

*Report turned by
Transition Team*

ALBUQUERQUE POLICE DEPARTMENT



TRANSITION REPORT

NOVEMBER 2009

"Knowledge is of two kinds. We know a subject ourselves, or we know where we can find the information upon it." James Boswell

EXECUTIVE SUMMARY

The role and significance that the police department plays in the daily lives of the citizens of Albuquerque is clearly evident in the mundane and routine tasks that we take for granted everyday. One such task is the overall safety of individual living and visiting the city.

The Albuquerque Police Department (APD) is comprised of a well trained and highly equipped men and women who have taken an oath to protect and serve the citizens of Albuquerque. These police officers are among the best and reflect the diversity of the community.

The APD provides a very complex organization that provides a number of services to the public. At times those services of protecting and serving the public may appear to in conflict with each other given the nature and type of crime that exists today. On any given day, a police officer will make critical decisions that affect him or her and the citizen they encounter for the rest of their lives. These decisions also impact the credibility and integrity of APD and the perception of the public regarding the police organization, its efficiency and effectiveness and fairness.

The APD Transition Team notes as it will further detail in the following pages of this Albuquerque Police Department Transition Report that a number of challenges and opportunities face the men and women of the APD and particularly its leadership. Clearly, there are a number of complex and unanswered questions that remain regarding the organizational make-up and functionality of the APD and the way communication flows within APD. For example, it appears that several duties and responsibilities are being performed by sworn personnel that could well be performed by civilian employees. The appearance of a duplication of effort and services in some of the functional areas seems to exist. The functional relationship between components appears to be murky. There does not appear to be a real problem-solving process that involves the stakeholders albeit this problem-solving process is stated to exist and that it is working. It also appears that communication in the APD flows only from the top to the bottom thus giving the perception that the only information the leadership of APD wants is to questions originated by them. Additionally, the role, responsibility and communication between the line and staff functions appear to be stilted.

The APD Transition Team strongly recommends that a thorough review, analysis and audit be conducted from top to bottom, both horizontally and vertically by an outside and highly reputable management group to provide the new Mayor with clear and doable fixes. This review should be conducted to insure that the mission, goals and objectives are being met within budget and in a specified time-line and that an appropriate structure is put in place to accomplish the goals of Mayor Berry to have Transparency, Fiscal Responsibility, Accountability, and Common-Sense Leadership in the Albuquerque Police Department.

T.S. Eliot once wrote: "To make an end is to make a new beginning. The end is where we begin from."

SECTION ONE: FACTS ABOUT THE CURRENT STATE OF THE DEPARTMENT

MISSION STATEMENT: We, the members of the Albuquerque Police Department, believe in the shared responsibility of police personnel, government leaders and citizens to improve Albuquerque's quality of life and to defend our community. We vow to uphold the United States Constitution, to fairly enforce the laws of New Mexico and the City of Albuquerque in order to protect life, property and rights. In partnership with the community, we will engage in policing to maintain order, reduce crime and the fear of crime through education, prevention and enforcement.

VISION STATEMENT: The Albuquerque Police Department envisions a safe and secure community where the rights, history and culture of each citizen are valued and respected. We will achieve this vision by proactively collaborating with the community to identify and solve public safety problems and improve the quality of life in Albuquerque.

COMMUNITY POLICING: Community Policing is a proactive partnership between the Albuquerque Police Department, the citizens, other agencies within the City of Albuquerque, and other levels of the County Government, State Government, Federal Government and the private sector. This partnership seeks to expose the root causes of crime and disorder, and to eradicate such conditions through aggressive enforcement of laws, ordinances and City policies through positive community collaboration.

Current Structure of the Department: Organizational Chart (attached). The Albuquerque Police Department was founded in 1898. It is currently comprised of:

Chief of Police

Executive Deputy Director

Deputy Chief (3)

Commander (14)

Lieutenants (35)

Sergeants (109)

Patrolman/Detective (937)

School Resource Officers (41)

Cadets (41)

School Crossing Guards: 147

Community Service Aides: 21

Police Service Aides: 28

Sworn: 1108

Civilians: 386

Administrative assignment: 4

Sworn - 4

Injured/Light Duty Assignment: 17

Sworn - 12

Civilian - 5 Total

Number of Employees: 1731 (includes admin/injured/light duty assignments)

Total Vacant Civilian Positions: 32

Police Vehicles and Equipment: 1001
Marked Units – 770
Unmarked Units – 154
Motorcycles – 21
Civilians vehicles – 33 (20 take home)
Aircraft – 1
Helicopter – 1
Hovercraft – 1
Horses – 10
Canines – 8
Bomb Squad Canines – 2

Facilities: 19
Main Station
Training Academy
Metro Crime Lab
Training Grounds
Horse Mounted Unit Stables
Area Commands – 6
Community Substations – 5
Firearms Ranges – 2
Crime Lab Storage – 1

Number of Contracts: 95 no-bid

Current Budget: \$149,513,924
Personnel - \$125,513,924
Operating - \$7,032,363
Transfers - \$16,725,714
Capital – 0

Projections show over-expenditures: \$3.7 million in Personnel Costs
\$800k in Operating Costs
\$730k in Transfers
\$5.2 million Total *

* Overtime is the Department's greatest challenge

SECTION TWO: DEPARTMENT INPUT

The following information was received from the Department in response to written questions:

Q1. What is going well in the Department?

A1. The Department's problem solving and community policing programs are internationally recognized successes. In the past two, the Albuquerque Police Department (APD) has received awards from the International Association of Chief's of Police and the Police Executive Research Forum in the areas of aggressive property crimes initiatives and victims services. In the spring of 2010, APD will be a keynote presenter at the National Retail Federation Conference in Atlanta Georgia. Over the past four (4) years, APD has been able to engage the community and now has six (6) formal associations working in collaboration to combat crime. Organized groups include retail, the construction industry, building owners and managers, Greater Albuquerque Innkeeper's Association, North I-25 and Nob Hill Business Neighborhood Alliance. The groups not only meet and strategize to fight crime, but they also communicate on a daily basis via a web based communication system developed and paid for by Target Corporation. Other successes include the Albuquerque family Advocacy Center, Comprehensive Information System Project and the update and condition of the police vehicle fleet.

Basic and Advanced Training have always been exceptional at the APD. The Academy has been highly successful at incorporating best practices when providing training for its personnel. For example, the Academy has adopted such progressive programs like the Pre-Academy Fitness Program, Cadet Orientation Week, Mentorship Officers, After Hours Study Hall, Kettle Bell Training and Community Participation components, which have contributed to producing a higher quality cadet. In the Advanced Training arena, APD was the first in the Southwest United States to incorporate "Air Soft" training as a supplement to live fire training. The realized benefits include reduction in ammunition costs; reduction in gasoline costs; reduction in travel time; reduction in out-of-service time; and immediate feedback and correction.

APD provides its personnel with the best in safety and protection equipment. APD is on the cutting edge in firearms training, and is the first department in the New Mexico to issue weapon-mounted lights for its personnel. APD has a system in place that identifies and replaces bulletproof vests in advance that have reached the manufacturers recommended life expectancy.

APD provides its personnel with all the necessary equipment to perform the functions of the job including uniforms, weapons, weapon belts, boots and safety jackets.

Q2. What needs improvement?

A2. APD should be more aggressive at creating a better image to the public, i.e. media relations. APD realizes bad news sells, but it should step up efforts to improve the public's perception of its personnel and the Department by showcasing APD personnel that have unique talents, contribute to their community in unique ways, or who have received national recognition for achievements. The brand APD should be as familiar to this community as the LAPD brand is to Los Angeles. With the frequency of movie productions in the city, APD should be able to capitalize on industry relations to produce no-cost training and educational videos for the public, schools and parents.

Q3. Are current resources adequate to perform at a high level of quality? If not, what is needed?
A3. APD does perform at a high level and provides a quality service to the public. The number resource needed is the filling of vacant civilian positions. Over the past five (5) years, APD has grown by over two hundred and twenty (220) sworn officers while the number of civilian support employees has decreased.

The city must also begin planning for the acquisition of a new helicopter. The current APD helicopter now has over 5,000 hours on the airframe. While the helicopter is effective, it is underpowered for the altitude of the city.

Q4. Where are there duplications in resources – where are the gaps?

A4. The APD did not provide an answer; however, the APD Transition Team addressed this question and it will be address in Section Three: Thoughts and Observation of the report.

Q5. How can the Department be more efficient?

A5. The new administration should consider a collaborative approach and be willing to listen to the suggestions of APD staff when it comes to internal problem solving. By permitting the subject matter experts to conduct the business they were trained for and are committed to perform, it would permit a more creative flow of ideas. These ideas could be implemented within the community to make it safer and establish new bonds between the community and APD.

Q6. What are the five things that could be accomplished with current resources that would improve quality of service to the taxpayers?

A6. They are as follows:

1. Expansion of the Community Partnership Outreach Initiatives (Safe City) to include additional groups such as block captains, security companies, neighborhood coalition groups and surrounding jurisdictions.
2. The development of night team(s) of detectives to improve response to complicated in-custody calls.
3. Opening of the new Prisoner Transport Center at 4th Street and Roma NW and expansion of the hours of operation.
4. The completion and opening of the new Sixth (6th) Area Command at Coors and Ellison NW.
5. The creation and implementation of a Career Development Program.

Q7. What meaningful improvements could be accomplished with additional resources? Please quantify the resources.

A7. The continued hiring of one hundred (100) additional police officers. APD plans to expand several understaffed areas to include: Gangs, Crimes Against Children, Internet Crimes, Pawnshop, create a second White Collar Crime Unit and add three (3) more Power Teams. The estimated cost is eight million dollars (\$8m).

Rebuild the civilian support function APD has suffered a large number of civilian position deletions over the past twelve (12) years. Many of these positions need to be recreated and staffed. The estimated cost is two million dollars (\$2m).


Q8. What functions of the Department take resources that do not return value to the taxpayer?
A8. The School Crossing Guard Program should be a function of the Albuquerque Public Schools.

The continued staffing and operations of the APD's mini-substations. While they may be popular with the City Council, they are underutilized by the public.

Q9. What training is available to officers and civilians in the Department? Is it adequate? What additional training would be beneficial? What would be the approximate cost?

A9. Training opportunities abound for both sworn and civilian personnel. APD hosts training for sworn and civilian personnel throughout the year. For example, the Chief hosts a Quarterly Managers Meeting for all sworn and civilian supervisors, which cover topics as: Leadership, Change Management, Employment Law, Interviewing Skills, and How to Create a Winning Culture. The City of Albuquerque also provides training for its civilian personnel through the John Marshall School Program as well as the City HR Department. In addition, APD offers incentives for personnel to further their formal education including on-duty time for class, access to materials and information for projects, and pay stipends for advanced degrees. APD has funding for training and utilizes it appropriately.

The Transition Team notes that APD did not include costs or selection criteria. Also, APD did not include the training opportunities available to sworn personnel to attend command level training schools like the FBI National Academy and the Northwestern University Police and Command Staff School.


The Albuquerque Police Department is made up of a large number of dedicated law enforcement professionals. Command staff is responsive but also defensive as the transition team's request to meet with each Commander individually was ignored and not enforced by the team itself. In addition, written questions were often either ignored or not fully answered and were always provided through the Chief's office.

Our goal was candor not inquisition and our failure to require private interviews resulted in a defense of the current system not out of the box thinking that could lead to better service and efficiency. The November 2nd briefing included lots of good information, none of which would be unusual at any neighborhood meeting and all of which would carry the department seal of approval.

Most APD Transition Team members have access to other resources to facilitate the gathering of information. When asked privately, many Commanders express fear of the upper chain of command.

In 2002, Dr. Neal E. Trautman gave a presentation to the 109th Annual International Association of Chiefs of Police Conference entitled "How Police Departments Become Corrupt." Fear is one of the major indicators that a department has entered into Phase III of Dr. Trautman's Continuum

of Corruption. Fear is induced in the ranks by the “administration’s role modeling of ignoring integrity” spreading through the command staff. “Politics and hidden agendas decide which leaders will continue to be promoted and who will be ostracized or pushed aside.”

Another indication that a department has entered Phase III of the Continuum of Corruption is extreme bitterness characterized by constant harsh criticism by large groups of people, open defiance of administrators, and workers rationalizing doing unethical things during conversations with each other.

The final indicator is hopelessness -the feeling and belief that things will never get better.

The Albuquerque Police Department is exhibiting many of the signs of a culture of corruption. Leadership is often viewed as remote and individual officers and front line supervisors are often out of the loop when it comes to the successes of the department while disciplinary actions are frequent and high profile.

From a historical perspective, APD has repeatedly mishandled its media relations. From the evidence room scandal to the recent SID reserve scandal, the department’s first reaction has been to make every attempt to keep a breaking scandal out of the media at any cost. Once a story has hit the media, every attempt to restrict access to information or ignore the story looks like an attempt to cover something up. In some cases it appears to be true. In others, the reaction becomes the story and puts the department into a downward media spiral where the public’s trust of the department takes a beating.

It’s important to note here that “keep[ing] corruption out of the newspapers at all costs” is one of Dr. Trautman’s indicators that a department has entered the final phase of the Continuum of Corruption.

In written responses to Transition Team inquiries department staff recognize the need to “be more aggressive at creating a better image to the public” through media relations. Unfortunately, they seem to believe that creating an APD “brand” that is as familiar as the “LAPD brand” is in Los Angeles is the key and that Hollywood productions in Albuquerque can be used for branding and “no-cost training and educational videos for the public, schools, and parents.”

APD already has a brand that is as widely known in our community as the LAPD brand is in Los Angeles. Most frontline law enforcement agencies have broad brand recognition in their communities. Public perception of that brand can be either positive or negative. A positive perception must be nurtured and built over time through relationships with local media and community outreach. Unfortunately, negative public perception can be – and often is – achieved with very little effort.

APD has the idea that their Public Information Officer positions are about providing information to media outlets. That's certainly part of the job, but they fail to see the broader implications and responsibilities of media relations.

A glance at APD's Organization Chart reveals a large number of highly paid Commanders. There are a number of instances where these Commanders are exclusively in charge of civilians or very few sworn personnel. It's questionable whether sworn supervisors are necessary in a number of positions and a few where civilian department directors would be preferable. An example is the Support Services Division where a Commander oversees 8 people consisting of 6 civilians and 2 P1Cs.

The Executive Director position was originally created as a public relations move four years ago. The Chavez administration had removed a Chief of Police and hired an Interim Chief. The Interim Chief only held office for 2 weeks before a new position was created – Executive Director.

Arguably, the ED position held value during the crisis precipitated by the Evidence Room Scandal. However, any positive value has long since been exhausted - yet taxpayers continue to fund a civilian post at over \$113,000 per year.

The SOP of the Reserve Officer Program was significantly expanded recently in response to a public incident involving the use of a civilian employee/reserve officer. Use of reserve officers is the responsibility of their sworn supervisors. In this specific case, the Reserve Program was called into question while ignoring completely the sworn supervisors in charge.

RECOMMENDATIONS

1. A complete review of all Commander and Deputy Chief Positions with an emphasis on cost savings.
2. Removal of the Executive Director Position and reassignment of responsibilities to appropriate Deputy Chiefs.
3. Removal of one Deputy Chief Position. Deputy Chief Castro has announced his retirement, the Administrative Bureau Deputy Chief position should not be refilled and his responsibilities should be reassigned.
4. Reorganize Area Commands so that they report directly to the Chief of Police.
5. Assign specialized units and civilian functions to remaining Deputy Chiefs.
6. Have Personnel/Payroll Division report directly to Chief of Police.

7. Support Services Division should be under a civilian with education and experience in Records Management and Technical Services. Sworn personnel should be retained, but at a Lieutenant or lower rank.
8. PIO Position should be replaced with a media relations professional. Media Relations should train PIOs and supervisory personnel in media relations and crisis management.
9. E85 fuel should be discarded as a fuel policy. E85 costs the department an additional \$.10 per gallon and requires units to be out of service for an extended period of time. In addition, vehicle performance and mileage is negatively impacted and maintenance costs increase.

10. APD should negotiate directly with fuel suppliers to avoid \$.19 per gallon surcharge charged by the city.


11. APD should decentralize fueling in order to allow personnel to refuel in the field rather than at pre-determined city fueling yards. Decentralization would allow officers to refuel without leaving their area command and minimize the amount of time spent out of service.

12. The Reserve Officer Program brings the city needed manpower and often specialized skill sets and training that the department would not otherwise have access to. The department should review the new Reserve SOP in order to take advantage of available talents. Specifically, the new SOP requires that all Reserve Officers serve in Field Services. Currently, the department receives the valuable services of a Reserve Officer as helicopter pilot. Air support is not part of the Field Services Division.

13. The APD Transition Team was tasked with determining the current state of the Albuquerque Police Department. APD is the largest and one of the most mission critical departments in city government. Accurately determining state of the department is a larger task than allowed by a few weeks of study. A Blue Ribbon Task Force should be formed following the transition period to facilitate a complete review of the Albuquerque Police Department.

14. Currently an internal investigation is initiated every time an officer triggers automated enforcement at a photo enforced intersection. Investigations involve Commanders, Lieutenants, Sergeants, and the officer himself costing the city a minimum of 1 to 2 man hours. There are 3 to 5 of these investigation initiated each week at each area command. Sworn personnel are given extraordinary powers one of which is to safely continue through an intersection against the red light in cases of investigation, pursuit and emergency response. The current policy hampers investigation and discourages pursuit and emergency response, as well as wasting valuable man hours. The current policy should be reviewed and amended to allow officers to use their training and judgment in

photo enforced intersection and to reduce the amount of wasted time spent on repetitive investigations.

15. APD benefits from the availability of various Federal and State grants. While the department has been successful in obtaining grants, the city's grant approval process involving the city council can often take longer than the allotted time to begin spending grant money. As a result, the department loses the grant – wasting all of the time and money spent applying for the grant due to process inefficiencies. The administration, council, and department should design a grant approval process that significantly reduces the time necessary for council approval.
16. Communication between specialized units and area commands need to be enhanced. Currently, the lines of communication run out of the area commands and into the specialized units. Field officers need to know what has happened on cases where specialized units have taken over. It's an important morale issue for officers in the field to know the results of their efforts.
17. The average time on for APD sworn personnel is 9 years. The last CBA removed longevity pay and flattened pay scales. The result is a department where the only ways to improve pay is overtime (a chronic problem), Chief's overtime, promotion, or transferring to another department. The current policy needs a thorough review during the next set of contract negotiations.
18. Recently approved interdepartmental transfers should be reviewed for compliance with established law and contractual obligations.
19. Department morale was negatively impacted by the implementation of a 5-8 schedule for field services personnel. 4-10s are generally preferred by department personnel and allows for an overlap of service during shift changes. APD should consider a return to 4-10s for appropriate personnel.
20.  Currently, APD vehicle maintenance is not performed by APD personnel or an APD administered contractor. As a result, APD vehicles are often out of service longer than is strictly necessary. APD should create its own vehicle maintenance and repair division and/or outsource maintenance and repair to private contractors.
21. City towing contracts are highly sought after. Currently tow companies are selected on a rotational basis from then companies geographically closest to an incident. A few of the companies share ownership and therefore increase their chances of being selected in the rotational pool. APD should review its towing policy.
22. The False Alarm Reduction Unit is primarily a billing function. FARU should be staffed exclusively by civilians.

23. APD should implement an immediate hiring and transfer freeze in order to determine the current state of the department. Exceptions should be made for mission critical positions as necessary and approved by the Director of Public Safety.
24. Crossing guards are currently provided by APD to the Albuquerque Public Schools at no cost to the school system. APD should be reimbursed or partially reimbursed for the service provided to APS.
25. School Reserve Officers are provided to the Albuquerque Public Schools at no cost to the district. To date, APS is not a year-round institution. SRO assignments during school holidays should be reviewed and the officers made available to the Field Services Bureau or assigned to Area Commands.
26. There are currently 41 SROs. APD should review the SRO program to determine proper staffing levels.
27. APD should review the department's Standard Operating Procedure regarding contact with illegal aliens. Keeping in mind that officers need more freedom to use their judgment on when to contact immigration authorities and bringing the policy more in line with the policy used at BCSO.
28. Photo Enforcement has been an ongoing controversy in the City of Albuquerque. The program and its attendant administrative hearings should be evaluated on the basis of performance and due process.
29. Currently, the city has instituted a civilian hiring freeze that includes civilian positions in the Albuquerque Police Department – a public safety agency. The freeze should be lifted for all public safety personnel including mission critical civilian positions.
30. Explore the possibility of bringing Aviation Police into APD and replacing Aviation Chief of Police (paid commensurate with an APD Commander) with a Lieutenant supervisor.
31. An independent review of all APD contracts should be performed. Contractors, contracts, descriptions, and contract amounts should be placed in an online searchable database.
32. Currently, APD is not reimbursed for event security and traffic stemming from the Balloon Fiesta, 4th of July Celebration, Luminaria Tour, Duke City Marathon, Nob Hill and Old Town Strolls, a portion of the NM State Fair traffic management plan and other city-sponsored events. The department should review each event, the costs associated with the event, and whether or not reimbursement is appropriate.

33. Currently, 98% of the ¼ cent public safety tax received by APD is being used for salaries and benefits. The tax was initially presented as a way to pay for capital improvements for the department. Use of ¼ cent revenue by the department needs a thorough review.
34. Civilian experts should replace sworn personnel in Support Services and the Scientific Evidence Division to better utilize training and expertise.
35. Rehire personnel should be used only as a last resort and only in non-supervisory positions.
36. All civilian executive advisory positions should be reviewed. The department should combine responsibilities where appropriate and reduce the number of civilian advisors to the Chief of Police where appropriate.
37. The department should make a serious effort to improve its image in the community. Securing the services of a trained media professional would aid in achieving that goal.
38. APD has begun encouraging citizens to phone in or report minor property crime online. This practice needs to stop. Citizens are paying for and are therefore entitled to appropriate investigative services (services denied by over the phone or online reporting.) ?
39. The department should utilize seized vehicles for undercover and police work once all court procedures have been completed.
40. APD records needs to be centralized into a single searchable database.
41. APD should explore re-combining the Air Support Unit with BCSO.