigned to a supervisory role in any area of the department. Some supervisors stated during our interviews that they still were waiting to attend. Others had been assigned to supervisory assignments without having attended the school.

The Department should also develop a first level supervisory training program or modify this TCOLE training program for non-sworn supervisors. Any and all supervisors should not only have the opportunity but also be required to attend a first level supervisory school.

A police agency the size of Amarillo should also endeavor to create an on-going leadership development, mentoring and coaching initiative to develop and enhance leadership skills throughout the organization. This should be on-going program ideally associated and working “hand-in-glove” with one of the two institutes of higher learning within the area. The opportunity to support and encourage members of the APD to take advantage of higher education while coordinating these opportunities with department sponsored coaching and mentoring in leadership skill development within the department by skilled leaders of a higher rank should be a common practice throughout the department for both sworn and non-sworn employees.

Recommendation #28 -- Service Delivery Alternatives

The APD should evaluate alternatives for the delivery of police services and move toward the implementation of service request alternatives, where appropriate, to the traditional methods currently in place throughout the organization.

Discussion

Too often working smarter not just harder is given short shrift. We believe, based upon our observations and the information shared with our team, that the APD can work smarter and not just harder. Our suggestion is to work with representatives of the community and within the organization to develop alternative responses to non-emergency calls for police services. Although the department has implemented an on-line reporting system it does not appear it is used effectively. An alternative response strategy would identify the response warranted by situations, including immediate dispatch of Patrol, telephone or mail or internet incident report or referral to other city, county or state agencies. Such a policy must be developed with input from all stake-holders and communicated to the citizens, City Administration and employees prior to implementation. A subsequent benefit of developing Service Delivery Alternatives will

be to allow patrol officers to take "pro-active" steps in the community during "uncommitted time".

There is a recommendation (#44) in this report is to initiate a Community Service Officer position. These are trained civilians who would be assigned to field operations and handle non-emergency calls for service not requiring a sworn officer. In the future, the ultimate solution would be having non-sworn report takers at headquarters who could also respond and handle some calls in the field. We are not recommending this final suggestion in this report, rather mentioning it as a long-term alternative. It is an example of working smarter and potentially for less funding not just harder doing things as they have always been done.

Recommendation #29 – Civilianization

The Assessment identified 21 positions currently staffed by sworn personnel that should be considered for civilianization. This will result in a total budget savings and the opportunity to reassign some sworn positions to field assignments without lost efficiency. The below briefly outlines those positions:

Discussion

Note: When considering positions for civilianization, adjustments to the pay and compensation will be critical to attracting and retaining competent individuals.

1. **The Crime Scene Investigation Unit:** The CSIU is staffed with 1 Sergeant, 3 Corporals and 4 Officers. The professional criminal justice community has strongly supported the advancement of forensic science through formal education in the field, extensive training and mentoring in the workplace, professional certifications, research and lifetime learning and the sustainability of careers dedicated to forensic science. The staff is supportive of the concept of civilianization of CSIU, starting first with fingerprint examination. They also made comments that CSIU is "at a crossroads," primarily because of pending retirements of experienced examiners and crime scene staff that can train new personnel. They commented that, "officers come in, promote, and move out," and this is understandable because, "if you want to advance your career, you have to leave the unit." It is recommended that all 8 sworn positions be civilianized. (8)
2. **The Fleet Management function** is performed by a Lieutenant, three Corporals, and a part time volunteer. It is recommended that the 4 sworn positions be civilianized. (4)
3. **Quartermaster** at the Academy is currently staffed by a Corporal. This function could be staffed by a civilian (1)
4. **Property Unit** is currently staffed by a Sergeant and two Officers. These positions could be ably performed by civilians with the chain of command oversight by the Services Division Commander. (3)
5. **Services Division** is currently commanded by a Captain and a Lieutenant. Both of these positions should be considered for replacement with competent civilian managers. (2)
6. **Communications:** The organizational structure and reporting relationship of Communications was recently changed. Oversight is currently provided jointly by the APD and AFD. There appears to be a good working relationship between the two

departments. Currently there is a Police Lieutenant and 3 Police Sergeants supervising the Police Dispatch operation. We recommend in the short term the Lieutenant remain as is and the 3 Sergeant positions be civilianized. (3) A longer-term recommendation is to hire a qualified civilian to manage the Communications Center.

Recommendation #30 –Place Fingerprint Evidence into National Data Bases

Discussion

The CSIU should research methodology for entering all fingerprint evidence into the state and national data bases. At present, 98-99% of all fingerprint evidence analyzed by CSIU is entered and queried through the Spex AFIS System. Spex is the fingerprint database for the 26 county area of the Texas Panhandle, and entry into this system does not enter this evidence into the state system. The Texas DPS AFIS system is the state database and the administrator for entry of fingerprints into the FBI's national IAFIS database. CSIU staff state that entry into the DPS AFIS is cumbersome and time consuming. Also, they claim a 50%+ hit rate for their fingerprint evidence into the Spex AFIS. Problematically, evidence entered by CSIU into Spex is neither queried against the balance of the state or national data bases, nor are those tens of thousands of Spex entries available for query by Texas agencies outside of the 26 county Panhandle area, as well as any other agencies in the region or throughout the country.

Recommendation # 31 – Develop a Clear Separation between Criminal Investigations and the Forensic Examination of Evidence

Discussion

APD should develop and adopt policies and procedures which create "an arm's length separation" between all criminal investigations and the forensic examination of evidence. The national forensic reform movement, through the 2010 National Academy of Sciences Report, makes recommendations that forensic laboratories should not be under the direction and control of law enforcement agencies. Although this recommendation has not gained sufficient momentum to garner mandates in legislation, the defense bar and ACLU have attacked the integrity and objectivity of forensic identifications and findings at an ever increasing rate across the country. It is important that police departments that do in-house forensic laboratory work, develop policies for restricting inappropriate direct access of criminal investigations to forensic scientists with requests for evidence examination that comports with their investigations. Maintaining the appearance of objectivity and absence of bias in scientific analysis is paramount to the acceptance of the findings of the analysis.

Recommendation # 32 – Cold Case Homicide Investigations

Discussion

APD should commit to a dedicated effort to conduct a review of Cold Case Homicide cases. CSIU stated that there are 30+ APD cold cases, and that several years ago some review was done of evidence in those cases. Problematically, such a review can yield additional forensic evidence not identified in prior investigations, especially when it is done in conjunction with an

investigator dedicated to cold case investigation. Additionally, technology in all forensic disciplines has advanced over the years such that examinations and analyses today will reveal identifications not possible in past years with the technology that existed at the time.

Recommendation #33 – Training in the Recognizing and Collecting DNA

Discussion

APD should review the training given to all officers in the recognition, recovery, and collection of potential DNA evidence. Techniques and technology in DNA advances more every year, and the science is becoming essential in the charging and prosecution of serious crime. All of the indicators are present that APD is not staying current with these techniques.

Recommendation #34 – Domestic Violence Policy Review

Discussion

We recommend a comprehensive review of policies and training regarding domestic violence. Policy changes to require mandatory referrals to Victim Assistance and mandatory response on domestic violence calls should be included. Create an atmosphere that acknowledges the serious and potentially deadly nature of domestic violence, as well as the essential need for understanding of the dynamics of domestic violence. In addition, we recommend the creation of a multi-disciplinary committee/task-force to engage other agencies in identifying and placing a high priority on the “most lethal cases and perpetrators”.

In addition, conduct a review of options for additional support for the Victim Assistance Unit. (Volunteers, contracted services, etc.) Victim Services would be enhanced substantially by the ability to respond to scenes and provide crisis support and resources immediately for victims and co-victims.

Recommendation #35 – Narcotics Investigations

It is recommended that the APD seriously consider the following:

1. Continue to revise mission and strategy to address mid-and-upper level dealing and trafficking, utilizing federal assistance and cooperation for resources and prosecution.
2. Manage a prioritization of enforcement at the street level, utilizing tips, complaints, and other intelligence to impact the community quality of life issues represented by lower level activity.
3. Evaluate the details of the 2005 settlement agreement as it pertains to cooperative regional efforts to force multiply on narcotics trafficking.
4. Establish a better intelligence system to enhance capabilities of early identification of trends in drug abuse, geographic and temporal activity, and organized criminal conspiracies.
5. Conduct an outside review of the rules and procedures for the Narcotics Unit, along with an assessment of supervision, and compliance with the rules and procedures.

Recommendation # 36 – Special Weapons and Tactics (SWAT)

Discussion

APD should conduct a review of the justification and utility of a full time SWAT Team. The review should include models that utilize fewer full time members, all part time, and other assigned duties for full time members, etc. Could these highly-skilled officers be returned to Uniformed Division watches where their expertise, training, and specialized equipment will benefit Patrol's rapid tactical response capabilities?

Conduct an independent review of the pros and cons of a regional SWAT Team model. This review should be done by either a staff member within APD not associated with the command and operations of SWAT, or by an outside assessor with sufficient knowledge of tactical team management and operations to prepare an informed and objective recommendation.

Evaluate current practice of using SWAT Team members to instruct in the Academy. Review combining the knowledge and expertise of SWAT members in academy use of force, firearms, and defensive tactics instruction with experienced, knowledgeable, and credible instruction on the "guardian mindset" of the police mission, including patrol procedures, use of restraint, de-escalation, and handling the mentally ill. SWAT members noted that they hear criticism that they teach too much in the academy and it creates a "warrior mindset" in new officers.

Recommendation # 37 – School Resource Program

Discussion

The SRO Unit/Program appears to be very successful in their mission within the schools and community. It does not appear that it enjoys the same appreciation within the department. There are many indicators that they are not considered to be doing "real police work" and that their mission of prevention, building relationships in the community, collaborating with elements of the community for purposes of crime prevention and violence reduction, is not a department-wide philosophy. The ideas of community engagement and problem solving appear to be foreign to the leadership of APD, and that permeates throughout the department. Although the staff of the SLO Unit do not believe they should be more closely aligned with Patrol, we firmly believe that they need more frequent and meaningful interaction with the Patrol function to begin the process of embracing the tenets of Community Policing and Problem Solving. Whether that is accomplished through re-organization under the Uniform Division, or through physical location and policy shifts that put them into routine contact and working interactions with Patrol officers, changes must be made. Also, leadership in the department must step up and be the voice of change regarding the overall relationship of APD with the community it serves.

Recommendation # 38 – Training

Discussion

As stated earlier in this report, one of the strengths identified by officers during this assessment was the availability and usefulness of training they receive. The department is to be commended on the value they have obviously placed on recurring training. The APD has placed an emphasis on reality-based-training for several years. They use carefully scripted scenarios involving verbal tactics, use of force decisions and shoot/no shoot decision making. Trainers then de-brief student officers and make suggestions on how an encounter could have been improved.

The department also analyzes Use of Force incidents annually. The department tracks the number of Use of Force incidents as a percentage of officer/citizen contacts. Although the 2015 data had not been compiled while this report was prepared the data from 2012, 2013 and 2014 show relative stability in the ratio of Use of Force incidents.

The void in training is in the area of **supervisory and leadership development**. It is recommended that the APD develop and implement a leadership development program in conjunction with department specific succession planning. Alternatively, ensure that future leaders of the organization are provided the opportunity to participate in off-site leadership development programs. The advantage of an in-house program is that rising stars in the police department will have the opportunity to interact during the program with those similarly situated rising stars throughout the City, leading to improved levels of communication Citywide.

To accomplish this it is recommended that a department **Training Committee** be formed to both identify training and developmental needs and implementation. This recommendation is connected to observations made in this assessment regarding both the **Promotional Process** and the **Performance Evaluation Process**.

Recommendation #39 -- Software Enhancements to the current Crime Analysis Function

Discussion

The Amarillo Police Department is currently using available generic software to the full extent possible. There are significant advantages to the installation of state of the art crime analysis software.

The APD crime analyst could benefit greatly with the ESRI ArcGIS Platform. The ESRI platform is the Best Practices and Standard in Crime Analysis, nationwide. When the CAD and RMS data are linked or imported into the ArcGIS software, the analysis and mapping of the crime data is enhanced. It will improve the abilities of the Crime Analyst in his support of patrol, administration, special teams and operations. There is additionally the ability to access templates that support incident analysis, planning, and sustenance. ArcGIS provides enhanced

resource management for the Analyst and data sharing. It improves the ability to provide accurate trending analysis.

A variety of detailed maps and analysis can be used to bring some automation in the current process. If the ArcGIS On-Line is also added, this would provide interactive mapping for citizens, which would not only provide services to the community but also to other agencies as well.

Pricing is based on licensing and software maintenance. If the City of Amarillo currently had ESRI products for their GIS, it may be possible to add Enterprise licensing for the Amarillo Police Department.

Recommendation #40 – Technology (CAD, RMS & Crime Analysis)

Discussion

CAD & RMS

Technology is intended to simplify operations and enhance service delivery. In order for these goals to be fully realized, the appropriate methodology for technology acquisition is to first involve functional experts from all operational units in the Department; assess all operations for their current necessity and viability; make alterations to those processes where appropriate and then seek a product that meets the needs and functions of the organization. Without this process, there is the substantial risk of obtaining technology systems and then having to retrofit Department operations to the technology configuration. It appears that is the situation in APD.

The Intergraph CAD and interfaced Record Management System (ILETS) issues are a major obstacle for Records, Property, Detectives and Officers to conduct their job duties. Currently, CAD cannot “push” Alerts to mobile terminals such as “known police threats” on a subject or location. This is critical information and vital for both officer safety and the community.

An example would be: A call comes in to 911 to 1234 Main St—Domestic Violence. The CAD shows the home to be where a known gang member resides and he has previously threatened to kill police officers.

It was communicated to KRW that there are major issues with the ILETS system. The data fields are not easy to update to meet updated data and FBI NIBRS requirements to file Police incident and statistical information. Due to the field issues users are forced to put detail into the narrative which cannot be searched so vital data is not accessible. The ILETS system is not an integrated system but rather an interfaced module. Due in part to this, the system operates slowly. This causes the officers not to perform on-line reporting from their vehicles causing inefficiencies requiring the officers to take additional time out of service to do their reports and take additional time to call in their reports to the Records section. This extra step in Officer Reports is an additional cost to the Police Department in requiring additional employee positions as typists to transcribe the Officer reports.

The National Best Practice is for officers to complete their reports from their vehicles or computers within the station during their shift. Crime analysis deals with this issue also and has

created numerous Excel sheets to work around the system so timely crime data can be provided to the Police Department. The issues have led to many stand-alone Excel sheets being developed to "work around the system" and allow the personnel to perform the duties of their positions.

The Property Division cannot utilize the ILETS to track Property as the system does not retain the data and has also developed Excel worksheets to track Property. A functional, reliable Bar Coding property tracking integrated system does not exist at APD, which would be a Best Practices solution. It was stated to KRW that each request for updates or improvements to the system are met with a response from Intergraph that the system is operating "as designed" and they are unwilling to work with the users to resolution or provide additional costs to conduct the work. The average longevity standard for a CAD is nine (9) years, if the system is performing to meet user expectations. While users stated there is an Intergraph upgrade scheduled, it would be KRW's recommendation that the City and the Police Department take action to complete a replacement of the Intergraph System through an RPF process with a Selection Committee comprising a Police User Group. The Record Management selection process should include the ability to easily search records and provide an integrated solution across the Department.

Crime Analysis Mapping

The Amarillo Police Department Crime Analyst does a great job with the tools currently in place. Excel Spreadsheets are utilized to track crime data and has to be manually entered on the sheets. The replacement of the RMS (ILETS) would allow for exportation of the data into Excel and integrated modules. Utilizing the ILETS sometimes requires three (3) different queries to access the data to FBI reporting requirements. Some data is not available through the ILETS and cannot be reported. The crime mapping is very limited. Crime analysis could benefit greatly with the ESRI ArcGIS Platform and we recommend the APD consider it for crime analysis. The ESRI platform is the Best Practices and Standard in Crime Analysis, nationwide. When the CAD and RMS data is linked or imported into the ArcGIS software, the analysis and mapping of the crime data is enhanced. It will greatly improve the Crime Analyst function in the support of patrol, administration, special teams and operations. It will provide the ability to access templates to support incident analysis, planning, and sustenance. ArcGIS provides enhanced resource management for the Analyst and data sharing. It improves the ability to provide accurate trending analysis. Many detailed maps and analysis can bring some automation in the current process. If the ArcGIS On-Line is also added, this would provide interactive mapping for citizens, which would only provide service to the community but to other Agencies. Pricing is based on licensing and software maintenance. With the City of Amarillo using ESRI products for their GIS, it may be possible to add Enterprise licensing for the Police Department. Maintenance should be purchased to ensure that regular updates are available without additional high costs.

Recommendation #41 -- Bi-Annual Citizen Satisfaction Survey

City of Amarillo should consider beginning Bi-annual Citizen Satisfaction Surveys of all City Services to include questions regarding citizen responses to police services.

Discussion

Citizen input into the level of satisfaction and areas in need of improving city services is a fairly wide-spread activity across America in progressive municipalities. It would be in the best interest of the City of Amarillo to have such a survey process in place. This would also allow for qualitative data regarding all city services to be evaluated either annually or bi-annually. The police department should participate in the development of potential questions for such a survey. The data should ideally be collected and evaluated by the Planning Department or HR Departments. The creation of a city wide citizen satisfaction survey would also create a baseline of satisfaction for all city service providers that would be beneficial during budget preparation regarding the needs for enhancements and/or additional services to be considered during the preparation and planning of future budget cycles. The data gathered from such a process would be very helpful to the police department as APD evaluates the citizen satisfaction with services they provided and areas where additional services or police service modifications are needed

A fundamentally sound methodology for conducting such a survey is to include the survey in water bills that are distributed to all water users throughout the city. A self-addressed envelope could be included to encourage completion and return of the survey.

Recommendation #42 – Security Issues

Implement and maintain security measures for the Police Building and Parking Lot.

Discussion

The security of the APD Building and Parking lot is a critical issue for employee safety. It was a common theme on the minds of both sworn and civilian employees. It is recommended that the building elevators continue to be programmed so those without access badges only be able to access the third and fourth floors (Detectives and Administration).

The Records window should have a working panic alarm and the alarms tested regularly. The window being open 24/7 poses an added threat, as Records personnel are placed at risk after regular hours. It is recommended that the hours which the window is open be limited to extended business hours, such as 7am to 7pm, to serve the public. Consideration should be given to installing a public line to dispatch and a camera installed in the lobby so those needing emergency service during off-hours can contact the Communication Center (ACC) which can then dispatch an officer if assistance is needed. It is also recommended that consideration be given to installing a "Metal Drop Gate" covering the reception desk window. This adds an extra level of protection/security for employees during off-hours or in the event to an emergency. This after hour's process is a best business practice across the country.

It is also recommended that the parking lot across from the headquarters building have added lighting and security cameras installed to be monitored by the ACC. A fence and coded gate

should be installed as a deterrent to open public viewing and access. Additional patrols should monitor the lot regularly for security issues and to provide a Police presence.

Recommendation #43 – Body-Worn-Cameras

Discussion

Recent incidents in several communities across the country have had an impact on policing, including the emergence of body-worn cameras. During this assessment KRW was informed that APD is considering implementing a Body Camera program. Assessors were also told that there has not been an incident(s) that has precipitated purchasing and deploying this new technology. Like all new technology there are numerous financial and policy issues that should be considered. In addition, privacy issues, data storage, retention and disclosure are all important considerations. Consulting with prosecutors and legal advisors should be done during any plan to implement a Body-Camera program. Prior to making any financial commitments with a Body Camera vendor KRW would strongly recommend accessing several national studies that have been completed on “Lessons Learned” in the past few years of program implementation across the nation. One very good source is the 2014 study titled *Implementing a Body-Worn Camera Program, Recommendations and Lessons Learned*, completed by the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS) and the Police Executive Research Forum (PERF). In addition, earlier this year Austin, Texas initiated a pilot program to equip 500 officers with body cameras. Consulting with them on their experience with procuring and testing the technology would be instructive.

Recommendation #44 -- Create a non-sworn Community Service Officer Position within the Amarillo Police Department.

Discussion

During our time in Amarillo it became clear that a significant unmet need is that of the removal of the language barriers that currently hamper communication between the many immigrant groups and the police. This lack of effective communication impacts not only the ability to communicate but the ability to meet the needs of immigrant citizens. These issues are outlined in our report under “Language Barriers” (pg. 36.)

Our recommendation is for the city to support and fund the creation of a Community Service Officer position within the police department. Initially the exact number of these positions would be based upon meetings between the City/Police and with the residents of immigrant groups to determine areas most in need of the services of language specialists who can serve as the link between larger immigrant groups and the police and therefore the city as a whole.

At the most basic level this is an example of not only Community Policing but Community Governance at work. Certain areas of Amarillo have gone for long periods of time without the needed access to police assistance and city support. By putting in place a CSO non-sworn officer position, these unmet needs can be quickly addressed.

While conducting Community based focus group sessions we met several very talented and available individuals who currently are working with the East Ridge Elementary to provide

language assistance to the school and/or who had public safety experience in their country of origin who were willing to participate in any way to assist their community members in solving language and community problems. Currently it is an “unknown” as to the number of crimes that are not reported and therefore go un-solved based upon lack of any communication between police and city services and these immigrant groups.

These CSO’s would need some initial training, but the goal should not be to establish such a rigorous hiring and background protocol that would eliminate available, talented and interested individuals from being hired as a CSO. A salary should be offered that is commensurate with other CSO positions in other areas where like programs are in place.

Recommendation #45 – Create a “Staff-Duty” Assignment

Currently the Command Staff (Captains and Colonels) perform an extra-shift referred to as a “Double”. It is recommended this practice be reevaluated and specific duties be assigned.

Discussion

For many years the Department has had a policy that requires Captains and Colonels to work two-shifts on the same day commonly referred to as a “Double”. This requires each Captain and the two Colonels to work this “extra” 8-hour shift every 7 weeks. When assessors asked “why” the response was it has “always been that way”. This practice appears to have very little operational value since the staff member involved utilizes the time in a “self-directed” manner with no defined responsibilities. Many police organizations have a policy similar to APD except they clearly define the duties and responsibilities of the assignment.

It is recommended this practice be revisited and redefined as a “Staff-Duty Officer” with very specific duties and responsibilities. This is a prime opportunity for a staff/command officer to perform a variety of duties to enhance communications with on-duty personnel, inspect department operations, identify organizational issues identified by employees and respond to emergency incidents, do ride-a-longs with patrol officers and meet with community and business members.

A formal report to the Chief of Police should be prepared outlining the activities of the extra-shift and communicating “voices from the field” and problems observed or suggestions for follow up or further staff discussion.

Recommendation #46 – Decentralization

The APD is highly centralized and needs to research/consider alternatives for a “non-adversarial presence” in the community.

Discussion

Frequently during this assessment KRW heard remarks from a variety of sources that the APD previously had a presence in several communities as part of the COPPS program. As part of that initiative there were police facilities in several communities to make accessibility to the department and officers by the community easier. The North YMCA, Elwood Park and a few others were mentioned. During this period, some officers were assigned bicycles and

encouraged to park their police vehicles and spend time engaging citizens and young people. This was seen as positive and resulted in citizens being able to see and interact with officers positively.

Throughout this Assessment Report the need to reestablish trust with the minority community, and enhance communication and understanding with the citizens is an emphasis. The need to develop a Community-Policing philosophy is also a recommendation. APD operates all functions out of the police headquarters facility. This requires officers to travel many times during their shifts from activities in the field to the headquarters building. This centralized operation also limits citizen access. It is recommended that APD develop a long-term strategy to decentralize operations. KRW appreciates the capital and logistical costs of building structures and equipping them. But other alternatives can be considered.

In the short-term, small “store-front” locations can be established by renting or leasing space. These locations can serve as Community Service Centers and places for officers to meet with members of the community. Such locations also provide “identity” for that part of the community and makes the police department more accessible. Those locations can have regular hours where they are open to the community and access for officers on a 24 hour basis for administrative tasks avoiding travel to headquarters. The physical presence of a police facility and police vehicles coming and going is also a benefit. The long-term strategy should be to identify more permanent decentralized locations.

Of course, the APD could function in a community-policing/problem solving mode while continuing to be centralized. However, decentralization would strengthen the bond between the Department and neighborhoods.

An extension of this initiative should be the establishment of a robust Neighborhood Watch Program.

Recommendation #47 – Community Perception of Profiling of Minorities

Minority citizens in the North, Northeast and Eastern sections of the city expressed concern that there is “racial-bias” in the police department’s traffic stop activity.

Discussion

During the external focus groups, KRW heard repeated concerns that many in the minority communities believe they are disproportionately stopped and issued traffic citations. Several citizens cited specific incidents and complained that sometimes citations are issued for violations that did not occur or were so trivial that a warning would have sufficed. Racial profiling has been the focus of media coverage for many years and has captured the attention of police executives across the country. Although KRW makes no judgement as to the veracity of these claims the assessors feel obligated to highlight the issue for consideration.

It is recommended that the APD initiate a comprehensive response to address these perceptions:

1. Develop a clear policy regarding “bias-based-policing”.

2. Initiate a department dialogue regarding the issue, including involving representatives from the minority communities to share their perceptions.
3. Conduct supervisory training and develop accountability for monitoring.
4. Initiate a series of meetings with minority community representatives to discuss the issue and steps being taken.
5. Data Collection. Since much of the issue may be perception it is hard to dispute when you do not have good data to prove or disprove actual practice. Amarillo has several academic institutions in the region. It is recommended that APD consider discussions with a sociology researcher and discuss an academic investigation or study of the issue. Such an inquiry would provide needed data and is a cost effective approach to collecting the information.

Recommendation #48 – Recruitment and Diversity

Discussion

Clearly diversity is an issue in the APD. The department falls very short of adequate representation of minorities and women in their ranks. The department has taken steps to try and attract qualified candidates of all ethnicities and genders. However, large numbers of applicants is not a measure of success. It is recommended that the APD reexamine their outreach efforts and “make this a priority”.

Attracting qualified people is a major issue facing every law enforcement agency in the country. Consequently recruitment has become highly competitive. It is mentioned as a major issue by employees at all levels of the organization and the community. This assessment identified several issues that negatively impact recruitment. Currently the APD requires that applicants have lived within a 500 mile radius around Amarillo for three years. This is viewed by most employees, including the recruiters, as a negative, hampering effective recruiting. KRW agrees. The policy was implemented to limit expenses caused by the current department practice of conducting onsite background checks on the candidates that pass the written exam. This policy is also seen as a negative, as most modern police departments no longer require onsite background checks. It is also perceived that the 500-mile radius rule inhibits a number of lateral officers from applying to the Department in sufficient numbers to fill a lateral Academy. The Training and Personnel Division is currently understaffed due to recent personnel reassignment. This inhibits recruitment efforts due to the need for existing recruiting staff being pulled from recruitment efforts to conduct on-site background checks.

Recommendation #49 -- Leadership

Enlightened, Energized and Effective Leadership from the very top of the organization throughout all levels and supervisors should without delay become the driving organizational daily goal and behavioral norm in all aspects of organizational interactions and encounters. Each supervisor should be held accountable for his or her leadership skills in all interactions with employees and citizens.

Discussion

Throughout KRW's report and our recommendations the concept of enlightened and effective leadership has been mentioned most often in indirect suggestion and comments which highlight the lack of these leadership skills within the APD; several examples of these deficiencies are as follows:

- Few employees could recite any components of an Amarillo Police Organizational vision, a mission, or any core values other than a very few individuals cited the importance of truthfulness and integrity as being somehow important; however could not go further other than they were important in the disciplinary process.
- The 2016 departmental goals have only language regarding increasing on-duty directed patrol and increasing community policing efforts, and yet the department has no universal definition or understanding of what community policing stands for, how C.P. is defined or how and where it should be increased.
- Another goal for 2016 is to "continue to increase staffing of sworn personnel (All Divisions) to address city growth and crime". There is no leadership efforts to consider how the department can be creative and use existing personnel more efficiently and effectively?"
- There is no evidence that the department leadership has made an effort to set a direction or a vision toward an organizationally defined vision of Community Policing.
- Little to no efforts by the upper levels of leadership throughout the organization to address on-going rumors. Examples include the frustration employees articulated regarding the perception of an unfair disciplinary process and a promotional system that is based upon memorization and test performance with no assessment of leadership skill development or past work performance.
- An organizational drift toward a norm of "communication via e-mail" and not taking steps to encourage more person to person interaction, communication, and participation.
- The creation of opportunities for attentive listening to employee groups on such issues as the poor and unreliable radio system, the frustration with the lack of patrol staffing as an organizational priority, the need for someone to consider folding the 4th shift on patrol back into the remaining three shifts to strengthen the officer staffing on a daily basis.
- Doing really nothing to create an atmosphere of openness and problem-solving at the staff meetings instead of a 5 to 15 minute "once around the room, most being afraid to say anything and the meeting is then concluded." No agenda, no minutes, just more of the same.

These examples are included as just a few of the many missed opportunities to rein-in the on-going culture of "we have always done things this way and see no reason to change." We heard this refrain repeatedly from the vast majority of individuals and groups interviewed and interacted with throughout the organization. Walking in place or becoming stagnate as descriptors of the APD were what we were told was the daily routine, week after week, month after month.

How does an organization begin to address this leadership void? In our judgement, leadership within an organization if it is going to change the culture in a meaningful sustainable manner

must begin with the agency leadership. They must set the tone, establish an example of “modeling the behavior you want others to exhibit in each and every action taken, and in all interactions.”

The organization leadership should lead the organization in the establishment and commitment to a vision, and a direction for the organization to collectively work toward. The leader must also lead the discussion and the adoption of the core values of the organization, values which hold each member accountable to other team and department members. Values that all members use in our interactions with each other and in all encounter with APD’s customers, the citizens and visitors to Amarillo. Organizational leadership should, become the champion for the vision. All actions and activities each day must reinforce the vision and the values. Their importance must not waver and must be reinforced over and over, and then ideally the vision and the values will become part of all employees’ makeup. They will become APD values and a vision for the entire organization. Overall ownership of the vision and values will then be department wide.

KRW has provided examples of the original definition of Community Policing. Additionally, we have provided a much more detailed and comprehensive set of dimensions and elements of C.P. with the addition of a data driven component. We have also provided a “blended Philosophy of Policing” to guide the discussion in combining the needed aspects of traditional policing with the opportunity of adopting elements of C.P. that are needed for the Amarillo P.D. (See Appendices C & D.)

To change the culture the organizational leader must work at two different levels. One is making sure the infrastructure is working (re-tooling as needed and necessary). The radio system is a current example of an infrastructure issue needing direct and on-going leadership attention.

The second level is working to create an environment in which creative people do their best work, (emphasis on empowerment, supporting calculated risk taking, eliminating placing blame, support team efforts and the futuristic vision of the organization.) People tend to do their best work when they feel that they are supported and important. These efforts will not be accomplished if the departmental leadership is not engaged, visible, listening and building trust, and support. The emphasis should be on the development of teams moving toward the organizational vision. We found many examples of this type of dedication in employees of the department. Many stated they have been waiting for this enlightened leadership to take the reins of the department in hand and begin to move the entire organization in a positive well defined visionary direction.

At the end of the day the organizational leader must reinforce the positive behavior of employees and confront those who “drift.” The leader should not place blame for mistakes when made with the proper intention by an individual or group.

Several suggestion for enlightened leadership to lead Amarillo in moving toward a state of the art “Best Practices” department would be for the Chief of Police to introduce and make a commitment to guide APD in a thoughtful consideration for adoption of the **President’s Task Force on 21st Century Policing** published in May of 2015. The six “Pillars” of Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime

Reduction, Officer Training and Education, and Officer Safety and Wellness are, essential and provide a template for contemporary state of the art, Best Practices policing. The 21st Century Task Force report can be obtained by contacting the Office of Community Oriented Policing Services, www.cops.usdoj.gov. We would also suggest a second recently published set of guidelines published by the Police Executive Research Forum (PERF) entitled **Guiding Principles on Use of Force**. This PERF publication is part of an on-going series in **Critical Issues in Policing**. The PERF publication can be obtained by contacting PERF at www.PoliceForum.org.

Another leadership suggestion is for the Chief of Police to create a quarterly or semi-annual awards ceremony for both sworn and non-sworn employees who have, during the recent past performed excellent work and/or an outside accomplishment that is deserving of recognition. These award ceremonies need to be well attended by the leadership of the department with prior notification of each ceremony being publicized so that families and loved ones can be in attendance. The Chief of Police should be the presenter of all awards making appropriate comments and providing a level of importance to each and every one of these events. The department should also research the past years of the organization with the intention of the recognition and acknowledge through these new ceremonies of those acts of courage and heroism and other outstanding actions of employees that have not in the past received their deserving attention.

Action Plan

The APD must now review and discuss the conclusions and recommendations in this assessment as a launching point for making necessary changes and providing further training to its officers and supervisors in areas of concern to the employees and the community. This endeavor will move the department's culture and practice to one that embraces the principles of Best Practices and procedural justice both internally and externally. This work is necessary to rebuild trust within the department and among the diverse communities it serves.

This process will take time and an ongoing commitment on the part of the city government, the police department, and the community. For APD, this commitment must involve leaders at all levels within the department to rebuild trust and partnerships with community members. Strong efforts must be taken to ensure transparency and responsiveness to community concerns and complaints. The APD appears to have strong support and a willingness among its diverse communities to work collaboratively with the police department in making these changes. While the APD has implemented many effective programs, other important changes such as addressing the issues identified in the Observations, Major Themes and Recommendations sections of this report will be critical to the department's long-term success and will require the support of other leaders who serve the city of Amarillo.

The recommendations in this report are designed as a comprehensive approach to all of the elements of police operations that can help to improve community trust, deter misconduct and to detect and respond quickly to crime and disorder problems when they occur.

As recommended in the report the initial discussion of this assessment and its implications should occur at a dedicated staff meeting. A recommendation to be considered in that discussion should be the convening of a cross-section of both Sworn and Civilian employees,

supervisors and managers to discuss this assessment in a constructive manner and develop a Strategic Plan on how the observations and recommendations will be addressed and implemented. This inclusive approach will develop "ownership" of the implementation and steps to be taken. It is also recommended that out of that process the APD develop a "Specific Plan" with very specific timelines, goals and measurements. A critical component of this process is communication into the organization of how the department is addressing those issues highlighted by them and who is accountable.

We consider the task ahead to be an opportunity for the APD to build on past success, leverage the qualities of the men and women who are dedicated employees and involve the community. The success of measures will depend on the leadership of Chief Taylor and his top staff. As emphasized in this report, the success will also require active participation of employees throughout the department.

Appendix A

Amarillo Police Department Officer Interview Questions

Sworn _____ Non-Sworn _____ Prior L.E. experience Yes _____ No _____ Highest level of education in years _____
College degree _____

1. Describe the strengths of the Amarillo Police Department.
2. Describe the weaknesses or areas in need of improvement within the A.P.D.
3. If you could recommend one internal change within the A.P.D. what would it be?
4. If you could recommend one external change, (services offered or support from others), what would it be?
5. How would you describe communication within the Amarillo Police Department? Has communication within the organization always been this way? If so, why? If not, at what point in time did the organization start to change and why?
6. How would you describe leadership (please be specific) at all levels, within the Amarillo Police Department?
7. To create the atmosphere were employees want to remain and work long-term for the A.P.D., what must occur? Please be specific.
8. Do you have any additional thoughts?

Appendix B

Amarillo Police Department External Focus Groups

1. What should the Amarillo Police Department look like? In particular, what needs to be expanded or enhanced for the Police Department to become the department you want to have as your police department?
2. Describe the strengths of the Amarillo Police Department.
3. Describe any weaknesses or areas in need of improvement within the Amarillo Police Department.
4. What are the most pressing or important issues currently facing the Amarillo Police Department?
5. What partnerships need to be developed or enhanced with outside agencies or organizations to improve the services offered and the quality of their delivery by the Amarillo Police Department?
6. What, if anything, should the Amarillo Police Department delete from the services they currently provide to Amarillo residents and businesses?

Appendix C

Policing Philosophy _____ Police Department

The Policing Philosophy of the _____ Police Department is one of a “Blended” vision of providing police service that align many of the benefits of what we refer to as Traditional Policing with emerging initiatives in policing. This balance is one between quality of life/order maintenance needs of the community with the law enforcement aspects of policing which emphasize preventing crime through patrol; investigative and data driven efforts. The overall goal of this other side of this balance is apprehending and participating in the prosecution of criminals who commit crimes within the City of _____.

Traditional Policing includes but is not limited to the following:

- To protect life
- To protect property; and
- To maintain order
- To prevent and control conduct widely recognized as threatening to life and property;
- To aid individuals who are in danger of physical harm;
- To protect constitutional guarantees;
- To facilitate the movement of people and vehicles;
- To assist those who cannot care for themselves;
- To resolve conflict
- To identify problems that have the potential for becoming more serious;
- To create and maintain a feeling of security in the community. (Goldstein, Policing a Free Society, 1977 p. 35).

The “Blending” occurs with the emerging models of policing that balances these Traditional aspects of policing with the following Dimensions and Elements of Community Policing along with the inclusion of some form of Data Driven Policing.

- **Philosophical Dimension** (Elements) **Seeking citizen input, Broadening police functions, Providing personal service.**
- **Strategic Dimension** (Elements) **Re-orientation of operations, Geographic focus, A Prevention emphasis.**
- **Tactical Dimension** (Elements) **Positive interaction with our citizens, Developing Partnerships, Problem Solving.**
- **Organizational Dimension** (Elements) **Support for modifying organizational structure, Re-exam methods of supervision and management, Using Information and Information Systems to the fullest degree possible (Cordner’s Dimensions and Elements of Policing 1996).**
- **Data Driven Policing** CompStat, Predictive Policing, Intelligence-Led Policing, Data Driven Policing; (timely, accurate, intelligence; rapid response; effective tactics; & relentless follow-up.)

Appendix D

Defining Community Policing Dr. Robert Trojanowicz 1987

Community Policing is pro-active, decentralized and designed to reduce crime, disorder and by extension the fear of crime by intensely involving the same officer in the same community on a long term basis so that residents will develop trust to cooperate with police by providing information and assistance to achieve those three crucial goals.

This initial definition of Community Policing was the brain child of Dr. Robert Trojanowicz of Michigan State University. He developed this definition in the late 1970's. As one can see it is primarily based upon establishing relationships with all segments of the community and then, based upon those relationships, build trust to communicate and then finally to work through partnerships to solve crime and the fear of crime through problem solving and ever expanding levels of trust and transparent relationships. One of the most important components of having in place the infrastructure to facilitate Community Police really working is to have the patrol force in a permanent beat structure, (working the same area for long periods of time so that relationships can be established and trust grow between the police officers and members of each geographic area of the city.) Amarillo when fully staffed on patrol has had and can have again the beat structure to allow these relationships to develop. This feature of the beat structure in Amarillo is a tremendous advantage. This report includes a discussion of the development of a Philosophy of Policing for the Amarillo Police Department. We have also included an example of a Philosophy of Policing (Appendix C.) We believe Community Policing must be a value understood accepted, and operationalized not just by Patrol, but all personnel, as all employees have a role and responsibility in providing services to the citizens using a department wide adopted and understood philosophy of policing that has as a component a clear definition of Community Policing. We have included a comprehensive definition of the four dimensions and 12 elements of Community Policing as defined by Dr. Gary Cordner that is the result of a U.S. Department of Justice research grant. (See Appendix C.) These dimensions and elements are offered to the Amarillo Police Department as part of an overall policing philosophy that also adds a fifth dimension, data driven policing. Another source for information on Community Policing is the U.S. Department of Justice Community Policing Office, they can be accessed at askCOPRC@usdoj.gov The philosophy also identifies the necessary components of incident-driven policing that includes those elements required to respond to calls for service and providing a high quality of customer service by how officers and employees respond to requests from the community for both crime related issues and also the quality of life issues that generally account for approximately 70 to 80 per cent of the calls for service that a police department receives on a daily basis. It is important to note that the expectation should not be, cannot be realistically to over a short period of time to transition from the current incident-driven style of police in place to this state of the art "Best Practice" contained in this suggested Policing Philosophy, however efforts can and we believe should be made to identify those Elements

within the Dimensions that can be put in place rather quickly. Then a detailed plan should be put in place to over time move toward the adoption and implementation of additional Elements as the skill levels of employees becomes more accustomed to the overall direction of the Amarillo Police Department.

Appendix E

The following guidelines and questions should be considered by the Amarillo Police Department in any Use of Force investigation. These questions are currently considered best practices and are utilized by various law enforcement agencies in the U.S.

Use of Force Interview Guidelines

Consent Decree Issues

- Ensure that involved officers and witnesses have been separated.
- Ensure that officers remain separated until statements are given.
- Tape-record all interviews.
- Do not conduct group interviews. Explain if there is a deviation (parent, etc.)
- Do not ask leading questions.
- Collect and preserve all appropriate evidence.
- Canvass the scene to locate all witnesses.
- Conduct interviews at sites and times convenient for the witnesses.

Other Considerations

- Clarify all ambiguous words to ensure accurate reporting of the event. Pay particular attention to words that imply excessive force, such as "slammed," "thrown," "shoved," "forced," "beat," "hogtie," etc.
- Clarify all reported statements to ensure the words used by the witness were words used by the involved person not the witness' embellishment. For example, "He was like, get the f.....k down." Did the officer actually use profanity or was the witness using it for emphasis.
- If an allegation of misconduct arises, ensure that the information is immediately given to all investigators so appropriate questions are asked.
- If a witness starts on a train of thought that might be important, let them finish the thought so it does not get lost in the interview.
- If a witness refers to a person who may have witnessed the incident in his/her interview, take steps to identify the person completely so he/she can be interviewed or ruled out as a witness.
- If there is an outstanding weapon, carefully document the area searched.
- If a gun is found, consider having Central Records check to see if anyone has run the gun prior to the use of force.
- Discuss in detail suspect actions if he was running away. When did he turn to face the officers? Which way did he turn? Which arm did he use? What position was the gun in?

Evidence Collection (If relevant)

- Collect the standard evidence, plus:
- Any photographs taken by any person (including store surveillance video.)
- Any item of equipment that might have evidentiary value (guns, batons, radios, boots)
- Suspect's clothing.
- Suspect weapons or items that may have appeared to be a weapon (Cell phone, etc.)

Questions for All Uses of Force

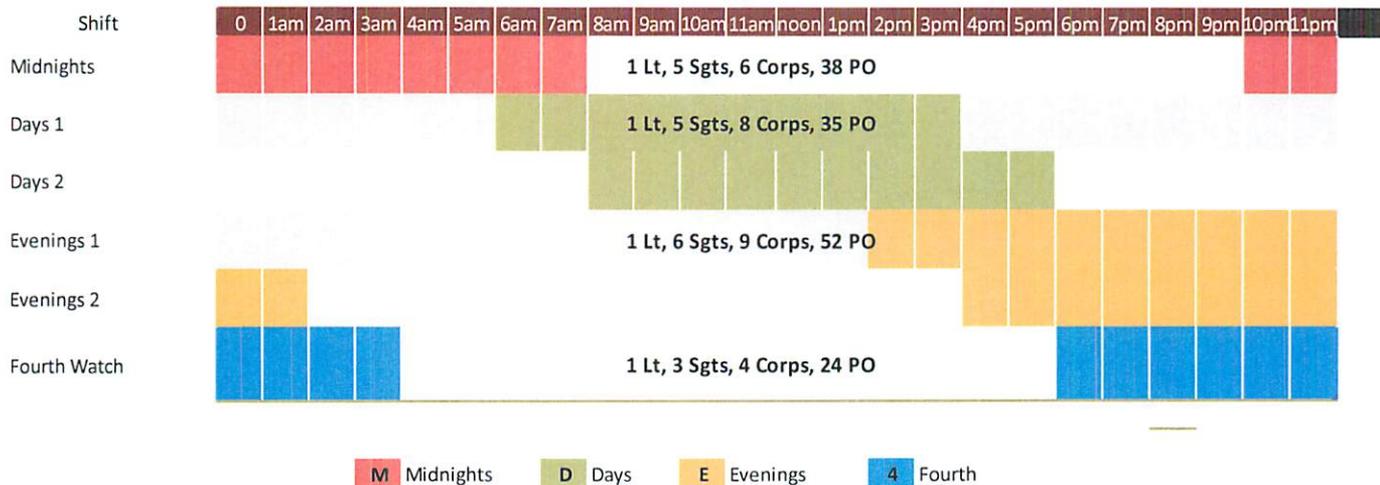
- What was your assignment?
- Who was your partner?
- Were you driver or passenger?
- How long have you worked together?
- Were you in a marked black and white?
- Were you in uniform? If not, why not and what was he/she wearing, including identifying items, specifically a badge or other obvious identifiers.
- What was your primary weapon?
- What type of holster do you use?
- Do you carry a backup weapon?
- Did you draw or use your back up weapon?
- What brought you to the location of the incident? (Citizen Flag down, radio call, observation)
- Were you able to discuss tactics/develop a plan prior to contacting the suspect?
- What were the tactics and/or what was the plan?
- What was your probable cause to contact/detain suspect?
- What additional information did you receive?
- Did you or your partner properly reflect your statuses? (En Route)
- Was this done on the air or on the Mobile Data Terminal?
- What was your direction of approach?
- How did you place your vehicle and why?
- What was your communication with your partner when you arrived? (Observations, movement, options)
- What less lethal options did you have available on your person? (TASER, Baton)
- What less lethal options did you have available in your car? (TASER)
- What information did you have about the suspect prior to contact? (Mental capacity, under the influence, suicidal, etc.)
- What communication, verbal and non-verbal, was exchanged between officers?
- How many officers responded? Who were they if you know?
- Was the suspect armed?
- What was the weapon?
- Was the weapon recovered?
- What commands did you or your partner give the suspect?
- Did he/she appear to understand the commands?
- Were the commands given in any language other than English?
- What additional resources did you request? (Addition units, air unit, supervisor, etc.)
- Did you broadcast any suspect information and/or crime broadcasts?
- During the incident, were you aware of your partner's actions?
- What was the lighting like?
- If it was dark, did you use a flashlight or any type of illumination?
- What was available for cover/concealment?
- Did you draw your gun? Why/Why not?
- How did you hold the gun? (Low ready, finger on frame)
- When did you de-cock your weapon?
- When and why did you holster? (If applicable)
- Did you see anyone else draw his/her gun?

- Did you see your partner use the type of force reported?
- Did you or your partner use any type of force other than what was reported?
- Are you aware of anyone using a personal tape-recorder during the incident?
- Are you aware of anyone taking photographs before, during or after the incident? (This includes bystanders and media.)
- Who, if anyone, handcuffed the suspect?
- How the handcuffing was accomplished? (Cover, all involved, each role, level of force used)
- How was the suspect handcuffed? (In back, double cuffs, plastic cuffs)
- Who removed the handcuffs and why?
- Did you or anyone else search the suspect? (When, why, in what order if more than one suspect)
- Was the suspect injured?
- Were any officers injured?
- Did the suspect make any statements?
- Were you aware of any perceptual distortion? (Sight, sound, time, memory loss, disassociation, etc.)
- Who made the request for an ambulance and what was reported to Communications Division?
- How soon after the incident was under control was the request for an RA communicated?
- Who rode in the back of the ambulance?
- Who followed and/or went to the medical facility?
- Did a supervisor respond? (Who, why, when)
- Did you or anyone else give the supervisor a public safety statement?
- If you know, what was said?
- What actions did the supervisor take? (Directions given, separation of officers, admonishments)
- Who monitored you?
- Who transported you?
- Where were taken to be monitored?
- Were you with any other officer during monitoring and transportation?
- If so, why?

Appendix F

Patrol Staffing Current and Proposed

Current Patrol Shift Schedule/Staffing



Proposed / Suggested Patrol Shift Schedule/Staffing

