



MEMORANDUM

TO: Mayor and City Council

FROM: Brion Oaks, Chief Equity Officer *Brion Oaks*

THRU: Nuria Rivera-Vandermyde, Deputy City Manager *YPR*

DATE: December 29, 2020

SUBJECT: Equity assessment SWOT analyses and report on racial inequities within Austin Police Department

The purpose of this memo is to provide a brief overview of two bodies of work documenting racial inequities within the Austin Police Department (APD). The first body of work contains a series of evaluations of seven division-level equity assessment responses and the Strengths, Weaknesses, Opportunities, and Threats (SWOT) identified by a third-party evaluator, The Peace Mill Research and Communications.

The second body of work is a report prepared by Joyce James Consulting to help identify racial inequities within APD and develop immediate and prolonged strategies to eliminate them. Key components of the scope of work addressed by this report include a documentation review relevant to APD and racial disparities; survey of the APD climate and culture including selected interviews; facilitation of the Groundwater Analysis® training and debrief for APD leadership; and collaboration with APD and the Equity Office to develop strategies and objectives based on the findings.

Background

In an effort to address racial inequity in Austin, City Council passed Resolution No. 20150507-027 in May 2015, which directed the City Manager to evaluate the impact of existing City policies and practices on racial equity and develop an Equity Assessment Tool to be used across City departments. The four sections of the Tool are designed to evaluate: Department Culture, Community Engagement, Budget, and Alignment with the Strategic Direction 2023. After a third-party evaluator develops a SWOT analysis based on responses to the Tool, the department reconvenes to develop an action plan with three to four interventions that they can implement within a year. It is designed to be a process of continuous improvement, with departments revisiting the Tool and developing new action plans every cycle.

In 2018, City Manager Spencer Cronk supported the expansion of departmental equity assessments and mandated that all City departments complete the process. The second equity assessment cohort included the Austin Police Department, an immense organization with 2,646 employees divided among 48 divisions. Due to the department's size and input from the community, the Equity Office determined that it would benefit the process, the community and the Police Department to directly engage community members and APD employees in a series of dialogues over several months as part of APD's equity assessment process.

In 2019, the Equity Office began engaging in this process with seven (7) divisions within the Austin Police Department. The divisions included in this pilot series were Training, Recruiting, Data Planning, Internal Affairs, Finance, Human Resources, and Victim Services.

After the equity assessment process, APD leadership identified the need for an additional process to dive deeper into the culture of the Department, as well as support identifying potential solutions to address equity concerns. After consultation with the Equity Office, APD identified Joyce James Consulting, who worked in collaboration with the Office to draft and plan a broader cultural assessment and intervention process.

Overview of Equity Assessment Process and SWOTs

As part of the City's equity assessment process, APD staff and officers, community leaders, and Austin residents gathered together for a series of dialogues in 2019, during which community members could engage directly with APD representatives. The discussions centered around each division's responses to the Equity Assessment Tool and were designed to add a level of community accountability to the equity assessment process.

Representatives from each division responded to community members' questions, which were generated in response to answers from APD's equity assessment. After division representatives answered initial questions, community members and APD engaged in dialogue to clarify answers, seek and provide further information, and address community concerns related to each division's responses.

The third-party evaluator analyzed the process to identify promising practices and areas for improvement, interviewed participants from APD and the community, and analyzed all departmental responses through a SWOT analysis.

Some notable findings include:

- Erosion of community trust
- Practices and procedures that contribute to a culture of fear
- Incomplete data collection and analysis
- Failure to codify equity standards
- Lack of institutional and individual understanding among leadership with regard to principles of equity and inclusion

Overview of Report on Racial Inequities and Institutional Racism

The report produced by Joyce James Consulting (JJC) provides key findings, recommendations and responses to the JJC team's review of multiple reports related to racial inequities that exist in the culture of APD, and the impact on internal and external stakeholders. The findings informed the recommendations and beginning road map, that if implemented, have implications for beginning a journey towards creating an APD anti-racist institutional culture.

Some of the recommendations include:

- Develop an understanding of the history of institutionalized racism and its impact on poor communities and communities of color.
- Utilize training defined by anti-racist principles and embed that in cadet academy and leadership development.
- Create a clearly defined roadmap with appropriate metrics, benchmarks, and milestones that define and gauge progress towards antiracism.
- Demonstrate transparency in regularly communicating with internal and external stakeholders.

Next Steps

The Equity Office staff will follow up with APD division leads in January and February to discuss the next steps of the equity assessment process which includes developing an equity action plan with specific interventions to address areas featured in the SWOTs.

If you have any questions, please contact Brion Oaks, Chief Equity Officer, at Brion.Oaks@austintexas.gov or 512-974-7979.

Attachments: Community + APD Equity Assessment Series: Austin Police Department
Training and Recruiting Division
Data Planning Division
Internal Affairs and Professional Standards Division
Finance Division
Human Resources Division
Victim Services Division
Community Engagement Process Evaluation and Recommendations
Racial Inequities and Institutional Racism: A Report Submitted to The City of Austin Equity Office and The Austin Police Department

cc: Spencer Cronk, City Manager
Rey Arellano, Assistant City Manager
Christopher Shorter, Assistant City Manager
Brian Manley, Chief, Austin Police Department
Troy Gay, Assistant Chief, Austin Police Department
Farah Muscadin, Director, Office of Police Oversight
Devin Desai, Chief Labor Relations Officer, Labor Relations Office
Lee Crawford, Division Chief, Law Department

Community + APD Equity Assessment Series:
Austin Police Department, Training and Recruiting Divisions

Research and analysis provided by the Peace Mill

December 28, 2020



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Executive Summary

This report assesses the standards and practices related to diversity, equity, and inclusion at the Austin Police Department Training and Recruiting divisions. In 2015, the City Council directed the City Manager to begin a process that evaluates the impact of City policies, projects, and initiatives on racial equity in Austin.¹ As part of the equity assessment process, an independent researcher is tasked with assessing the departments, responses, collecting supplemental data, conducting interviews, and providing an extensive analysis of each department and division's equity practices to inform any subsequent equity action plans and support the department as it seeks to strengthen its equity practices and standards.

During this assessment, an independent researcher reviewed the APD Training division's self-assessment responses; conducted qualitative interviews with APD division leaders, former training academy cadets, community leaders, and Austin residents; analyzed APD Training division data, including information on recruitment, graduation rates, and injuries; and provided an analysis of the divisions' strengths, weaknesses, opportunities, and threats (SWOT analysis) related to diversity, equity, and inclusion.

This assessment found significant racial and gender disparities in the standards and practices of APD's Training and Recruiting divisions. The Training division's leadership failed to produce any measurable standards for ensuring equitable practices. The division's self-assessment identified one Black employee out of 57. Data provided by APD highlighted further disparities in graduation rates, with 81.6% of white male cadets graduating the academy compared to 48.5% of Black male cadets. Over five years, Black cadets accounted for only 5.19% of all academy graduates and were more likely to leave the academy or sustain an injury than any other racial group. All racial groups, other than white cadets, were underrepresented in graduating cadet classes. While the Recruiting division has taken the recent step of hiring a staff member to address racial disparities in the recruiting process, the number of Black, Latinx, and women cadets recruited into APD's cadet remains glaringly low. The number of cadets from these communities who graduate from the academy is even lower. This holds true for every racial group except for white cadets.

¹ Austin City Council Resolution 20150507-027

Interviews with former cadets revealed an academy culture that prioritizes physical aggression above all else. Multiple cadets stated that training staff subjected them to hours of grueling physical and psychological stress drills, refusing water to dehydrated cadets and engaging in other dangerous practices. This assessment details those practices and provides a complete analysis of APD Training division data. This report recommends that City leaders suspend all cadet classes until APD leadership and Equity Office officials can develop and implement an equity-driven action plan that reforms and rebuilds APD's Training division, including the training academy.

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third-party independent researcher to analyze responses submitted by each APD division during the equity assessment process and make recommendations for strengthening diversity, equity, and inclusion commitments within the department. The researcher employed a series of methods for collecting and analyzing data for this report, including:

- desk research, including the following:
 - reviewing the division's Equity Assessment Tool self-assessment responses
 - equity-related data related to the division's practices, such as race and gender data
 - additional data and evidence as needed and available
- qualitative interviews with a collection of stakeholders, including:
 - APD division leaders
 - Community leaders and residents
 - Former APD academy cadets
- quantitative analysis of APD data on cadet classes

The researcher used these methods to conduct an analysis of diversity, equity, and inclusion (DEI) standards and practices within APD's training division. This report contains those analyses, including an analysis of the division's strengths, weaknesses, opportunities, and threats (SWOT analysis) regarding diversity, equity, and inclusion. The report concludes with a recommendation section and commentary that addresses the training division within the context of broader reform efforts and current events related to policing and DEI reforms.

Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”² The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with City departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Austin Public Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity

² Austin City Council Resolution 20150507-027

Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step toward implementing those principles.

Analysis of APD Data on Training Academy Outcomes

In response to a request from the researcher conducting this assessment, the Austin Police Department provided data on a series of outcomes and other variables of interest related to the APD training academy between 2015 and 2020, including:

- Demographic data on APD cadet classes
- Graduation rates of cadets
- Reasons for voluntary or involuntary termination
- Comprehensive data on injuries sustained by cadets during training

Equity Limitations of APD Demographic Data Collection Methods

For the purposes of conducting an equity assessment, it is encouraging when any public institution collects demographic data. The APD data is helpful for some analysis, but it should be noted that there are several limitations caused by the format of the demographic data that APD collects:

1. Binary gender: APD's intake forms for cadets only allow a binary male/female option. This is an outdated approach to collecting gender data that discriminates against individuals who are non-binary, transgender, gender fluid, or who do not otherwise identify as male or female.
2. Limited categories for race: APD's intake forms allow cadets to identify as one of four races/ethnicities: White, Black, Hispanic, or Asian. This is an incredibly limited and outdated format for collecting race/ethnicity data that omits and discriminates against individuals who identify as Indigenous, Middle Eastern/North African, Latina/Latino (different than Hispanic), bi-racial or multiracial, or who otherwise identify as a race or ethnicity other than the four options provided on APD's intake forms.

Assessment of Data on Graduation Rates

Between 2015 and 2020, at least 638 cadets were recruited into APD's training academy. Of those 638 cadets, 464 (72.73%) graduated from the academy.³ Due to errors in the demographic data provided by APD to the researcher conducting this analysis, data from the 38th cadet class was omitted from some of the demographic analysis in this study (see footnote 2). The sample used for this analysis of graduation rates includes twelve complete cadet classes, including 443 graduating cadets. Of the 443 cadets who graduated from the academy and were included in this equity analysis, 309 (69.75%) were white, 92 (20.77%) were Hispanic, 23 (5.19%) were Black, and 19 (4.29%) were Asian. Of a sample of 148 cadets who did not graduate and left the academy either voluntarily or involuntarily, 89 (60.14%) were white, 31 (20.95%) were Hispanic, 22 (14.86%) were Black, and 6 (4.05%) were Asian. The overall graduation rate for APD training academy cadet classes between 2015 and 2020 was 77%. However, when disaggregated by race and gender, the graduation rates highlight yet another significant inequity in APD's training division. During the same period, the graduation rates for APD cadets, disaggregated by race and gender, were as follows:

Figure 1. APD Training Academy Average Graduation Rates by Race and Gender, 2015 - 2020

Race	Gender	Graduation Rate
White	Men	81.6%
Black	Men	48.5%
Hispanic	Men	83.4%
Asian	Men	65.6%
White	Women	66.76%
Black	Women	52.5%
Hispanic	Women	52.78%
Asian	Women	100% ⁴

Source: APD Data provided upon request by the researcher

³ APD provided graduation data from 2015-2020, from the 130th through the 142nd cadet classes. Errors were discovered in the data for the 138th cadet class, so that data has been omitted from the demographic sections of this analysis. The class size was small and the omitted numbers do not shift the overall quantitative findings of this report. When updated data is provided by APD, this report will be updated to reflect those numbers.

⁴ Over five years, APD only recruited one Asian woman, who successfully completed the academy.

APD's data on its cadet classes illustrates an all-too-common occurrence among municipal police agencies across the US: their ranks do not reflect the makeup of the community they are sworn to serve and protect. According to the U.S. Census Bureau population estimates for 2019, Austin is a "majority minority" city.⁵ 48.3% of Austin's residents are white (non-Hispanic). 34.3% are Hispanic, 7.8% are Black, and 7.3% are Asian. Although APD does not provide more than four racial categories in its data, the census also identifies 0.6% of Austin's population as American Indian and Alaskan Native and 3.3% as two or more races. This data shows that the racial demographics of APD's graduating classes differ starkly from the demographic makeup of Austin as a city.

Assessment of Data on Injuries Sustained by APD Cadets

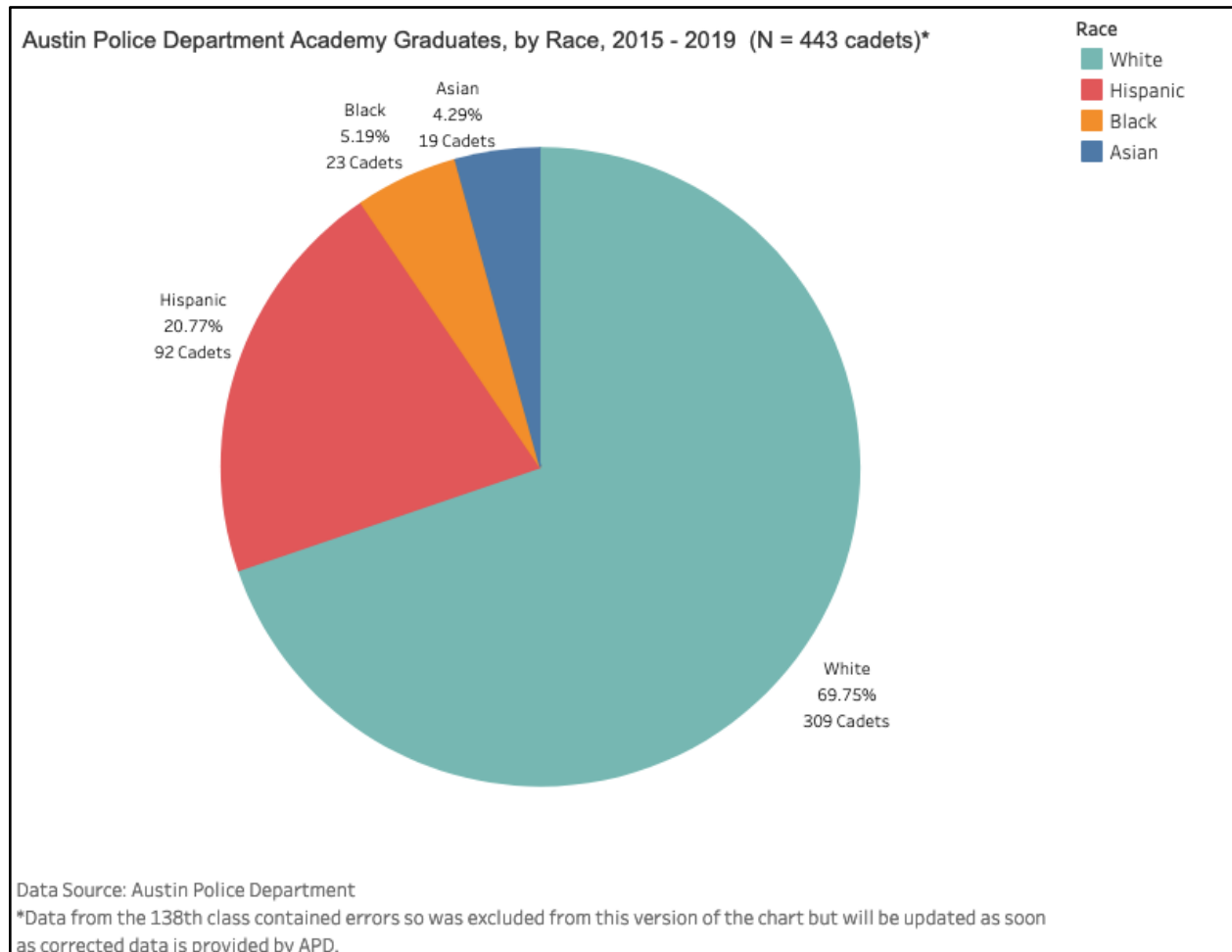
According to data provided by APD, at least 509 injuries occurred during the APD training academy between 2015 and 2020. Of the cadets who were injured and included in this data, 348 (68.37%) were white, 85 (16.7%) were Hispanic, 57 (11.2%) were Black, and 19 (3.73%) were Asian. While the percentage of injuries sustained by white cadets reflects the percentage of white candidates that graduate from the academy, the percentage of injuries sustained by Black cadets (11.2%) is more than twice the percentage of Black cadets that graduate (5.19%). APD's data illustrates inequitable outcomes for Black cadets who enroll in the APD training academy. Black cadets in APD's training academy are underrepresented when compared to the population of Austin, less likely than their peers to graduate from the academy, and more likely to be injured during APD's training academy than any other race.

⁵ While the term "majority-minority" is itself problematic, we employ it here to illustrate that even by an inaccurate and inequitable census bureau's standards, APD's graduating classes do not reflect the city's population; US Census Bureau 2019 population estimates for Austin can be found at <https://www.census.gov/quickfacts/fact/table/au.stincitytexas/LND110210>.

Data Visualizations: APD Graduating Classes by Race and Gender

The following data visualizations illustrate the race and gender of APD's academy graduates. The data used to construct these visualizations was provided by APD's Chief Data Officer and contain cadet data for from 2015 to 2020. The data includes the 130th through 142nd APD cadet classes.⁶

Figure 2. APD Academy Graduates by Race



⁶ Errors were discovered in the data from the 138th cadet class. Therefore, that class was omitted from these visualizations. The 138th cadet class was relatively small, and the omission of that data does not alter the quantitative findings of this analysis. The report will be updated when the corrected data is received from APD.

Figure 3. APD Academy Graduates by Race, 2015 - 2020 (Men)

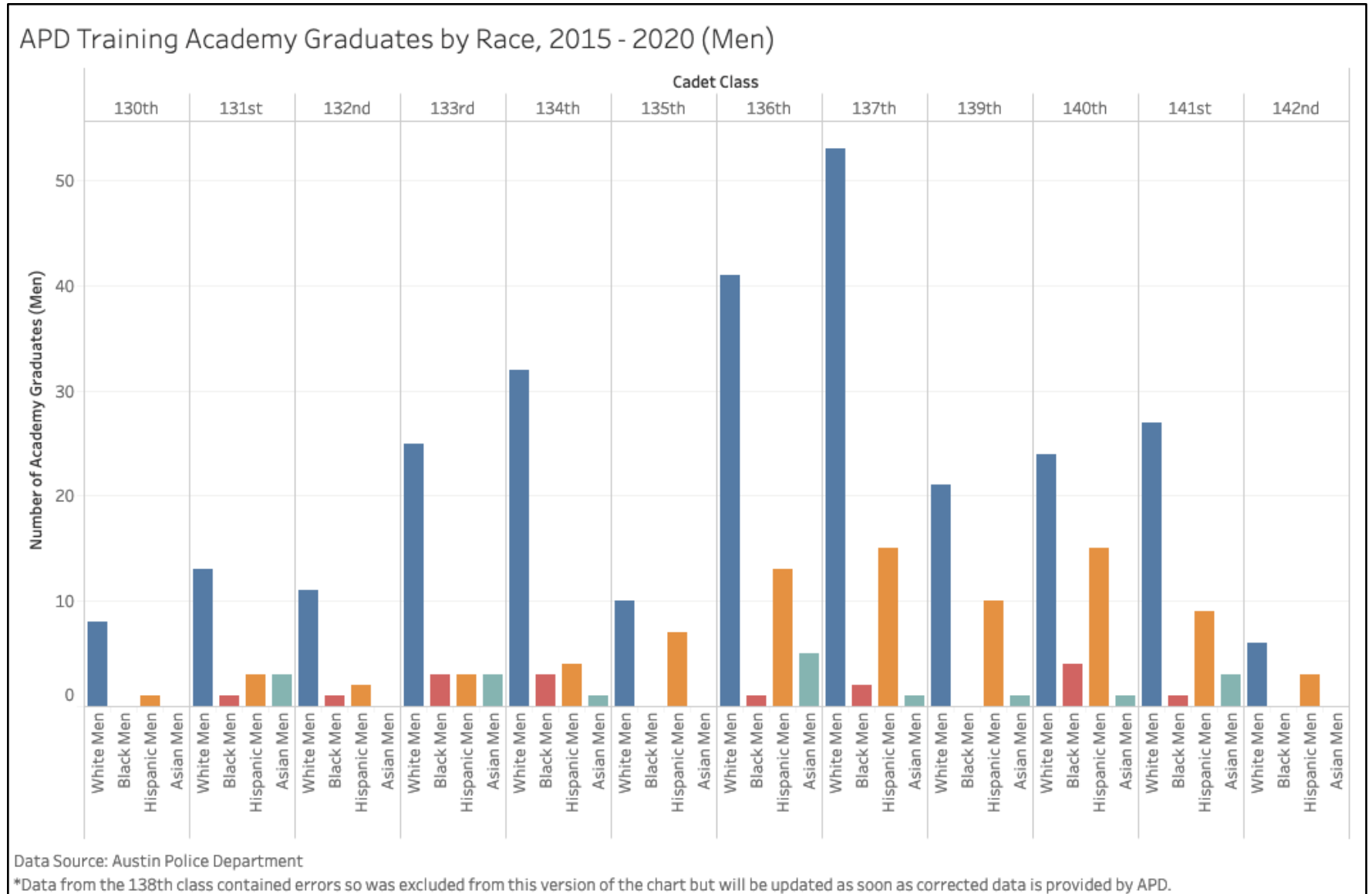
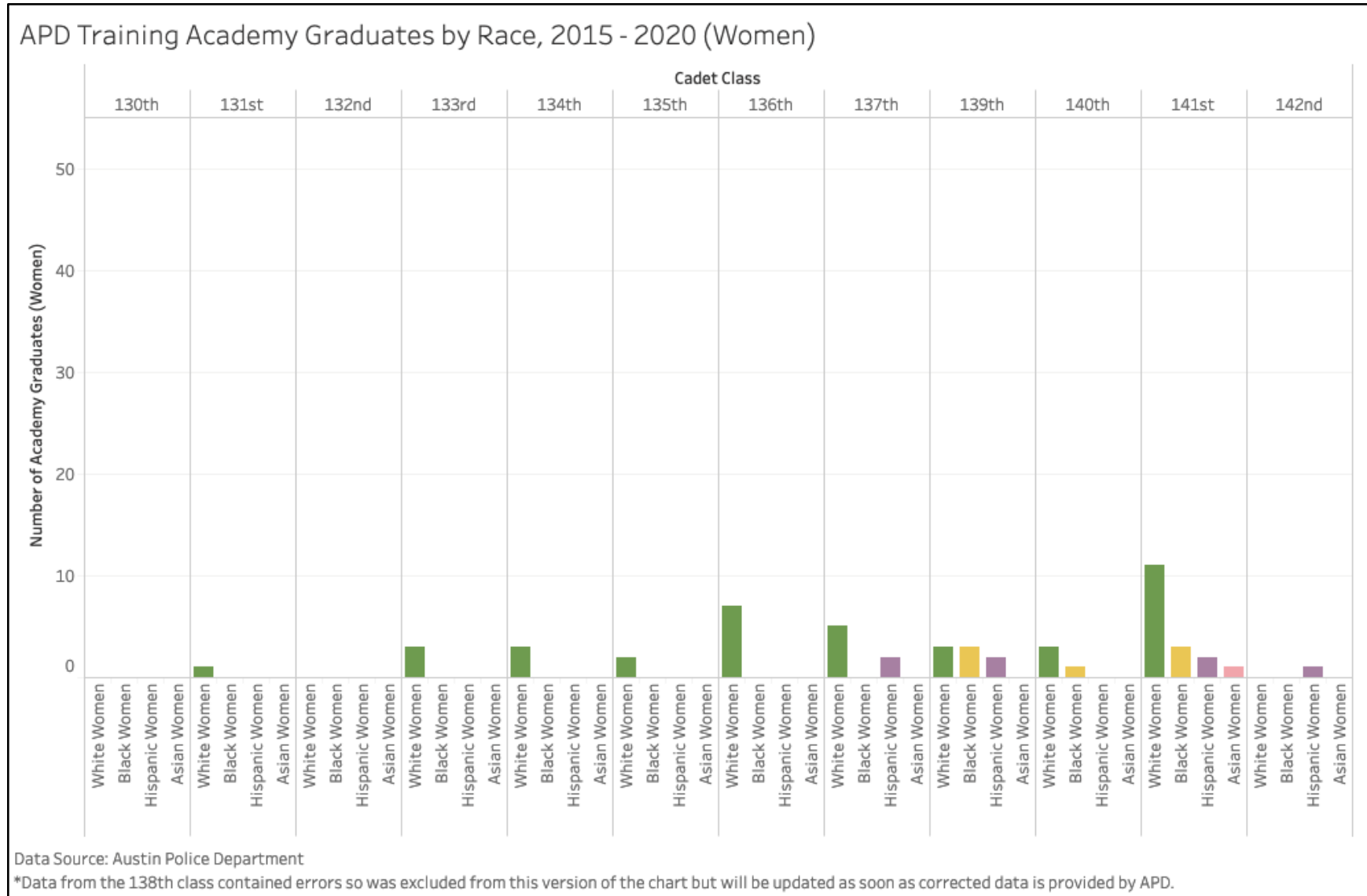


Figure 4. APD Academy Graduates by Race, 2015 - 2020 (Women)



Community Concerns and Response to APD Equity Assessment Results

The ongoing equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher.

During interviews, community members expressed disappointment with the Training division's equity assessment responses. Community members cited many concerns, including the division's general lack of commitment to equity principles, lack of specific goals for improving equitable outcomes and inability to account for underrepresentation of women and communities of color among graduating cadet classes. Community members expressed frustration at de-escalation training materials that included language and images that were insensitive to women and communities of color and inaccurate depictions of the public as increasingly hostile and generally disobedient. Community members expressed overwhelming support for urgent reforms to APD's training standards, as well as department-wide reforms and renewed commitments around equity, diversity, and inclusion.

Lack of Commitment to Equity Principles and Equity Analysis Process

In many interviews with community members who participated in the C+APD meetings, participants expressed frustration at what they perceived as a lack of commitment to equity principles and the equity analysis process in general. Community members perceived APD's training division representatives as defensive when asked questions about race and gender demographics of cadets. Community members perceived the body language, behavior, and responses of training division representatives as defensive as well. These concerns were shared by other APD representatives present at C+APD meetings, who acknowledged in evaluation interviews that some of their APD colleagues were unnecessarily defensive and resistant to community questions about training procedures and materials and equity standards.

Training Materials Create Significant Community Concerns

Community members raised additional concerns at the depiction of an increasingly hostile and aggressive public in APD training materials. Community members expressed concern that this message will only make officers more violent and aggressive when they interact with the community. The APD training curriculum received significant criticism from community members, who expressed outrage at certain segments in APD's de-escalation training videos that were incredibly offensive to Black women.

Qualitative Interview Findings: Dangerous, Inequitable Practices at APD Academy

During interviews conducted as part of this assessment, multiple cadets alleged that the APD training academy fosters a dangerous and ineffective learning environment that discourages, degrades and injures highly qualified candidates, many of whom decide to resign for fear of permanent physical or mental injury. According to multiple former cadets who attended recent academies, cadets are subjected to counterproductive and excessive bouts of physical punishment in the form of "smoking sessions."⁷ Multiple former cadets explained in separate, individual interviews that the academy's educational elements and academic presentations are regularly interrupted by unscheduled psychological stress drills, making it difficult to absorb important intellectual material and creating an unstable, stressful academic environment.

Multiple former cadets expressed concerns that training division staff foster a culture of violence, embracing brutality over wisdom throughout the academy experience.⁸ Multiple cadets expressed concern about training staff promoting rhetoric that is antagonistic toward individuals

⁷ Former cadets described "smoking sessions" as extended physical endurance drills that are separate for planned physical exercises. According to multiple interviews, these sessions are unscheduled and designed purely as punishment for a variety of offenses. Multiple former cadets explained that they often were unsure of the cause of each smoking session, but that training staff indicated that the sessions were the result of some individual or collective error.

⁸ The term *culture of violence* describes institutionally imposed conditions that "can be used to justify or legitimize direct or structural violence" (Johan Galtung, "Cultural Violence," *Journal of Peace Research*, August 1990). In multiple interviews, cadets confirmed the narrative that an APD trainer asked a new cadet why they wanted to be a police officer, interrupting the cadet's response by saying "If you tell me you want to help people, I will punch you in the face." Combined with other incidents, including deprivation of water by trainers during physical drills in the summer heat, and other comments from training staff identified during interviews, the qualifications for the use of the term *culture of violence*, including the institutional use and justification of the use of force, appear to have been satisfied.

experiencing homelessness.⁹ The academy's training staff employ dangerous training tactics that have been described by cadets with military backgrounds as "worse than anything I went through in [US military training]." Multiple former cadets allege that the academy is driven purely by brutality and that physical aggression is the primary quality that trainers seek when promoting cadets toward graduation. The Training division's practices and culture are driving highly qualified candidates to leave the academy, depriving Austin of the diverse, community-driven police force that City leaders and residents envision.

Amid numerous valid concerns over secretive testing practices, unsafe physical tests that violate APD's own policies, racist and sexist language by instructors, physical abuse by instructors, forced resignations, suspicious injuries, inequitable employment outcomes, and an increasingly toxic training culture driven by a militarized "us versus them" mindset, City and APD leaders should rebuild the training academy and implement sweeping structural reforms to the training division. To honor the City and APD's commitment to a safer Austin for all Austinites, these reforms should include measurable changes to the culture, curriculum, staffing and leadership in APD's Training division.

Evidence Supporting the Redesign of APD Training Academy and Training Division

As part of the ongoing equity assessment mandated by Austin's community leaders, the City Manager and City Council, each division at APD conducted a self-assessment and submitted responses via the City of Austin Equity Assessment Tool. APD's own responses illustrate a training division devoid of equity standards. At the time of the self-assessment, APD's training division reported that one (1) of its 72 employees is Black. 70% of the division's employees were white. Further, the training division's self-assessment did not identify any codified standards for ensuring equitable hiring practices or decision-making processes.

During this ongoing independent evaluation of APD's Training division, the researcher has conducted interviews with many former APD academy cadets. These individuals provided a unique perspective on APD's training methodology and narrated corresponding accounts of

⁹ Multiple former cadets in separate, individual interviews confirmed that training staff made negative comments toward individuals experiencing homelessness and told cadets that if they are "having a slow day," they could seek out someone experiencing homelessness as an easy target for various citations.

deeply troubling incidents that deserve a transparent and thorough investigation. These allegations and supporting evidence raise concerns that the APD Training division, operating without civilian oversight, is undermining the stated equity goals of the police department, and trainers in the academy are using violent tactics to target and expel the very candidates that the department desires in its ranks. Recent reports from sources including the Office of Police Oversight and APD's own internal investigator offer even further evidence that there are serious gaps in the department's attempts to address racism and inequity in policing.

The researcher requested APD data through the Equity Office and other City intermediaries on cadet injuries, including the number of injuries sustained during cadet classes, whether those injured cadets resigned or graduated, the type of injury sustained, and the race and gender demographic information for injured candidates. In its own self-assessment, APD's Training division listed race and gender among the demographic data collected on cadets, providing a racial breakdown of current cadet and sworn officer personnel. APD provided the data requested, and an analysis of that information is detailed in a separate section of this report titled "Analysis of APD Data on Training Academy Outcomes."

According to interview respondents, many of the academy's trainers rely overwhelmingly on "violent", "brutal", "traumatizing" practices designed to "manufacture soldiers" rather than produce community-driven law enforcement professionals adept at de-escalation. Trainers place cadets in dangerous, demoralizing, and inhumane exercises with "zero regard for the health and safety of cadets." Multiple cadets stated that they and their colleagues had been screamed at or punished for checking on one another or drinking water during intense physical drills, which last for hours in sweltering summer heat. Multiple cadets confirmed that they were deprived of water during extended physical drills in extreme heat. Data provided by APD confirms that a troubling number of cadets were treated for heat exhaustion and dehydration during the academy. Multiple cadets expressed that even though they hydrated heavily at home, as advised by APD training staff during orientation, it was impossible to avoid dehydration when training staff refused to allow them water during these extended physical drills. Cadets could not identify a plausible real-world scenario during which they would be deprived of access to water in extreme heat for extended periods of time. Multiple cadets expressed that this deprivation was rooted in nothing

more than cruelty and had no basis in the reality faced by police officers. Some narratives, corroborated by multiple respondents, are simply too violent to understand how they were ever allowed to occur, including many cadets being forced to resign or risk serious injury in the face of seemingly endless “hazing” and “abuse.” The descriptions provided during interviews of injuries caused by APD trainers are equally disturbing. Allegations of anti-homeless, racist, and sexist remarks and other forms of targeted harassment toward cadets and others should not be ignored and deserve further investigation.

Recommendation: Reform and Rebuild APD Training Academy and Training Division

City and APD leaders should work together with community leaders to reimagine, redesign and rebuild the APD Training Academy and Training Division. APD is simply not graduating diverse cadet classes. Further, interviews conducted as part of this research and recent media coverage point to a pattern of dangerous practices during cadet classes. Multiple interview respondents pointed to *smoking sessions*, which are unscripted, unscheduled physical and psychological stress drills that instructors instigate without notice. According to multiple interviews, these *smoking sessions* are often used as collective punishment for individual violations, though their use is just as frequently unexplainable. Some respondents indicated that Training division staff seemed to enjoy putting cadets through the stress drills, which often go on for hours during the summer heat. Multiple respondents claimed that cadets are refused water during these stress drills, that instructors punish cadets for looking at one another (even if checking the condition of fellow cadets), and that medical staff are not posted close enough to the cadets to assess symptoms of dehydration or heat stroke. Multiple respondents witnessed instructors refuse water and fail to render aid to cadets who were visibly suffering symptoms of dehydration. It is well-documented that these practices resulted in multiple serious injuries to cadets.

Until this culture of violence is no longer the driving force behind APD's training methodology, the department will not be able to deliver on its promises of equitable service provision to the residents of Austin. What benefit is it to eliminate brilliant candidates for the sake of maintaining a battlefield mindset? How much money is spent recruiting these bright, capable, highly-educated, successful and *diverse* candidates, bringing them through a months-long recruiting process, vetting them intensely, dedicating an unknown number of personnel hours to interviews and investigations -- only to have them driven out of the academy by a culture of brutality, militarism and violence? What benefit is it to subject highly-qualified, diverse, committed cadets to training that is more intense than some military training programs? The culture of the APD training academy, detailed firsthand by the courageous respondents who were interviewed for this research, conflicts directly with the department's recruiting and public relations campaigns, which proclaim a police department focused on diversity, equity and community engagement. APD's own data reveals repeated failures at achieving these goals.

Reforms to the training academy and training division should begin after the Equity Office's evaluation of the police department is complete and any subsequent action plans and reforms have been implemented with strong civilian oversight mechanisms. A recent series of equity assessment meetings between community leaders, residents, City officials and APD division representatives provided an uncommon and unorthodox opportunity for residents and APD leaders to engage with, educate, and learn from one another. The City and APD should use this model to reimagine, reform and rebuild APD's training division and training academy.

Departments, divisions, and actors that engage in discrimination and inequitable practices cannot be corrected or reformed simply by changing a script, adding a slideshow on diversity, or publishing a pamphlet with photos of Black employees on each page. Systemic change implies a full redesign and reconstruction of a failed system. Corresponding accounts by multiple cadets from multiple cadet classes indicate that any recent changes to APD's training curriculum have been, at best, superficial and that systemic flaws persist in the department's training protocols. Further interviews with APD division leaders from multiple divisions indicate that the department's commitment to the equity assessment process has been similarly superficial. Most division leaders received little guidance from APD leadership when engaging with the equity assessment. This means that division leaders, rather than department leaders, are conducting their division's equity analysis using disparate, ad hoc approaches. This renders the equity assessment process useless in divisions where leaders are not adequately equipped to address, or simply do not care about, racial or gender equity.

The City of Austin and APD made a commitment to foster a more diverse, equitable, safer Austin for all Austinites. Equity-focused reforms at the police department must be deep, cultural, universal, and backed with measurable indicators, public accountability mechanisms, and most importantly, community input. City and APD leaders should seize this opportunity to recommit to the principles of equity outlined in Council Resolution 66 and begin the important work of reimagining public safety by beginning where Austin's police officers are shaped: APD's training academy and the training division that administers it.

SWOT Analysis: APD Training Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects some demographic data on division staff</p> <p>Collects some demographic data on cadet classes</p>	<p>Lack of diversity among division staff</p> <p>Division does not analyze demographic data on contractors/consultants</p> <p>Division does not collect demographic data on racial disparities among client populations</p> <p>Division does not have strategies in place to ensure racial and ethnic diversity of staff</p> <p>Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide any specific or measurable standards for ensuring equitable practices</p>
OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>Lack of political will among APD leadership at many levels threatens meaningful change</p> <p>High-profile incidents resulting in civilian harm or death undermine community equity-driven reform efforts and further erode community trust in APD reform commitments</p> <p>Division training materials, including materials used in de-escalation trainings, contribute to culture of fear, mistrust between police officers and community members</p>

Strengths

Collects some demographic data on division staff

Question 4:

Provide the numerical breakdown (count) by race/ethnicity of the staff in your department.

Division Response: These data are available through the Human Resources Department.

White (40) 70%

Black (1) 2%

Asian (4) 7%

Latino (12) 21%

2. Collects some demographic data on cadet classes

Question 9:

Provide the numerical breakdown (count) by race/ethnicity of the clients your department serves.

Division Response: HR does not keep race/ethnicity statistics for APD civilian employees other than cadets. The race/ethnic breakdown for sworn and cadets:

TOTAL = 1,901; White - 1,304; Black - 153; Hispanic - 393; Asian - 49; Native American – 2

Weaknesses

Lack of diversity among division staff

Question 4:

Provide the numerical breakdown (count) by race/ethnicity of the staff in your department.

Division Response: These data are available through the Human Resources Department.

White (40) 70%

Black (1) 2%

Asian (4) 7%

Latino (12) 21%

Division does not analyze demographic data on contractors/consultants

Question 5: Provide the numerical breakdown (count) by race/ethnicity of the contractors and consultants utilized by your department.

Division Response: These data are available through the Purchasing Department.

Does not collect demographic data on racial disparities among client populations

Question 11: Does your department collect data showing racial/ethnic disparities among the population you serve?

Division Response: No.

Division does not have strategies in place to ensure racial and thnic diversity of staff

Question 15: Does your department have strategies in place for ensuring racial/ethnic diversity of staff in recruitment and hiring processes?

Division Response: No.

Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings

Question 20: How does your department measure the effectiveness of its training on equity and institutional racism?

Division Response: N/A

Does not provide any specific or measurable standards for ensuring equitable practices

Question 23: Does your department measure the effectiveness of its efforts to improve racial equity?

Division Response: No.

Opportunities

Development of concrete equity standards and assessment processes

Develop and implement training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaborate with Equity Office and Equity Action Team to develop and implement specific accountability metrics for ensuring equitable practices

Threats

Lack of political will and/or commitment to principles of equity at any level of leadership can undermine the efforts of reformers within the department and partners in government and the community

High-profile incidents resulting in civilian harm or death undermine community equity-driven reform efforts and further erode community trust in APD reform commitments

Division training materials, including materials used in de-escalation trainings, contribute to culture of fear, mistrust between police officers and community members

SWOT Analysis: APD Recruiting Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects demographic data on division staff</p> <p>Collects some demographic data on contractors and consultants</p> <p>Collects some demographic data on cadet classes</p> <p>Conducts some test monitoring during cadet testing to prevent observable biases</p> <p>Hired civilian recruitment coordinator whose tasks include monitoring racial and ethnic distribution of cadets</p>	<p>Incomplete demographic data collection: contractors, consultants</p> <p>Does not collect data on demographic disparities among served population</p> <p>Does not provide specific, measurable processes for ensuring racial/ethnic diversity of staff</p> <p>Does not provide division-specific training, orientation, or onboarding specific to critical race issues</p> <p>Does not provide division-specific equity training, does not collect data or perform assessments on impact of at-large trainings</p> <p>Does not provide any specific or measurable standards for ensuring equitable practices</p>
OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>Lack of political will among APD leadership at many levels threatens meaningful change</p> <p>Failure to codify equity standards and accountability mechanisms makes it difficult to measure progress over time</p> <p>External pressure from political actors weakens community trust in APD commitment to equity principles</p>

Strengths

1. Collects demographic data on division staff (Q4)

Question:

Provide the numerical breakdown (count) by race/ethnicity of the staff in your department.

Division Response:

The Recruiting Unit currently has 27 employees (up to the rank of Commander). Whites make up 10 employees, African Americans make up 9 employees, and Hispanics make up 8 employees. This can be broken down further into 6 white males, 4 white females, 7 African American males, 2 African American females, 5 Hispanic males, and 3 Hispanic females.

2. Collects some demographic data on contractors and consultants (Q5)

Question:

Provide the numerical breakdown (count) by race/ethnicity of the contractors and consultants utilized by your department.

Division Response:

Stats (actual count): Ethnicity Not Disclosed (89), White (68), Asian (7), Hispanic (4), African American (3), Native American (2). Total 173

3. Collects demographic data on cadet classes (Q9)

Question:

Provide the numerical breakdown (count) by race/ethnicity of the clients your department serves.

Division Response:

Data for the last two hiring cycles: 140th cycle count: American Indian - 5, Asian - 42, African American - 201, Hispanic - 536, White - 742, Other - 32. 141st cycle count: American Indian - 4, Asian - 34, African American - 91, Hispanic - 287, White - 405, Other - 24

4. Conducts some test monitoring during cadet testing to prevent observable biases (Q22)

Question:

How does your department ensure departmental policies, practices, and programs do not adversely impact communities of color?

Division Response (excerpt):

During testing cycles, test scores of minority and women applicants are closely monitored to ensure that there is no evidence of adverse impact (4/5th's rule).

5. Hired civilian recruitment coordinator whose tasks include monitoring racial and ethnic distribution of cadets (Q24)

Question:

Describe the methods of measurement used (e.g., surveys) and provide a few examples of measures you track (e.g., Increase outreach to X community by X%)

Division Response:

The Recruiting Unit is always striving to forward cadet classes to the academy that are reflective of Austin's diverse communities. We recently hired a civilian Recruitment Coordinator. Part of her job duties is to keep stats on the ethnic makeup of classes entering in the academy and look for any changes in the data. If any changes are noted, unit leadership looks into this further to see where we are losing minority applicants during the hiring process.

Weaknesses

1. Inconsistent demographic data collection for contractors and consultants (Q5)

Question: Provide the numerical breakdown (count) by race/ethnicity of the contractors and consultants utilized by your department.

Division Response: Stats (actual count): Ethnicity Not Disclosed (89), White (68), Asian (7), Hispanic (4), African American (3), Native American (2). Total 173

2. Does not collect data on demographic disparities among served population (Q11, Q12)

Question: Does your department collect data showing racial/ethnic disparities among the population you serve?

Division Response: No, the Recruiting Unit does not.

3. Does not provide specific, measurable process for ensuring racial/ethnic staff diversity (Q16)

Question: Provide those strategies, and if applicable, include the venues and organizations where outreach occurs.

Division Response: The Recruiting Unit is always striving to maintain a diverse workforce that reflects the ethnic make-up of APD as well as the citizens of Austin. As evidenced above, the unit is very diverse (almost 1/3 representation per ethnic group). All departmental officers, to include African American, Asian, and Hispanic officers, are encouraged to work with the unit on special assignments to learn about the inner workings of the unit and to participate in Phase 1 testing with the hope they will apply to the unit when a vacancy announcement is posted. Having a diverse workforce in the Recruiting Unit is very important as we work to increase the diversity within APD.

4. Does not provide training, orientation, or onboarding specific to critical race issues (Q18)

Question: Does your department, on-board, orient, or train staff on critical issues related to equity and institutional racism?

Division Response: The Recruiting unit does not as a unit, but the department does offer various trainings on the topic through TCOLE mandated classes.

5. Does not provide division-specific equity training, does not collect data or perform assessments on impact of trainings (Q20)

Question:

How does your department measure the effectiveness of its trainings on equity and institutional racism?

Division Response:

N/A

6. Does not provide any specific or measurable standards for ensuring equitable practices (Q21)

Question: What are your department's greatest equity priorities? If they have not yet been formally established, take time now to think about and identify what equity priorities are most important to your department and include them here.

Division Response: The Recruiting unit strives to ensure that everyone who applies to be a police officer is treated fairly, professionally, impartially, and we are transparent with them throughout the hiring process. Members of the unit ensure that everyone who walks through our front door is treated the same. We are pulling for the applicants throughout the process and want everyone to succeed, as we need more officers on the streets to enhance community policing efforts.

Opportunities

1. Develop concrete equity standards and assessment processes.
2. Develop and implement training modules on critical race issues as part of recruiting, training, orientation and onboarding processes.
3. Collaborate with Equity Office and Equity Action Team to develop and implement specific accountability metrics for ensuring equitable practices.

Threats

1. Lack of political will and/or commitment to principles of equity at any level of leadership can undermine the efforts of reformers within the department and partners in government and the community.
2. Failure to codify equity standards and accountability mechanisms can make it difficult for internal and external evaluators to measure progress over time.
3. External pressure from political actors may threaten equity-driven initiatives and erode community trust in APD commitment to equity principles.

Community Response: Recruiting Division Equity Assessment Responses

The equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher. During interviews, community members expressed concerns over the Recruiting division's equity assessment responses. Community members cited a series of concerns, including the division's general lack of codified equity principles and lack of specific goals for improving equitable outcomes. Community members expressed overwhelming support for urgent reforms to APD's recruiting standards, as well as department-wide reforms and renewed commitments around equity, diversity and inclusion.

Conclusion, Context, and Insights

This report analyzes the responses provided by APD's Training and Recruiting Divisions to the City of Austin's Equity Assessment Tool and supporting evidence to evaluate each division's commitment to principles of equity. APD's Training Division does substantially less than most Austin divisions to advance the principles of equity. In fact, it is hard to identify any meaningful, measurable commitments to equitable outcomes when assessing the division's responses. The division's staff is not diverse and there are no specific or measurable standards for ensuring equitable practices in day-to-day operations. The academy continues to graduate cadet classes that do not reflect the communities most heavily policed by APD. Graduation rates for Black candidates are consistently lower than those of their white counterparts. Every racial group in Austin is underrepresented in APD's graduating cadet classes, except for white cadets, who are overrepresented when compared to the city's demographic makeup.

The lack of equity standards in the APD training division raises serious concerns that must be addressed by Austin city leaders, in consultations with community leaders, before commencing any new cadet classes. This is especially true considering the events that have unfolded in Austin this year, from the death of Mike Ramos to ongoing protests.

It is impossible to deliver this report without reflecting on the events taking place right now in cities across the United States, including Austin, in response to ongoing, systemic inequities and violence against Black, brown and poor communities by police forces; violations of international human rights standards by police forces; and the rapid militarization of local police forces. It is also essential that all parties reflect on the escalating police and military response to those demonstrations. Our communities, their governments, and their police agencies are at an important, historic decision point.

How can a community place trust in the commitments of APD leaders to *de-escalatory, anti-racist* training policies when its riot control officers are shooting unarmed Black demonstrators in the face at short range with rubber bullets and launching CS gas into crowds that include children and pregnant women? How does the community trust the commitment of police leadership to *de-escalatory, anti-racist* training policies when another unarmed Black man is

fatally shot by its officers in broad daylight in front of an exhausted community? How can community members build trust with police leaders who choose to leave as a unit during lunch at anti-racism workshops rather than break bread with the community members who have given their time freely to do the tremendous work of undoing systemic racism? Why does APD continually fail to graduate diverse cadet classes? These crucial questions arose from the community during interviews and conversations throughout this evaluation. Their honest criticisms provide critical citizen perspectives and a starting point for city leaders committed to building a more just and equitable Austin.

Appendix 1: APD Injury Data

Figure 5. APD Training Academy Injuries, 2015 - 2020

Nature of Injury	2015	2016	2017	2018	2019	2020
Absorption, Ingestion, Inhalation	11	5	11	4	3	0
Contusion	12	13	16	12	23	1
Concussion	0	1	0	1	0	0
Cut, Puncture, Scrape, Laceration	4	2	0	0	0	3
Dermatitis	0	0	0	21	5	0
Dislocation	0	0	0	0	1	0
Electric Shock/Taser	0	0	0	0	2	0
Foreign Body	0	0	0	0	1	0
Fracture	0	2	1	1	2	0
Hearing Loss	0	0	0	1	0	0
Heat Exhaustion	8	13	9	10	10	0
Inflammation	3	3	3	0	1	0
Laceration	2	4	3	1	5	0
Multiple Physical Injuries Only	0	5	2	4	5	0
Sprain/Strain	50	75	32	61	40	1
TOTALS:	90	123	77	116	98	5

Source: APD Data provided to the researcher by request

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.

Community + APD Equity Assessment Series:
Austin Police Department, Data Planning Division

Research and analysis provided by the Peace Mill

December 28, 2020



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Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”¹ The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with city departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step towards implementing those principles.

¹ Austin City Council Resolution 20150507-027

Analysis of Division Response to APD Equity Assessment Results

APD's Data Planning division has very few, if any, strategies and protocols in place to ensure racial equity. From hiring to community engagement, the division's responses to the equity assessment tool highlight a significant deficiency in the division leadership's knowledge of the principles of diversity, equity and inclusion. When asked about strategies for ensuring racial equity during the recruiting and hiring process, division leadership responded, "I'd prefer to hire diversity of thinking versus diversity of race," as if the two concepts are mutually exclusive. Division leadership did not provide specific, measurable practices or strategies related to equitable hiring practices. When asked to consider the relationship between the racial makeup of divisional staff and the community served by its work, division leadership responded, "I haven't thought about it to be honest. We do make efforts to have diverse hiring panels." While this intention is helpful and signals a willingness to learn, the division's responses indicate a general absence of specific strategies for ensuring equity in recruitment, hiring processes, community engagement, and other important areas.

The Data Planning division lacks specific strategies for ensuring equitable access to the data that it produces. While the division points to a large number of datasets offered through the City's Open Data Portal, the division's responses to the equity assessment tool indicate an absence of strategies for ensuring that data is accessible and understandable by Austin's residents. When asked about ensuring accessibility and understanding of its data, division leadership responded, "We don't have a process for determining reading level. All of our public facing documents are placed on either APD's public site or the City of Austin's Open Data Portal—I guess we assume since they can get to that, they have the ability to download, read, and consume our documents and datasets." This is precisely the type of assumption that inhibits widespread access and understanding of internal data. Government data is often written in language that is generally inaccessible to individuals without advanced knowledge of complex data, government jargon, and government processes. Division leadership goes on to say, "The number and complexity of our research projects, reports, and datasets has increased steadily over the past three years." This appears to be an admission of the complexity of the very data in question. The APD datasets available through the Open Data Portal contain variables and categories that are often undefined, and when asked during a meeting about a codebook for understanding the variable codings, which is not provided alongside the dataset online, division leadership provided a business card and instructed the researcher to send a request for the codebook directly through email. How is the average resident supposed to know the process for finding such a codebook? This lack of structured accessibility protocol inhibits residents from accessing and understanding the data provided by the division through the open data portal and would fail even the most basic test of transparency. Similarly, when addressing translation of data and reports into languages other

than English, the division fails to provide any evidence of active equity-driven strategies or protocols.

Community Perspectives on Division Responses to Equity Assessment Process

The ongoing equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher.

During qualitative interviews, community members expressed two primary concerns related to the Data Planning division: access to information and lack of translation. Community members expressed that they were unable to understand the process by which the division selects data for publication and unfamiliar with the process for accessing data on policing. For community members, APD data is difficult to understand, includes unexplained variables, and is written in the internal language of the Police Department, rather than language that is familiar to residents. Community members that participated in interviews believe that the division should make a stronger attempt to make data more accessible to individuals who are not well-versed in the language of the police department. Community members who participated in interviews also expressed frustration that APD data is not readily available in languages other than English. Community members correctly pointed out that negative outcomes related to policing are suffered disproportionately by communities of color, which includes immigrant communities. Community members expressed frustration that individuals whose primary language is not English seem overlooked by division leaders.

Recommendation: Develop and Implement Departmental Strategies and Requirements for Ensuring Equitable Outcomes in Hiring, Project Management, and Data Provision

APD's Data Planning division lacks clear and measurable strategies and protocols for achieving equitable outcomes. From hiring to data provision to community engagement, division leadership was unable to provide much evidence for a culture of diversity, equity and inclusion within the division. According to responses to the equity assessment tool, division leadership seems to rely on personal perceptions of diversity, rather than measurable, informed approaches to implementing equity standards. Division leadership should collaborate with the Equity Office

to develop and implement rigorous, measurable, community-informed equity standards that address hiring, community engagement, data accessibility, reporting, and other critical issues.

SWOT Analysis: APD Data Planning Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects demographic data on division staff</p> <p>Compiles data (including demographic data) on officer-involved shootings, traffic stops and other incidents that can be used for analysis by researchers, community organizations and members of the public</p> <p>Identifies the importance of improving gender-based data in self-assessment, although division systems at the time of self-assessment only recognized binary gender identity options (male/female)</p> <p>Attends and provides information at some community engagement events focused on equity-related issues</p>	<p>Lack of diversity among division staff</p> <p>Division does not provide demographic data on contractors/consultants or analysis of demographic data on contractors/consultants</p> <p>Division does not provide demographic data on racial disparities among client populations</p> <p>Division does not provide specific or measurable evidence of strategies to ensure racial and ethnic diversity of staff</p> <p>Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide any specific or measurable standards for strengthening or ensuring equitable practices</p> <p>Does not provide evidence of efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color</p> <p>Does not measure the effectiveness of efforts to improve racial equity (including budget)</p> <p>Does not provide translation of public documents, datasets, or other information into languages other than English</p> <p>Does not collect client satisfaction data (including demographic data)</p> <p>Does not provide evidence of efforts to engage specifically with marginalized communities</p>

OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>Lack of institutional and individual understanding among division leadership with regard to principles of diversity, equity and inclusion</p> <p>Lack of coherent plan or evidence of division's commitment to institutionalizing principles of diversity, equity and inclusion</p> <p>External pressure from political actors weakens community trust in APD commitment to equity principles</p>

Figure 1. SWOT Analysis of Community + APD Equity Assessment Process

Strengths

Collects demographic data on division staff

Compiles data (including demographic data) on officer-involved shootings, traffic stops and other incidents that can be used for analysis by researchers, community organizations and members of the public

Identifies the importance of improving gender-based data in self-assessment, although division systems at the time of self-assessment only recognized binary gender identity options (male/female)

Attends and provides information at some community engagement events focused on equity-related issues

Weaknesses

Lack of diversity among division staff

Division does not provide demographic data on contractors/consultants or analysis of demographic data on contractors/consultants

Division does not provide demographic data on racial disparities among client populations

Division does not provide specific or measurable evidence of strategies to ensure racial and ethnic diversity of staff

Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings

Does not provide any specific or measurable standards for strengthening or ensuring equitable practices

Does not provide evidence of efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color

Does not measure the effectiveness of efforts to improve racial equity (including budget)

Does not provide translation of public documents, datasets, or other information into languages other than English

Does not collect client satisfaction data (including demographic data)

Does not provide evidence of efforts to engage specifically with marginalized communities

Opportunities

Development of concrete equity standards and assessment processes

Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices

Threats

Lack of institutional and individual understanding among division leadership with regard to principles of diversity, equity and inclusion

Lack of coherent plan or evidence of division's commitment to institutionalizing principles of diversity, equity and inclusion

External pressure from political actors weakens community trust in APD commitment to equity principles

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third party independent researcher to analyze responses submitted by each APD division during the equity assessment process. The researcher used these responses, desk research, and interviews to produce a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, supporting analysis, and policy recommendations for each division. The goal of this research and purpose of this report is to provide reliable, third-party analysis that contributes to healthier, more equitable local governance.

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.

Community + APD Equity Assessment Series:
Austin Police Department
Internal Affairs and Professional Standards Division

Research and analysis provided by the Peace Mill

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Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”¹ The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with city departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable steps toward implementing those principles.

¹ Austin City Council Resolution 20150507-027

Analysis of Division Response to APD Equity Assessment Results

APD's Internal Affairs and Professional Standards division has few strategies and protocols in place to ensure racial equity. From hiring to community engagement, the division's responses to the equity assessment tool highlight a significant deficiency in the division leadership's ability to implement principles of diversity, equity and inclusion. Unlike other divisions, Internal Affairs and Professional Standards sources its staff from active APD employees, specifically sworn officers. This system of staffing limits leadership's ability to access a diverse candidate pool and binds the division to the outcomes of APD's Recruiting and Training Divisions. If the Training Division, which fails tremendously to implement the principles of equity, does not graduate diverse classes from its academy, Internal Affairs is, by extension, prohibited from accessing a diverse candidate pool. Perhaps more than any other example, this highlights the need for deep and systemic changes at APD.

Division leadership seems aware of the importance of diversity, equity and inclusion, but responses to the equity assessment verify that this awareness is not supported by systemic measures that ensure equitable outcomes. Division leadership points repeatedly to its relationship with the Office of Police Oversight, which should be supported and strengthened. Without internal processes and systemic changes, the partnership between IA and the OPO alone cannot fully address the division's inability to institutionalize the principles of diversity, equity and inclusion.

Community and Staff Perspectives on Division Responses to Equity Assessment Process

The ongoing equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher.

During qualitative interviews with community members, respondents expressed concern at the staffing system employed by Internal Affairs and Professional Standards. Similar concerns were expressed by an APD division leader interviewed as part of this evaluation. Respondents are concerned that the practice of rotating officers in and out of Internal Affairs incentivizes officers to "go easy" on their counterparts under investigation, either out of a sense of loyalty or a fear of retaliation. APD staff who expressed concerns over this issue identified the paramilitary nature

of the police department as promoting a culture of loyalty over principle. If officers are incentivized, or intimidated, to embrace loyalty, the department's stated commitment to creating more equitable outcomes will likely fail. Organizations that state commitments to equitable outcomes must prioritize those principles and implement organizational changes that prioritize those commitments and protect their underlying principles.

Recommendation: Collaborate with Equity Office to Develop and Implement a Long Term Action Plan for Ensuring Equitable Practices and Outcomes within Division

Evidence from the Internal Affairs and Professional Standards division's self-assessment, coupled with evidence gathered during qualitative interviews, confirms the absence of clear strategies for ensuring equitable practices and outcomes. Division leadership's responses to the equity assessment confirm that the division does not have clear strategies that foster a diverse and inclusive environment. Division leadership should collaborate with the Equity Office to develop and implement rigorous, measurable, community-informed equity standards that address hiring, community engagement, data accessibility, reporting, and other critical issues. By developing a long-term action plan that incorporates the division's strengths, addresses weaknesses, and takes note of opportunities and threats identified in this report, the Internal Affairs and Professional Standards division can begin to address its shortcomings and take measurable steps toward building a culture of diversity, equity and inclusion within its ranks.

SWOT Analysis: APD Internal Affairs and Professional Standards Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects demographic data on division staff</p> <p>Collects and provides demographic data on contractors/consultants</p> <p>Division consults with the Office of Police Oversight to provide public documents and data on complaints</p> <p>Consults with Office of Police Oversight to provide translation of some public documents into Spanish</p> <p>Participated in community forums with Office of Police Oversight</p>	<p>Staff diversity does not reflect Austin’s racial makeup (64% of employees are white; fewer than 50% of Austin residents are white)</p> <p>Division does not collect data on racial disparities among client populations</p> <p>Division does not have strategies in place to ensure racial and ethnic diversity of staff</p> <p>Does not provide division-specific equity training / does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide any specific or measurable standards for strengthening or ensuring equitable practices related to community engagement</p> <p>Does not provide evidence of strategies to prevent adverse effects of departmental policies, practices, and programs toward communities of color</p> <p>Does not measure the effectiveness of efforts to improve racial equity (including budget)</p> <p>Does not provide evidence of institutional strategies to ensure access, translation and readability of public documents</p> <p>Division does not provide evidence of direct efforts to engage specifically with marginalized communities</p> <p>Due to overall lack of diversity at APD, division struggles to diversify staffing</p>

OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>Failure of APD to recruit, train and graduate diverse cadet classes (prevents division from diversifying staff)</p> <p>Lack of clear strategies or evidence of division's commitment to institutionalizing principles of diversity, equity and inclusion</p> <p>External pressure from political actors weakens community trust in APD commitment to equity principles</p> <p>Structure and staffing model of division may impede fair and equitable investigations</p>

Figure 1. SWOT Analysis of Community + APD Equity Assessment Process

Strengths

Collects demographic data on division staff

Collects and provides demographic data on contractors/consultants

Division consults with the Office of Police Oversight to provide public documents and data on complaints

Consults with Office of Police Oversight to provide translation of some public documents into Spanish

Participated in community forums with Office of Police Oversight

Weaknesses

Staff diversity does not reflect Austin's racial makeup (64% of employees are white; fewer than 50% of Austin residents are white)

Division does not collect data on racial disparities among client populations

Division does have strategies in place to ensure racial and ethnic diversity of staff

Does not provide division-specific equity training / does not collect data or perform assessments on impact of equity trainings

Does not provide any specific or measurable standards for strengthening or ensuring equitable practices related to community engagement

Does not provide evidence of strategies to prevent adverse effects of departmental policies, practices, and programs toward communities of color

Does not measure the effectiveness of efforts to improve racial equity (including budget)

Does not provide evidence of institutional strategies to ensure access, translation and readability of public documents

Division does not provide evidence of direct efforts to engage specifically with marginalized communities

Due to overall lack of diversity at APD, division struggles to diversify staffing

Opportunities

Development of concrete equity standards and assessment processes

Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices

Threats

Failure of APD to recruit, train and graduate diverse cadet classes (prevents division from diversifying staff)

Lack of clear strategies or evidence of division's commitment to institutionalizing principles of diversity, equity and inclusion

External pressure from political actors weakens community trust in APD commitment to equity principles

Structure and staffing model of division may impede fair and equitable investigations, as IA officers are incentivized to protect one another, avoid retaliation by "going easy"

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third party independent researcher to analyze responses submitted by each APD division during the equity assessment process. The researcher used these responses, desk research, and interviews to produce a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, supporting analysis, and policy recommendations for each division. The goal of this research and purpose of this report is to provide reliable, third-party analysis that contributes to healthier, more equitable local governance.

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.

Community + APD Equity Assessment Series: Austin Police Department, Finance Division

Research and analysis provided by the Peace Mill

December 28, 2020



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Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”¹ The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with City departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Austin Public Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step towards implementing those principles.

¹ Austin City Council Resolution 20150507-027

Analysis of Division Responses to APD Equity Assessment Results

APD's Finance division has a diverse staff and its leadership provides thoughtful, intentional responses to the equity assessment process. Division leadership clearly identifies problems with institutional policies that prevent the police department from pursuing systemic racial equity. Like many other divisions, Finance does not receive institutional support to strengthen equitable outcomes. While the division is one of the few in its equity assessment cohort with a staff that generally reflects the racial demographics of Austin, this makes the division an outlier. The racial equity achieved within the division's staff is not reflective of any broad culture of diversity, equity, and inclusion. Rather, this parity is achieved because division leaders are aware of, and at least committed to addressing, the need for strong equity standards within the department.

The Finance division shares many of the shortcomings of its equity assessment cohort. Finance does not have specific, measurable strategies in place for ensuring equitable hiring or contracting practices. The division does not have a process in place for ensuring the prevention of adverse effects of their programming on marginalized communities. The division also lacks clear community engagement strategies, standards or measures for improving racial equity, strategies for measuring racial disparities among its clients.

Community Perspectives on Division Responses to Equity Assessment Process

The ongoing equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher.

During community interviews, respondents' primary concern addressed accessibility and readability of finance data. Community respondents were interested in understanding how APD spends taxpayer dollars, but finance documents are typically written for internal purposes, which can create barriers for those unfamiliar with APD's institutional language. Respondents indicated a need for more accessible documents and reports, written at a reading level that is accessible to larger sections of the general population. This need is reflected in the division's own self-assessment. Division leaders seem to be aware of the need for more accessible information and committed to achieving this goal. Community respondents were also concerned about the general lack of translation, as most APD data is only available in English, including finance data.

Recommendation: Collaborate with Equity Office to Develop and Implement a Long Term Action Plan for Ensuring Equitable Practices and Outcomes within Division

Evidence from the Finance division's self-assessment, coupled with evidence gathered during qualitative interviews, confirms the absence of clear strategies for ensuring equitable practices and outcomes. Division leadership's responses to the equity assessment confirm that the division does not have clear strategies to foster a culture of diversity, equity inclusion. The division's notable efforts to address some equity concerns is an encouraging sign, but those measures must be strengthened and codified. Division leadership should collaborate with the Equity Office to develop and implement rigorous, measurable, community-informed equity standards that address hiring, community engagement, data accessibility, reporting, and other critical issues. By developing a long-term action plan that incorporates the division's strengths, addresses weaknesses, and takes note of opportunities and threats identified in this report, the Finance division can build on its first steps toward building a culture of diversity, equity and inclusion within the division and influence major changes throughout APD.

SWOT Analysis: APD Finance Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects demographic data on division staff</p> <p>Division staff diversity reflects diversity of Austin's residents</p> <p>Division provides demographic data on contractors/consultants</p> <p>Openly addresses institutional policies that inhibit equitable outcomes (allowing contractors to opt out of providing staff demographic data)</p> <p>Provides thoughtful responses when asked to propose ideas for strengthening racial and gender equity within division, externalizes to APD as a whole</p> <p>Attends and provides information at some community engagement events focused on equity-related issues</p> <p>Identifies some division programming that make a targeted effort to provide programming in languages other than English</p> <p>Recently completed assessment of reading level of divisional documents, developing plan to increase access/readability</p>	<p>Division does not collect data on racial disparities among client populations</p> <p>Does not provide division-specific equity training / does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide specific, measurable strategies / indicators for ensuring equitable outcomes in hiring, contracting</p> <p>Does not provide measurable evidence of division-specific efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color</p> <p>Does not measure the effectiveness of division-specific efforts to improve racial equity (including budget)</p> <p>Does not collect client satisfaction data (including demographic data)</p> <p>Does not collect community engagement data that allows for equity analysis</p>

OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>External pressure from political actors weakens community trust in APD commitment to equity principles</p> <p>Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership</p>

Figure 1. SWOT Analysis of Community + APD Equity Assessment Process

Strengths

Collects demographic data on division staff

Division staff diversity reflects diversity of Austin's residents

Division provides demographic data on contractors/consultants

Openly addresses institutional policies that inhibit equitable outcomes (allowing contractors to opt out of providing staff demographic data)

Provides thoughtful responses when asked to propose ideas for strengthening racial and gender equity within division, externalizes to APD as a whole

Attends and provides information at some community engagement events focused on equity-related issues

Identifies some division programming that make a targeted effort to provide programming in languages other than English

Recently completed assessment of reading level of divisional documents, developing plan to increase access/readability

Weaknesses

Division does not collect data on racial disparities among client populations

Does not provide division-specific equity training / does not collect data or perform assessments on impact of equity trainings

Does not provide specific, measurable strategies / indicators for ensuring equitable outcomes in hiring, contracting

Does not provide measurable evidence of division-specific efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color

Does not measure the effectiveness of division-specific efforts to improve racial equity (including budget)

Does not collect client satisfaction data (including demographic data)

Does not collect community engagement data that allows for equity analysis

Opportunities

Development of concrete equity standards and assessment processes

Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices

Threats

External pressure from political actors weakens community trust in APD commitment to equity principles

Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third party independent researcher to analyze responses submitted by each APD division during the equity assessment process. The researcher used these responses, desk research, and interviews to produce a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, supporting analysis, and policy recommendations for each division. The goal of this research and purpose of this report is to provide reliable, third-party analysis that contributes to healthier, more equitable local governance.

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Community + APD Equity Assessment Series:
Austin Police Department, Human Resources Division

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Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”¹ The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with City departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Austin Public Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step towards implementing those principles.

¹ Austin City Council Resolution 20150507-027

Analysis of Division Response to APD Equity Assessment Results

APD's Human Resources division has a diverse staff and its leadership provides thoughtful, intentional responses to the equity assessment process. Division leadership clearly identifies problems with institutional policies that prevent the police department from pursuing systemic racial equity. Like many other divisions, Human Resources does not receive institutional support to strengthen equitable outcomes. While the division is one of the few in its equity assessment cohort with a staff that generally reflects the racial demographics of Austin, this makes the division an outlier. The racial equity achieved within the division's staff is not reflective of any broad culture of diversity, equity, and inclusion. Rather, this parity is achieved because division leaders are aware of, and at least committed to addressing, the need for strong equity standards within the department.

The division's responses to the equity assessment tool identify a series of opportunities for developing and implementing strategies for improving equitable outcomes. Like many APD divisions, Human Resources lacks division-mandated training on diversity, equity, and inclusion. Available trainings are voluntary. The division does have systems in place for assessing negative impacts of its policies and programs on marginalized communities, especially communities of color. While Human Resources collects impressive amounts of data and provides them in clear and understandable formats in response to the equity analysis tool, the division does not have a clear community engagement strategy, which can leave community stakeholders out of its decision making process and adversely affect communities of color and other marginalized communities.

Recommendation: Collaborate with Equity Office to Develop and Implement a Long Term Action Plan for Ensuring Equitable Practices and Outcomes within Division

Evidence from the Human Resources division's self-assessment, coupled with evidence gathered during qualitative interviews, confirms the absence of institutional strategies for ensuring equitable practices and outcomes. Division leadership's responses to the equity assessment confirm that the division is committed to the *ideas* of diversity, equity, and inclusion, but this is only one step of many. The division's notable effort to address some equity concerns is an encouraging sign, but those measures must be strengthened and codified. Division leadership should collaborate with the Equity Office to develop and implement rigorous, measurable, community-informed equity standards that address hiring, community engagement, data accessibility, reporting, and other critical issues. By developing and implementing a long-term, equity-focused action plan that incorporates the division's strengths, addresses weaknesses, and takes note of opportunities and threats identified in this report, the Human Resources division

can build on its first steps toward building a culture of diversity, equity and inclusion within the division and influence major changes throughout APD.

SWOT Analysis: APD Human Resources Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Division collects and provides demographic data on division staff</p> <p>Division collects and provides demographic data on contractors/consultants</p> <p>Division staff diversity reflects diversity of Austin's residents</p> <p>Division provides strategies for strengthening equitable outcomes in hiring processes</p> <p>Division provides propositions for strengthening equitable outcomes for staff</p> <p>Division provides some translation of public documents, datasets, or other information into languages other than English</p>	<p>Division does not collect demographic data on racial disparities among client populations</p> <p>Division does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide specific strategies or evidence of proactive efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color</p> <p>Does not measure the effectiveness of efforts to improve racial equity (including budget)</p> <p>Division does not currently collaborate with other city departments to advance racial equity in Austin</p> <p>Does not provide evidence of efforts to engage specifically with marginalized communities in budgeting process</p> <p>Participation in diversity, equity and inclusion trainings are voluntary for division staff</p>

OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of mandatory training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>External pressure from political actors weakens community trust in APD commitment to equity principles</p> <p>Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership</p>

Figure 1. SWOT Analysis of Community + APD Equity Assessment Process

Strengths

Division collects and provides demographic data on division staff

Division collects and provides demographic data on contractors/consultants

Division staff diversity reflects diversity of Austin's residents

Division provides strategies for strengthening equitable outcomes in hiring processes

Division provides propositions for strengthening equitable outcomes for staff

Division provides some translation of public documents, datasets, or other information into languages other than English

Weaknesses

Division does not collect demographic data on racial disparities among client populations

Division does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings

Does not provide specific strategies or evidence of proactive efforts to prevent adverse effects of departmental policies, practices, and programs toward communities of color

Does not measure the effectiveness of efforts to improve racial equity (including budget)

Division does not currently collaborate with other city departments to advance racial equity in Austin

Does not provide evidence of efforts to engage specifically with marginalized communities in budgeting process

Participation in diversity, equity and inclusion trainings are voluntary for division staff

Opportunities

Development of concrete equity standards and assessment processes

Development and implementation of mandatory training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices

Threats

External pressure from political actors weakens community trust in APD commitment to equity principles

Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third party independent researcher to analyze responses submitted by each APD division during the equity assessment process. The researcher used these responses, desk research, and interviews to produce a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, supporting analysis, and policy recommendations for each division. The goal of this research and purpose of this report is to provide reliable, third-party analysis that contributes to healthier, more equitable local governance.

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.

Community + APD Equity Assessment Series:
Austin Police Department, Victims Services Division

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December 28, 2020



THE PEACE MILL
RESEARCH AND COMMUNICATIONS

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Background: Equity Office and Equity Assessment Tool

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In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Austin Public Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step towards implementing those principles.

¹ Austin City Council Resolution 20150507-027

Analysis of Division Response to APD Equity Assessment Results

APD's Victims Services division performs a critical role and engages with thousands of Austin residents who are predominantly persons of color. With limited resources, the division makes a strong effort to communicate with its clients in multiple languages. Its staff is more diverse than some of its equity assessment cohort divisions, though staffing demographics do not fully reflect the demographic makeup of the division's clients in the community. The division does not have firm strategies in place to ensure a diverse staff or equitable hiring processes.

Like many APD divisions, Victims Services does not mandate division-specific training on diversity, equity and inclusion. Staff do voluntarily attend a wider variety of equity-driven training, mostly through UT's School of Social Work. However, the lack of mandated equity training reflects the wider trend at APD, with most divisions in this equity assessment cohort using ad hoc practices and relying on individual voluntary engagement with these critical learning opportunities.

Community Perspectives on Division Responses to Equity Assessment Process

The ongoing equity assessment of APD incorporates a unique community feedback mechanism in the form of a series of direct dialogues between APD representatives and community members. The series of meetings is informally known as Community + APD, or C+APD. The C+APD meetings provide an opportunity for community members to review APD responses to the Equity Assessment Tool, ask clarifying questions, request data and other information, and otherwise offer direct community input. Many C+APD participants, including APD staff, officers, community leaders and residents participated in semi-structured, qualitative interviews with an independent researcher.

Community respondents who participated in qualitative interviews focused primarily on Victims Services' need for expanded translation capabilities. Respondents highlighted the broad diversity of languages spoken by victims of crimes in Austin. Respondents also highlighted the disparate impact that crime has on non-English speaking communities, including refugee and immigrant communities. Community members pointed to these disparities as evidence that APD must prioritize translation services as a high priority in any strategies for improving equitable outcomes created by its community programming. This concern reflects the responses of the division's leadership, highlighting widespread agreement that translation and equitable access must drive decisions and not continue to exist as an institutional afterthought.

Recommendation: Collaborate with Equity Office to Develop and Implement a Long Term Action Plan for Ensuring Equitable Practices and Outcomes within Division

Evidence from the Victims Services division's self-assessment, coupled with evidence gathered during qualitative interviews, highlights a unique need to prioritize translation services, access to information, and innovating community engagement strategies. The division's leadership expresses a desire to strengthen diversity among its staff and equity in the services it provides to clients, but like many divisions, Victims Services lacks clear strategies for ensuring equitable practices and outcomes. Division leadership should collaborate with the Equity Office to develop and implement rigorous, measurable, community-informed equity standards that address hiring, community engagement, data accessibility, translation services, and other critical issues. By building on the knowledge of equity possessed by many of the division's staff, which includes many social workers, Victims Services can help the department build and sustain a culture of diversity, equity and inclusion that will have positive external effects for other divisions, community clients, and the City of Austin writ large.

SWOT Analysis: APD Victims Services Division Equity Assessment Responses

STRENGTHS	WEAKNESSES
<p>Collects demographic data on division staff</p> <p>Division collects and provides demographic data on contractors/consultants</p> <p>Division collects some demographic data on clients served</p> <p>Division consults with Department of Public Health in equity-based discussions</p> <p>Attends and provides information at some community engagement events focused on equity-related issues</p> <p>Provides some resources to clients in languages other than English, recognizes importance of expanding translation to meet needs of diverse client base</p> <p>Engages in some community engagement events, provides Spanish translation at events</p>	<p>Division staff diversity loosely reflects Austin demographics but does not reflect the demographics of client communities, which are predominantly communities of color</p> <p>Division does not collect demographic data on racial disparities among client populations</p> <p>Division does not have specific or measurable strategies in place to ensure racial and ethnic diversity of staff</p> <p>Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings</p> <p>Does not provide any current specific or measurable standards for strengthening or ensuring equitable practices (leadership expresses interest in making changes)</p> <p>Division does not currently assess reading level of written materials, other information</p> <p>Division does not have specific or measurable strategies in place to prevent adverse effects of departmental policies, practices, and programs toward communities of color</p> <p>Does not measure the effectiveness of efforts to improve racial equity (including budget)</p> <p>Division does not collect client (community members, crime victims) satisfaction data</p>

OPPORTUNITIES	THREATS
<p>Development of concrete equity standards and assessment processes</p> <p>Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes</p> <p>Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices</p>	<p>External pressure from political actors weakens community trust in APD commitment to equity principles</p> <p>Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership</p> <p>Lack of institutional commitment to adequate translation services at APD threatens division's specific and tremendous need to communicate in many languages other than English</p>

Figure 1. SWOT Analysis of Community + APD Equity Assessment Process

Strengths

Collects demographic data on division staff

Division collects and provides demographic data on contractors/consultants

Division collects some demographic data on clients served

Division consults with Department of Public Health in equity-based discussions

Attends and provides information at some community engagement events focused on equity-related issues

Provides some resources to clients in languages other than English, recognizes importance of expanding translation to meet needs of diverse client base

Engages in some community engagement events, provides Spanish translation at events

Weaknesses

Division staff diversity loosely reflects Austin demographics but does not reflect the demographics of client communities, which are predominantly communities of color

Division does not collect demographic data on racial disparities among client populations

Division does not have specific or measurable strategies in place to ensure racial and ethnic diversity of staff

Does not provide division-specific equity training, does not collect data or perform assessments on impact of equity trainings

Does not provide any current specific or measurable standards for strengthening or ensuring equitable practices (leadership expresses interest in making changes)

Division does not currently assess reading level of written materials, other information

Division does not have specific or measurable strategies in place to prevent adverse effects of departmental policies, practices, and programs toward communities of color

Does not measure the effectiveness of efforts to improve racial equity (including budget)

Division does not collect client (community members, crime victims) satisfaction data

Opportunities

Development of concrete equity standards and assessment processes

Development and implementation of training modules on critical race issues as part of recruiting, training, orientation and onboarding processes

Collaboration with Equity Office and community to develop and implement specific accountability metrics for ensuring equitable practices

Threats

External pressure from political actors weakens community trust in APD commitment to equity principles

Lack of high-level institutional commitment at APD to measurable equity standards threatens to undermine political will of current divisional leadership

Lack of institutional commitment to adequate translation services at APD threatens division's specific and tremendous need to communicate in many languages other than English

Research Methods

To ensure transparency and accountability, the Equity Office contracted a third party independent researcher to analyze responses submitted by each APD division during the equity assessment process. The researcher used these responses, desk research, and interviews to produce a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, supporting analysis, and policy recommendations for each division. The goal of this research and purpose of this report is to provide reliable, third-party analysis that contributes to healthier, more equitable local governance.

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.

Community + APD Equity Assessment Series: Community Engagement Process Evaluation and Recommendations

Research and analysis provided by the Peace Mill

December 28, 2020



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Acronyms

APD: Austin Police Department

C+APD: Community + APD (the informal name of the meetings between community and APD)

COA: City of Austin

EAT: Equity Action Team

SWOT: Strengths, Weaknesses, Opportunities and Threats, a type of analysis framework

Summary

This report assesses the pilot phase of the Community + APD initiative, a series of meetings organized and facilitated by the City of Austin Equity Office as part of its equity assessment of the Austin Police Department. In 2019, the City of Austin's Equity Office engaged the Austin Police Department in an uncommon strategy to address systemic inequities in policing. As local governments across the country struggled to address growing tensions between underserved, overpoliced communities and city police departments, the Equity Office invited the Austin Police Department and collection of community members to a series of important dialogues on equity and policing. This report assesses the strengths and weaknesses of the Community + APD initiative and provides a series of recommendations for improving future meeting series.

As part of the City's equity assessment process, APD staff and officers, community leaders, and Austin residents gathered together for a series of dialogues, during which community members could engage directly with APD representatives. The discussions centered around each division's responses to the Equity Assessment Tool and were designed to add a level of community accountability to the equity assessment process. While some community participants were associated with the Equity Action Team, others in attendance were unaffiliated residents.

Over the course of many weeks, community members and APD staff and officers engaged in direct, facilitated conversations on hiring practices, victim service provision, data collection, use of force training, and a host of other issues related to equity and policing in Austin. At each meeting, participants sat together over a locally prepared meal, co-created ground rules for the discussions, and proceeded through approximately two hours of facilitated discussion.

Community members led the discussions by asking questions related to each division's Equity Assessment Tool responses. APD division representatives, including sworn and civilian staff, responded to community members' questions in two main formats:

- Rotating small group discussions:
 - Divisions sit at separate tables with 3-5 community members

- Community members ask questions, division representatives respond, dialogue
- After an allotted time, community members rotate to new division tables
- Professional facilitator manages process, engages groups at random
- Static large group discussion:
 - Questions are sourced one at a time from assembled community members
 - APD responds to questions one at a time, dialogues with community members
 - Professional facilitator manages process, allocating specific times for APD responses and community followup questions

The report that informed this report includes several measures designed to assess the strengths and weaknesses of the pilot series of Community + APD meetings. To produce this report, the Equity Office engaged a local, third-party researcher to assess the pilot program and make recommendations for improving the process. This research included observation of Community + APD discussions, desk research (project documents, feedback forms and related reports), and a series of in-person, qualitative interviews. Interview respondents included APD staff and officers, community leaders, independent residents, and Equity Office staff.

Respondents were overwhelmingly supportive of the Community + APD initiative. Most offered recommendations for strengthening the program, but all respondents agreed that the Community + APD program was a worthwhile investment of community, City of Austin and APD resources. The Community + APD meetings created an uncommon mechanism for direct resident accountability and the multidimensional meeting structure facilitated a variety of group dynamics. Equity Office staff leveraged the Equity Action Team's deep community roots to recruit a broad spectrum of community participants. Despite a volatile political climate, Community + APD participants gathered each week and honored the contract that they had drafted together, engaging in a constructive and respectful dialogue.

This report's findings indicate a need for increased institutional support for the Community + APD initiative. City leaders should provide expanded resources to address shortcomings identified during the program's pilot phase. Interview respondents from all groups agreed that future participants would benefit from a more in-depth training/onboarding process, including informative sessions on the structure and history of APD, the equity analysis process and other topics that would facilitate more productive discussions. This report also offers a series of detailed recommendations based on the interview responses of Community + APD participants. These recommendations include:

- additional training + onboarding + relationship building sessions
- increased budgetary support
- incentive packages for Community +APD initiative community members
- codified equity assessment standards at APD
- implementation of guidelines for increased cohesion and engagement
- development of equity liaison role within APD to facilitate assessment process

During a time of unprecedented public mobilization and often hostile rhetoric on issues of equity and policing, the Community + APD initiative provides an opportunity for peaceful, constructive dialogue between representatives of the police department and the communities that they are sworn to serve. City leaders should provide increased support to ensure that the Community +APD initiative can play a role in the equity assessment process for all APD divisions. Through increased support for this hopeful initiative and broader institutional backing for equity-driven change across city government, Austin's leaders can take a small step down the narrow path toward mending the deep wounds caused by decades of systemic oppression and structural directed toward Black, Latinx, Indigenous, immigrant, refugee, LGBTQ+ and other historically marginalized communities who live, work, and worship in Austin.

Background: Equity Office and Equity Assessment Tool

In 2015, the Austin City Council passed resolution 20150507-027, directing the City Manager to “provide resources for a working group to gather information for improving health outcomes of infants, mothers and other members of the community.”¹ The resolution called on this working group to begin the process of addressing and alleviating the decades-long impact of Austin’s historic and systemic racism. This working group comprised what eventually would be known as the Equity Action Team (EAT). The EAT includes residents, community leaders, representatives of nonprofits that provide services in Austin, organizers, advocates, and activists.

In 2016, the City of Austin formally created the Equity Office, to provide “leadership, guidance, and insight on equity” and “to build and sustain a culture of equity across the city.” Under the guidance of the Chief Equity Officer, the EAT and Equity Office staff developed and launched the City of Austin’s Equity Assessment Tool. This tool uses quantitative and qualitative methods to assess City departments and projects to ensure equitable outcomes for all of Austin’s residents. Equity Office staff work with City departments to complete the tool, which includes questions about departmental demographics, hiring practices, strategies for equitable decision making and a series of other equity measures. Upon completion of this first step, departmental responses are sent to the Equity Office’s partner organizations, the Center for Place-Based Initiatives, which conducts a Strengths/Weaknesses/Opportunities/Threats (SWOT) analysis. Equity Office staff then collaborate with departmental staff to develop and implement an equity action plan. Each equity action plan is specific to the department participating in the assessment.

In 2017 and early 2018, the Equity Office piloted the Equity Assessment Tool with a small, voluntary cohort of departments: Austin Public Health, Austin Public Library, Parks and Recreation, Austin Water, Human Resources, Economic Development, Public Works, and Austin Transportation. This pilot program garnered international acclaim from the Open Government Partnership (OGP), an international organization that promotes transparency, civic participation, accountability, and good governance. In its 2018 assessment of the City of Austin’s

¹ Austin City Council Resolution 20150507-027

OGP commitments, OGP’s Independent Reporting Mechanism (IRM) awarded the Equity Assessment Tool with “Starred Commitment” status, indicating a significant advance in open government principles and a measurable step towards implementing those principles.

Community + APD Meeting Series: Background

In 2018, Austin’s City Manager supported the expansion of departmental equity assessments and mandated that all City departments complete the process. The second equity assessment cohort included the Austin Police Department, an immense organization with 2,646 employees divided among 48 divisions. Due to the department’s size and input from the community, Equity Office staff determined that it would benefit the process, the community and the police department to directly engage community members and APD employees in a series of dialogues over several months in 2019 as part of APD’s equity assessment process. These meetings were generally referred to as “Community and APD.” For the purposes of this report, the meeting series is referred to interchangeably as Community + APD or C+APD.

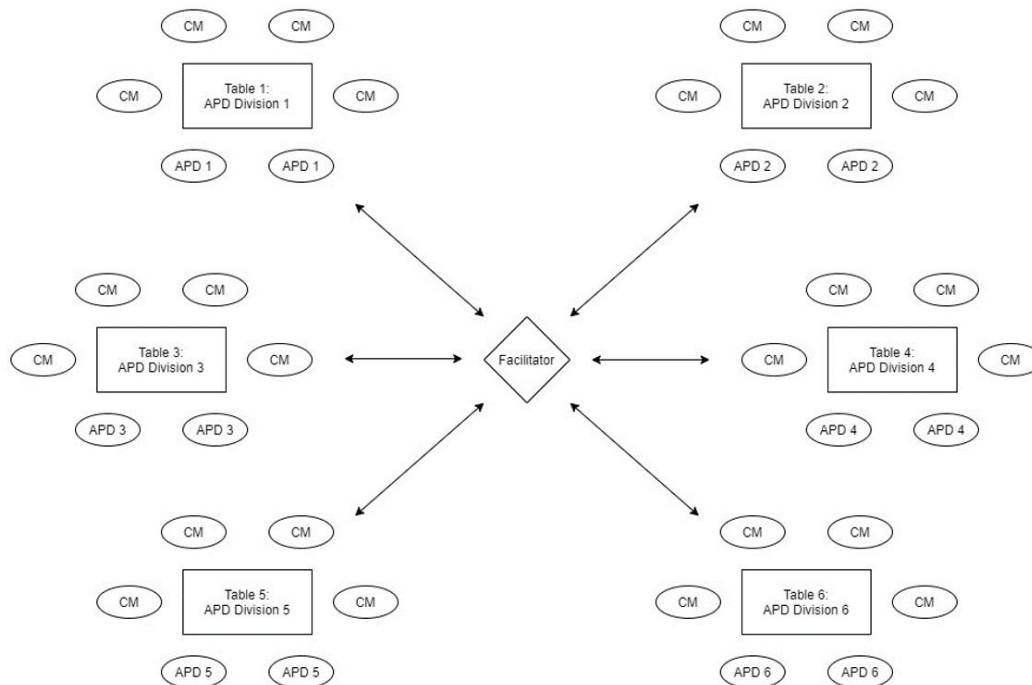
Community + APD Meeting Series - Overview and Structure

The pilot series of C+APD meetings involved seven APD divisions: Recruiting, Training, Finance, Internal Affairs and Professional Standards, Human Resources and Administration, Data Planning, and Victims Services. During the C+APD meeting series, meetings took one of two structures: small group discussions based on division or large format discussions, during which each division presented.

Small Group Format. During the first segment of meetings, participants met in small groups, with several community members gathering around a table with representatives from a single APD division (see Figure 1). Representatives from each division responded to community members’ questions, which were generated in response to answers from APD’s equity assessment. After division representatives answered initial questions, community members and APD engaged in dialogue to clarify answers, seek and provide further information, and address community concerns related to each division’s responses. After a period of time, the C+APD

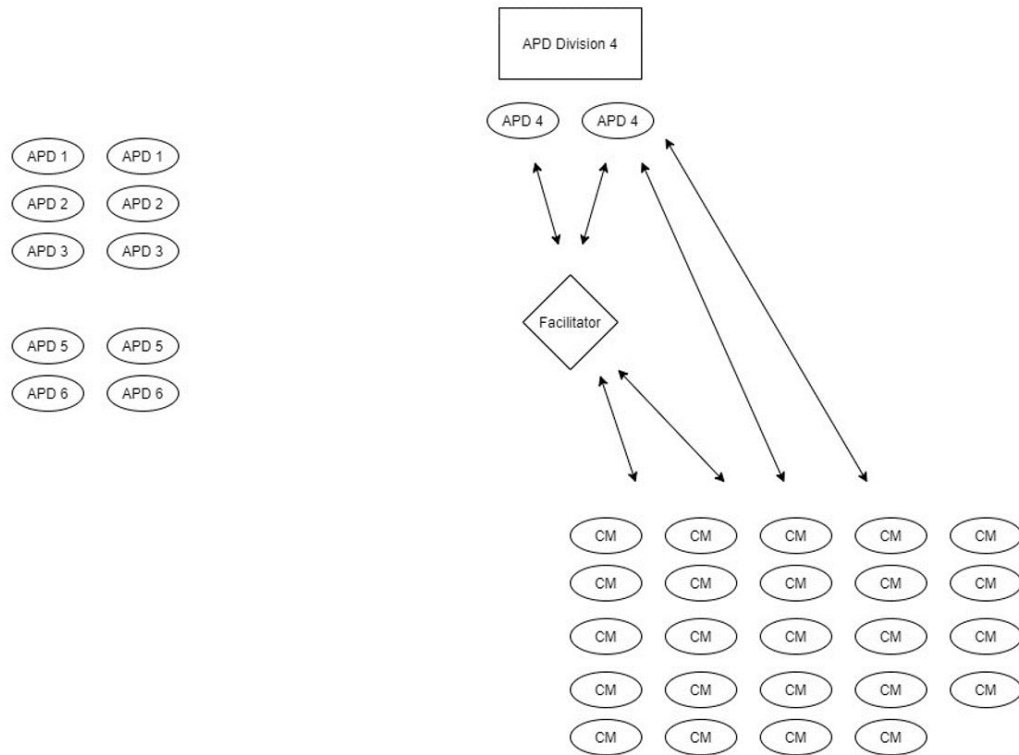
facilitator directed the community groups to rotate and join different division tables, repeating the dialogue process several times until the meeting was concluded.

Figure 1. Discussion Structure 1: Community + APD Equity Assessment Process



Large Group Format. In addition to the roundtable discussions, C+APD participants discussed APD equity assessment responses in a large group format (see Figure 2). Under this arrangement, rather than separating community members into small groups, community members remained gathered in a single, large group. Community questions were presented to APD division leaders one at a time, with an allotted period for discussion afterward. After the allotted time had elapsed, APD divisions rotated and the discussions continued until the meeting was concluded.

Figure 2. Discussion Structure 2: Community + APD Equity Assessment Process



To ensure transparency and accountability, the Equity Office contracted a researcher to attend C+APD meetings, observe interactions between participants, conduct qualitative interviews with participants, and produce recommendations for improving the C+APD equity analysis process.

The goals of this research and purposes of this report are to:

- Identify common themes expressed by participants
- Analyze the C+APD program's strengths, weakness, opportunities and threats
- Generate actionable, evidence-driven recommendations for future meetings

Since August 2019, the researcher tasked with producing this report has completed the following research activities:

- Community + APD meeting attendance and observation
- Desk research
- Semi-structured, qualitative interviews with C+APD participants

This report draws equally from the researcher's observations, background research and interview responses. During C+APD meetings, the researcher observed interactions between participants to identify common themes, obtained direct feedback from participants and documented the meeting structure and other details. Participant interviews included Equity Office/C+APD staff, Austin community members, and APD staff and sworn officers. Interviews were semi-structured and tailored to participant roles. While some questions were posed to all participants, APD staff and officers were asked questions that related directly to their role, work, experiences, and perspectives as members of APD. Similarly, community members were asked questions that related directly to their experience and perspectives as community members.

Interviewees self-selected into the study group. After the C+APD meeting series concluded, Equity Office staff provided the researcher with a contact list of C+APD meeting participants, both community members and APD. The researcher invited all C+APD contacts to participate in

an initial survey. Those who responded to the survey were invited to participate in a longer, qualitative interview. The researcher conducted twelve semi-structured interviews, during which respondents were asked a series of prepared questions. Upon completion of the prepared questions, the researcher asked participants to offer general thoughts, recommendations and general responses to the C+APD experience. Interview participants included APD staff and officers (5), community members (4) and Equity Office staff (2). Due to the sensitive nature of the interviews, concerns about possible retaliation toward respondents, and a desire to create a safe space where respondents could offer their unfiltered perspectives, the researcher anonymized the respondents. To this end and for the purposes of this report, respondents are described as APD employees, community members, or equity office staff. Any language that may indicate the identity of specific respondents has been intentionally omitted from this report.

Results

The organizers and participants of the C+APD undertook a difficult task with relatively little precedent. The pilot series of C+APD meetings provided a strong baseline upon which Equity Office staff can build future meeting series. While interview respondents offered a host of recommendations for improving the experience, each participant expressed overall satisfaction with the program. Equity Office staff increased accountability by engaging a wide range of community perspectives and including an evaluation mechanism. The C+APD facilitator varied the meeting structure, allowing participants to engage with one another in multiple formats, including small group and large presentation settings. City staff successfully recruited community participants with a range of perspectives, and participants honored a contract to engage in respectful, constructive dialogue.

Figure 3. SWOT Analysis of Community + APD Equity Assessment Process

Strengths	Opportunities
Strong buy-in from community, APD staff/officers and city staff	Strengthening citizen oversight mechanisms, reinforcing community dialogues
Direct community engagement provided by meeting structure provided increased transparency and accountability	Development and implementation of C+APD training curriculum
Multi-dimensional meeting structure increased opportunities for dialogue	Increased budgetary support to Equity Office for resources, staffing, translation services
City staff recruited broad spectrum of community participants	Incentive programs to strengthen community participation
City staff and facilitator created a “graceful space” - participants honored group contract	Development of standard equity assessment process within APD
Weaknesses	Threats
Lack of resources and incentives limits engagement	External pressure from political actors and political climate may influence participants
Community members and APD lacked comprehensive training, sufficient preparation	Fear of retaliation, other threats increase attrition and decrease participant engagement
Time constraints limit opportunities to build trust between community and APD	High profile incidents may influence participant engagement
Absence of accountability metrics makes it difficult to measure equity-related outcomes	Systemic, institutional racism threatens to prevent high level changes
Participants did not clearly understand goals or intended outcomes	Failure to codify equity standards and assessment processes weaken institutional memory

Through their discourse during meetings and their survey and interview responses, C+APD participants highlighted a litany of positive experiences, opportunities for improvement, moments of confusion, challenges, frustrations and hopes. This report synthesizes their ideas into an abbreviated SWOT analysis, highlighting the C+APD initiative’s strengths, weaknesses, opportunities, and threats. These are outlined in Figure 3 above and the bulleted lists below.

Strengths

- Strong buy-in from community members, APD and staff
- Direct community engagement and evaluation increase transparency and accountability
- Multi-dimensional meeting structure increased dialogue
- City staff recruited broad spectrum of community perspective
- “Graceful space” - participants honored group contract

Weaknesses

- Lack of resources and incentives limits engagement
- Community members and APD lacked comprehensive training, sufficient preparation
- Time constraints limit opportunities to build trust between community and APD
- Absence of accountability metrics makes it difficult to measure equity-related outcomes
- Participants did not clearly understand goals or intended outcomes

Opportunities

- Strengthening citizen oversight mechanisms, reinforcing community dialogues
- Development and implementation of training curriculum
- Increased budgetary support to Equity Office for resources, staffing, translation services
- Incentive programs to strengthen community participation
- Development of standard equity assessment process within APD

Threats

- External pressure from political actors and political climate may influence participants
- Fear of retaliation, other threats increase attrition and decrease participant engagement
- High profile incidents may influence participant engagement
- Systemic, institutional racism threatens to prevent high level changes
- Failure to codify equity standards and assessment processes weaken institutional memory

General Recommendations

Due to widespread support from community members, APD employees and City officials, the researcher recommends that city officials extend the Community + APD meeting series and include a series of C+APD meetings as part of each cohort of APD divisions' equity analysis process. While the pilot series of meetings accomplished a great deal of progress, the researcher has included the following list of recommendations to improve the C+APD process and the overall experience of C+APD participants. These recommendations are designed to represent participant voices by synthesizing the collective needs expressed during meetings, surveys and interviews.

Recommendation 1: Develop a training workshop that briefs participants on equity principles, equity analysis tool and process, APD systems and C+APD goals

Most interview respondents expressed a general lack of understanding of the overarching goals or intended outcomes of the C+APD process. Equity Office staff should develop and incorporate one full day or two half days of training for all C+APD participants that includes:

- Equity principles and frameworks
- History of Equity Office and equity assessment tool
- Equity assessment process: guidelines for implementation
- APD organizational history, systems, structure and processes
- C+APD process, goals, intended outcomes, and process

Recommendation 2: City officials should reallocate a portion of the public safety budget to the Equity Office to ensure the success and sustainability of future C+APD meeting series.

The Community + APD pilot program achieved remarkable results while operating with significantly constrained resources. City officials should increase budgetary support to the Equity Office to directly support the expansion of the C+APD initiative. The Equity Office should include specific funding for the expansion of C+APD in future budget requests, and City officials should honor these requests as a commitment to the community members engaged in

these critical dialogues. These resources should be reallocated from the public safety budget as an earnest investment and symbol of commitment to improving APD's relationship with the community.

Recommendation 3: To increase participation and mitigate attrition, officials should develop an incentive package for community participants who are attending as independent residents.

Community members struggle to participate in important initiatives such as the C+APD program. Many economic factors, including the cost of transportation and the lack of childcare, prohibit residents from participating in the C+APD initiative. To increase access to meetings and enrich the discussions with the voices and lived experiences of Austin residents, City leaders should fund the development of incentive packages for resident participants. These packages can include:

- Stipends to cover travel and participation costs
- Childcare services for families
- Translation services for non-English speaking participants
- Additional services or incentives that may increase engagement

Recommendation 4: To foster trust, APD officers and staff should attend meetings in business casual or casual "civilian dress" and should arrive at meetings unarmed.

Community members, APD staff and sworn officers all identified a need for increased trust between participants. During interviews, many respondents agreed that the mere presence of a police officer's tactical gear, especially an officer's service weapon, can make community members less likely to engage in a difficult, honest dialogue and generally make community members feel less comfortable. All C+APD participants should take measures to increase trust and foster a comfortable meeting space. APD leadership should direct all armed officers participating in the C+APD program to arrive in casual clothing and to attend meetings unarmed.

Recommendation 5: Officials must codify APD equity standards and assessment processes.

APD division leaders undertook varied approaches when completing the equity assessment process. Some division leaders collaborated with staff to provide comprehensive, quantitative answers to the assessment tool's list of questions. Other division leaders completed the assessment without input from other staff. In interviews, APD staff highlighted a lack of clear direction from APD leadership for completing the equity assessment process. By co-creating equity assessment standards with support from the Equity Office and codifying those standards as department-wide protocol, APD leadership can better support division leaders and ensure assessment results that are measurable, accurate and actionable.

Recommendation 6: Create an equity liaison role, overseen by the Equity Office, to ensure continual support and accountability for all APD divisions as they address inequities.

During interviews, APD participants expressed support for additional guidance during the equity assessment process. Most divisions and division leaders lack the additional time needed to learn and implement the equity tool well. City officials should create and fund an equity assessment liaison, a role housed outside of the police department to ensure independence. This individual would oversee the implementation of a systemic, department-wide equity assessment process. As new cohorts of divisions complete the assessment process, this equity liaison would provide support, guidance, and oversight of division leaders and their teams. The liaison would ensure that each division's equity analysis gathered measurable evidence and produced actionable results. The independence of this role, and of any positioning ensuring accountability to equity standards, is absolutely critical.

A note on Recommendation 6: Many public agencies assume that symbolic hiring will solve issues of organizational racism. Simply creating an equity officer (or similar administrative role) within the police department will not solve the systemic issues facing APD. Creating such a role within the police department would provide the opportunity for current leadership to evade its own obligations to serious reforms. Before any new positions are created within APD, the

agency must address the deep systemic and cultural problems that have been brought to light during recent events and during the C+APD meetings.

Conclusion, Context, and Insights

This report provides a series of achievable recommendations that comprise a single first step toward a stronger, more equitable relationship between the communities of Austin, Texas, and the privileged individuals who are sworn to serve those communities. These recommendations include increased financial and staffing support for the C+APD community dialogue series, actionable guidelines for APD employees to help build trust with community members, and codified equity standards to ensure deep systemic and cultural change at APD.

It is impossible to deliver this report without reflecting on the demonstrations taking place right now in cities across the United States, including Austin, in response to ongoing, systemic abuse and violence against Black, brown and poor communities by police forces; violations of international human rights standards by police forces; rapid militarization of local police forces; and cultures of racism, sexism, and homophobia among American police agencies. It is also essential to reflect on the ongoing police and military response to those demonstrations. How can a community place trust in the commitments of APD leaders to *de-escalatory, anti-racist* training policies when its riot control officers are shooting unarmed Black demonstrators in the face at short range with rubber bullets and launching CS gas into crowds that include children and pregnant women? How does the community trust the commitment of police leadership to *de-escalatory, anti-racist* training policies when another unarmed Black man is fatally shot by its officers in broad daylight in front of an exhausted community? How can community members build trust with police leaders who choose to leave as a unit during lunch at anti-racism workshops rather than break bread with the community members who have given their time freely to do the tremendous work of undoing systemic racism? These crucial questions arose from the community during interviews and conversations throughout this evaluation. Their honest criticisms provide critical citizen perspectives and a starting point for City leaders committed to building a more just and equitable Austin.

About the Researcher

Raymond W. Weyandt is a public policy researcher and graduate student at the Lyndon B. Johnson School of Public Affairs at the University of Texas at Austin (UT). He currently serves as research program manager for Innovations for Peace and Development, an international development research lab at UT. Raymond also leads IPD's Reimagining Safety and Security team. His research focuses on policing/public safety, national security, migration, open government, equity and human rights. In 2018, Raymond conducted the inaugural assessment of the City of Austin's Open Government Partnership (OGP) commitments on behalf of OGP's Independent Reporting Mechanism. He is the co-author of a forthcoming chapter on open government strategies for local governments and recently co-authored a comprehensive report on Mexico's migratory policies for Beyond the Border, a research project directed by the Robert S. Strauss Center for International Security and Law's Central America and Mexico Policy Initiative. In 2017, Raymond founded the Peace Mill, which provides research and communications support to local nonprofits and other organizations. He currently serves as the Peace Mill's research director.



Racial Inequities and Institutional Racism:

A Report Submitted to
The City of Austin Equity Office
and
The Austin Police Department



Joyce James Consulting
Equal Treatment Does Not Lead To Equity

November 2020

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EXECUTIVE SUMMARY

Introduction

Joyce James Consulting, LLC (JJC) prepared this report for the City of Austin (City) Office of Equity (OOE). The OOE engaged JJC to help identify racial inequities within the Austin Police Department (APD) and develop immediate and prolonged strategies to eliminate them. Key components of the scope of work addressed by this report include a documentation review relevant to APD and racial disparities; survey of the APD climate and culture to include selected interviews; facilitation of the Groundwater Analysis® training and debrief for APD leadership; and work with the APD and OOE to develop the strategies and objectives based on the findings from the documentation review, interviews, training, and debrief.

The mission of JJC is to support organizations, institutions, systems and communities in developing a racial equity lens to recognize institutional and structural racism as the root cause of racial inequities in all systems. By assisting in the development of organizational cultures that actively engage in sustainable strategies to eliminate racism, JJC works to improve systemic outcomes for all populations.

JJC has decades of unique experience and proven success in reducing systemic racial disproportionality and disparities. Using the Texas Model for addressing racial inequities as an analytical framework and the Groundwater Analysis of Racial Inequities, JJC's work focuses on the intersectionality of racial inequities and deeply rooted institutional and structural racism.

Theories of Action

The success of the Texas Model, pioneered by Joyce James, is attributable to three theories of action: transformative learning, critical race theory (CRT), and adult learning.

Transformative learning is the "process of experiential learning, critical self-reflection, and rational discourse that can be stimulated by people, events, or changes in contexts that challenge the learner's basic assumptions" (Brown, 2006). Through transformative learning, key leaders and critical stakeholders will develop new learning that constructs and appropriates critical shifts in interpreting quantitative and qualitative data and information on racial inequities (Taylor, 2008).

Relative to transformational learning, key features of the critical race theory will serve to enhance and inform equity strategies. CRT argues that "racism and other forms of oppression are central to the experience of people of color and dominant ideologies justify the status quo/structural oppression and must be challenged" (DeMatthews, 2016).

Finally, the adult learning theory, in this context, means "making" or building "knowledge construction" in a way that fosters "critical reflection...essential for transformative learning" (Merriam, 2008). Leadership learning must take place using strategies that promote reflection, discussion, and action.

Background

The APD is a quintessential twenty-first century urban law enforcement organization. With more than 2,600 sworn and civilian personnel, the APD operates inside a densely populated city core and citizenry of nearly one million. Like many urban U. S. cities, the APD data show decades of racial disparities. That is, the known differences in how APD officers interact with people in communities of color.

City leadership is demanding change and voice a commitment, "...to implementing policy and cultural changes to address the disproportionate impact of police violence on people of color and other affected communities." To this end, the OOE and APD are working to make institutional and structural racism, which may be invisible to some, consciously aware to all. The ongoing, intentional and deliberate effort now underway by the APD is critical to moving beyond a somewhat singular emphasis on the bias, prejudice, and bigotry of racism at an individual level to a deeper more systemic analysis of the APD policies, practices and procedures that contribute to racial inequities and a culture that may be at work to keep them in place.

Methodology

Documentation Review

The documentation review reflects a national context when appropriate. While the OOE engaged JJC prior to the death of George Floyd and subsequent protests in Austin and across the country, racial strife in our country is not new nor is the racial strain between the police and the citizens (Brown, 2020; also see NPR on History of Policing in America).

The documentation review was inclusive of the following reports and documents:

- *Austin Police Department Independent Investigation Fact Investigation (referred to as the “Tatum Report”)*
- *Analysis of Austin Police Department’s Racial Profiling Report, January 2020*
- *The Science of Policing Equity*
- *Austin Police Department Annual Racial Profiling Report (Years 2006-2017)*
- *Community Policing Advancement in Austin*
- The APD Response to the Joint Report
- APD Training Academy Review and Strategic Plan

Interviews

To further examine the current APD institutional culture, JJC conducted interviews with individuals and small groups of internal and external stakeholders. These groups included civilian and sworn staff, affinity groups, the Office of Police Oversight, the OOE, and community members. It should be noted that throughout this report, where possible, the comments of interviewees are verbatim. However, because sessions were not recorded, some verbiage may have been missed. Additionally, when the interviewee/respondent could be identified by their comments, those comments were summarized to maintain the confidentiality of the process.

APD Climate Assessment Survey

To further assess the current APD culture about race and equity, both civilian and sworn staff completed a racial equity assessment. The entire survey can be found in Appendix A and specific responses are provided in the appropriate sections of this report.

“A Groundwater Analysis of Racial Inequities” Training

JJC conducted a two-day Groundwater Analysis workshop for APD sworn and civilian leadership, representatives of the equity office, and members of the community on September 24-25, 2020 (Appendix C). JJC pre- and post-training surveys and an evaluation were completed by participants. The initial evaluation responses from many participants were that “this is the best training we have ever had” and post-training surveys confirm a significant and positive shift in their understanding of institutional and structural

racism and the impact on the racial inequities that exist within APD culture. Complete analysis of participants’ responses on the surveys and evaluation are provided in Appendix D this report.

Analytical Framework—Texas Model for Addressing Racial Disproportionality and Disparities (2010)

Developed in 2010, the Texas Model for Addressing Racial Disproportionality and Disparities (Texas Model) has been found to effectively reduce racial inequities and improve outcomes for all populations in Texas (James, et. al., 2020). The Texas Model, described below, serves as the analytical framework for the JJC APD recommendations in this report.

- Data-driven strategies: regularly collect, research, analyze, and evaluate data in line with a racial equity approach
- Leadership development: grow both systems and community leaders that are courageous and grounded in a racial equity approach
- Culturally competent workforce: develop workforce that reviews and examines its work through an anti-racist and humanistic lens
- Community engagement: recognize strengths of grass roots community, hear its ideas, and include it throughout process
- Cross systems collaboration: share data, training, and dialogue with systems, institutions, and agencies that serve the same populations
- Training defined by anti-racist principles: train ourselves and partners in principles that ensure we work at cultural and institutional levels
- An understanding of the history of institutional racism and the impact on poor communities and communities of color: develop common analysis of racism and history that led to current outcomes

Documentation Review—General Conclusions

Tatum Report

Interviews and surveys tended to support the Tatum report allegations of internal negative issues at APD regarding race, gender, and sexual orientation. Interviewees regarded the handling of the report as generating a lack of trust and a view that specific action would not be taken to remediate the problems. Survey data indicated that African Americans were less satisfied

with the workplace climate related to promotion, complaints, and fairness than Hispanics/Latinxs and Whites. Women were more dissatisfied than men along these survey dimensions.

Police Profiling

National and local data indicate that a higher percentage of African Americans, and Latinxs were stopped, cited, arrested, and searched than Whites, even when other factors were considered (e.g., visibility of occupant). It is also on the rise. Three reports responding to the profiling data were reviewed. This, as well as interviews, and survey data on attitudes toward race, gender, and sexual orientation converged to paint a picture of an institutional culture that lacks accountability at the leadership level in responding to repeated complaints about racism, gender, and sexual orientation. Interviews with management indicated their awareness of the report findings as did community members. Survey data on attitudes toward race indicated that African Americans generally were in less agreement with APD's tolerance toward race, institutional and structural racism, non-discriminatory practices, and their ability to raise questions and provide solutions along these lines. The findings were acknowledged by the Chief of Police and his response to the recommendations in the profiling report are elaborated verbatim in Response 3 to the profiling report. We also recommend as part of the data analysis above in the Texas Model that police profiling should contain a thorough verification and clear, transparent reporting of whom they stop, and should require a more comprehensive analysis (e.g., causative factors such as poverty, race community, crime, dispatching, etc.)

Use of Force

The sources of information reviewed converge on use of force being, in part, racial. The 2016 Austin data clearly show that force and force severity is disproportionately used on African Americans, even when other neighborhood demographic characteristics such as poverty and crime are considered. National data on police shootings show that African American men and women, and Latino men and Latina women are far more likely to be killed than White men and women. APD reported twelve cases with Officer involved shootings for the year, with five ending in fatalities. All five were minorities. The survey indicated that most respondents are aware of the police reports contained in this document, including profiling

and the use of force. Interviewees suggested more consistent use of body cameras and training that focuses on examining socialized attitudes and assumptions that have led to fear on the part of the police to communities of color. Recommendations included greater specification of force and shooting incidents in reports (to include the mentally ill) and increased training on de-escalation.

Police Training

The report on training by Dr. Villanueva was consistent with the survey in this report as were the interview comments. These lined up with national information. Weaknesses were found throughout the system and included the structure, culture, curriculum, and teaching effectiveness. The paramilitary format and less attention to different learning styles and community policing were found to lead to greater attrition. Moving from a warrior mindset to a guardian mindset was one of the stronger recommendations as was more diverse recruiting and greater discussion on the criteria for rejection (e.g., credit scores, financial status). These sentiments were echoed in interviews along with the need for resolving complaints by recruits, better mental health and trauma training, improved recruitment of more officers of color and women (national data also reflect this), diversity of instructors and materials presented, more information on institutional/structural racism, mentorship, and developing a better career path for recruits. Recommendations included transformation to an adult learning model, more attention and awareness of racial issues, and community placements for cadets to help build relationships in the community.

Community Policing

National data, local interviews and survey data all confirm that community policing in Austin could be improved. In particular, the information suggests that the community itself should have a much more active role in building a partnership and working in collaboration with the police in their communities. The national data suggest what community policing could be, how it could affect legitimacy, and satisfaction on all participants and even crime. However, there are three obstacles that impede these goals: (1) the lack of time on the part of the police and lack of trust in them, (2) the lack of empowerment of the marginalized communities to have a true partnership with the police, and (3) over-policing these communities. African American survey

respondents were less likely to endorse the current effectiveness of community policing than Whites or Hispanics/Latinxs.

Recommendations

The following JJC recommendations outline the proposed APD strategies to reduce and ultimately eliminate racial inequities, institutional racism, including gender and sexual orientation within its systems and improve outcomes for all populations.

Data Driven Strategies

- Examine data on the attrition rates of Blacks and develop new strategies for recruitment and retention.
- Use data to inform and obtain input from internal and external stakeholders to develop a new and bold out of the box community policing model in a real community engagement process.
- Assess the capacity of new and existing staff to examine old attitudes, assumptions, and stereotypes about race, gender, and sexual orientation.
- Create a clearly defined roadmap with appropriate metrics, benchmarks, and milestones that define and gauge progress.
- Verify that police profiling ensures clear and transparent reporting of whom they stop and undergo a more comprehensive analysis (e.g., causative factors such as poverty, race, community, crime, dispatching, etc.).

Leadership Development

- Demonstrate a higher level of accountability for creating a visible anti-racist institutional culture at all levels of leadership within APD.
- Take steps to create a short-term career ladder to hire/promote a critical mass of African Americans in leadership positions, including Commanders and Assistant Chiefs.
- Require representatives from the executive team, including internal affairs, the union, and all affinity groups to participate in regular and ongoing leadership development sessions to intentionally expand their racial equity lens and build their capacity to contribute to reducing inequities and improving outcomes for all.
- Review employment policies and practices through a racial equity lens, especially as they relate to promotions, transfers,

and hiring disqualifiers. For example, consider allowing second chances for bad credit, eviction, and so forth.

- Include in the field training officers program opportunities to ensure that new officers transfer their academy training to the field regarding racial equity. For example, explore including “ride-alongs” in the community as a part of the academy training.

Culturally Competent Workforce

- Add racial equity training (Groundwater Analysis) to (a) supervisor training class; (b) the 40-hour officer re-certification class; (c) academy instructor training; and (d) existing cadet academy diversity training. **The Groundwater Analysis training is TCOLE approved for credit for diversity training.**
- Utilize the Groundwater Analysis workshop for racial equity training with leadership and staff at all levels that includes a focus on understanding institutional and structural racism that has led to socialized attitudes and assumptions resulting in fear on the part of the police in communities of color and leading to more arrests, shootings, and fatalities.
- Develop a timeline for training all APD staff and special units in the Groundwater Analysis.

Community Engagement: a four staged process

- Implement the JJC Community Engagement Model (Appendix B).
- Develop, in collaboration with APD and TPOA, a mentoring program for African American cadet populations who have been impacted by institutional and structural racism.
- Invite individuals and community groups no longer engaged with APD back to the table.
- Demonstrate transparency in regularly communicating with internal and external stakeholders.
- Develop specific strategies to hear voices from all segments of the community, e.g. homeless, LGBTQ(IA+), inclusive of black trans women.

Cross Systems Collaboration

- Collaborate with City of Austin's departments and other systems that are making decisions that impact APD's work, e.g. education, housing, health/mental health, CPS, and financial institutions.
- Develop strategies that result in optimal collective impact on internal and external communities.
- Convene an information sharing summit that includes

all of the various groups that are working to develop plans that impact APD e.g. Reimagine Austin.

Training Defined by Anti-Racist Principles

- Develop a formalized process for all new cadets to engage with the communities that experience the most disparate treatment in relationships with APD, as part of their training.
- Make it clear on the front end of hiring and throughout the system that there is zero tolerance for racism.
- Examine and remove any materials, videos, etc. that stereotype Black men as being more criminal.

An Understanding of the History of

Institutional Racism and the Impact on Poor

Communities and Communities of Color

- Develop processes during ongoing JJC strategic planning sessions to monitor, measure, evaluate, and make visible, the strategies for addressing the long history of racism that has continued to create and perpetuate less than desirable outcomes for internal and external stakeholders.
- Apply a deeper awareness and sensitivity to Black culture in the hiring process.
- Develop strategies to eliminate excessive use of force while at the same time considering the common goal of APD's desire for officers to go home after every shift, and the community's desire for their loved ones to come home after being stopped by the police.
- Use the true history of policing to raise the awareness of all APD officers and staff about the lingering effects of racism.

Quick Wins

1. Circulate an agency-wide communication from the Chief utilizing the consultant's report as a vehicle for opening lines of internal communication, acknowledging mistakes, and making the commitment to lead the work of creating an anti-racist institutional culture in APD. (This will be ongoing, but it can start right away.)
2. Provide Groundwater Analysis workshop to APD recruiters and training officers in advance of the next cadet class.
3. Based on positive response, prioritize Groundwater Analysis training at all levels of APD, with a specific focus on those areas with the greatest need for immediate training, based on the very

positive response to the recent workshop.

4. Identify in collaboration with APD communications, various opportunities to share and discuss this report with the community and obtain their feedback on the recommended strategies.
5. Begin planning for a specific community engagement initiative with residents of a Patrol Sector to be identified with input from community stakeholders, assigned officers, and Affinity Groups such as TPOA, that will focus on building trust and opportunities for a new and effective model of community policing
6. Incorporate recommended strategies for working with TPOA into this framework to ensure consistency in working from an analysis of institutional racism and through a racial equity lens.
7. Engage and utilize the voices of community members involved in the Groundwater Analysis workshop, debrief, and strategy session to work with APD in regaining the trust of the community and to ensure their ideas do not get lost in the process.



DOCUMENTATION REVIEW AND ANALYSIS

The Tatum Report

Review of the Report

The Tatum Law firm was hired by the City Manager (City of Austin) on November 15, 2019 to conduct an independent investigation as to the validity of allegations of discrimination and misconduct *within* the Austin Police Department. Three of the complaints filed with the Office of Police Oversight were anonymous and two of the allegations were filed by Commander Jason Dusterhoft.

The Tatum Report listed the following complaints and allegations to be investigated:

The first anonymous complaint was filed against Assistant Chief Newsom and Chief Manley. It alleged that Assistant Chief Newsom had been using the “n---” word to describe African Americans for over a decade and his conduct was evidenced by text exchanges which Chief Manley was aware of. There was also an amendment to this anonymous complaint filed alleging that Assistant Chief Newsom was notified of the complaint against him for racist behavior before the investigation began, allowing him to retire and receive full retirement pay. Next, an anonymous complaint was filed regarding an anti-gay environment within APD, alleging Chief Manley supported the anti-gay mindset of Assistant Chief Gay in advocating the use of gay conversion therapy. Last, allegations were raised by Commander Jason Dusterhoft during his arbitration hearing which includes twelve instances of criminal or APD violations (7 allegations and 5 examples of disparate treatment or attempted retaliation) which he states were reported by him directly and to Assistant City Manager Rey Arellano. He also filed a complaint alleging failure to comply with subpoenas issued to Chief Manley, Chief of Staff Gay, Assistant Chief Newsom, and Assistant Chief Chacon for testimony or production of documents related to his arbitration hearing.

Ms. Tatum was not able to substantiate these allegations, and after numerous attempts and interviews, she was unable to obtain documents and evidence pertaining to the complaints under investigation. Some evidence was outside of the 180 Day rule and

therefore not applicable and other documents were not able to be located by APD. Among the 74 interviews performed by Tatum Law, twenty of those individuals asked to be anonymous. There were several conclusions made by Ms. Tatum's team after conducting these interviews. One, there was a high level of fear of retaliation among active duty officers and unsworn staff. Second, there was an exceptionally low degree of expectation by these individuals that any investigation would reveal the truth based on past experiences. Last, there were doubts to the sincerity of City leadership to enforce changes necessary for APD to improve practices.

The theme of retaliation is evident throughout the interviews. These interviews also exposed how inconsistently complaints and officer misconduct are handled. The current policy allows for these matters to be resolved or dealt with in several different ways by different departments. Currently, the complaints or misconduct have the option to be handled by a direct Supervisor, Assistant Chief, Chief of Police, or Internal Affairs. Tatum Law advised that a “more uniform application of policy would result in more predictable and suitable outcomes.” This will also help to prevent a discriminatory process in relation to disciplinary action. As an alternative, Tatum Law suggests APD address these reports through several avenues, including improved education, training, restructuring, re-assignment, and removal if necessary. In relation to the way officer conduct is handled, Tatum Law identified two policies in need of possible reform, the 180 Day Rule and the Meet and Confer Agreement.

Some other areas for improvement were pointed out through challenges faced by Tatum Law during their investigation. Another area where improvement was needed was with the Department's file management and retention system. Many documents requested in the investigation were not able to be located by APD. Also, Tatum Law suggests that “further training as it pertains to management training, and unconscious bias, racial, and cultural sensitivity training would be helpful to improve the current culture in the Department.” Also, developing policies around the use of department issued property and equipment is necessary. A good start would be by implementing an electronic communications Code of Conduct and possibly an off duty social media policy. Finally, to provide further insight into the challenges that were presented from this investigation, Tatum



Law suggests it would be useful to gather more information to help identify trends within APD. Tatum Law feels this information “will enable City leadership to continue with a more focused direction of its mission of undoing racism as it pertains to APD.”

Overview of the Report Recommendations

- Reevaluate the 180 Day Rule
- Reevaluate the Meet and Confer Policy
- Train all personnel on awareness of cultural sensitivities and racism
- Improve file management and retention
- Establish an electronic communications code of conduct
- Apply more uniform policies surrounding disciplinary actions

Key Observations/Comments from Interviews

- Through numerous individual and group interviews, JJC confirmed the Tatum report finding that some officers were reluctant to respond to consultants' questions. But others were transparent and forthcoming. Those who spoke freely opined that others were reluctant because they have seen no results after speaking with previous consultants and completing numerous surveys.
- Several high-ranking officers also expressed frustration with the Tatum report because they would have preferred more specific examples and strategies for addressing the disparities described.
- Throughout the Tatum interviews, reports by various ranking officers of different genders and races revealed that racist and sexist name calling, and the use of derogatory terms is persistent within the department. Many also expressed frustration that when reports of discrimination are made, there is no action, or they are held in excess for 180 days and then disregarded. Both officers and civilian staff interviewed expressed concern that complaints filed are handled unfairly and almost certainly comes with retaliation.
- The vast majority of JJC interviewees agreed with the Tatum findings listed above, which resulted in a lack of trust at APD, both internally and in terms of public image in the community. Many cited poor communications among employees as a contributing factor to mistrust. Some also said that employees who talked to the media not only lacked support but were victims of retaliation. In addition, a “code of silence” after the Newsome incident

contributed to low morale. This mistrust has led to a view that the “Fifth Floor” supports the Union more than sworn officers.

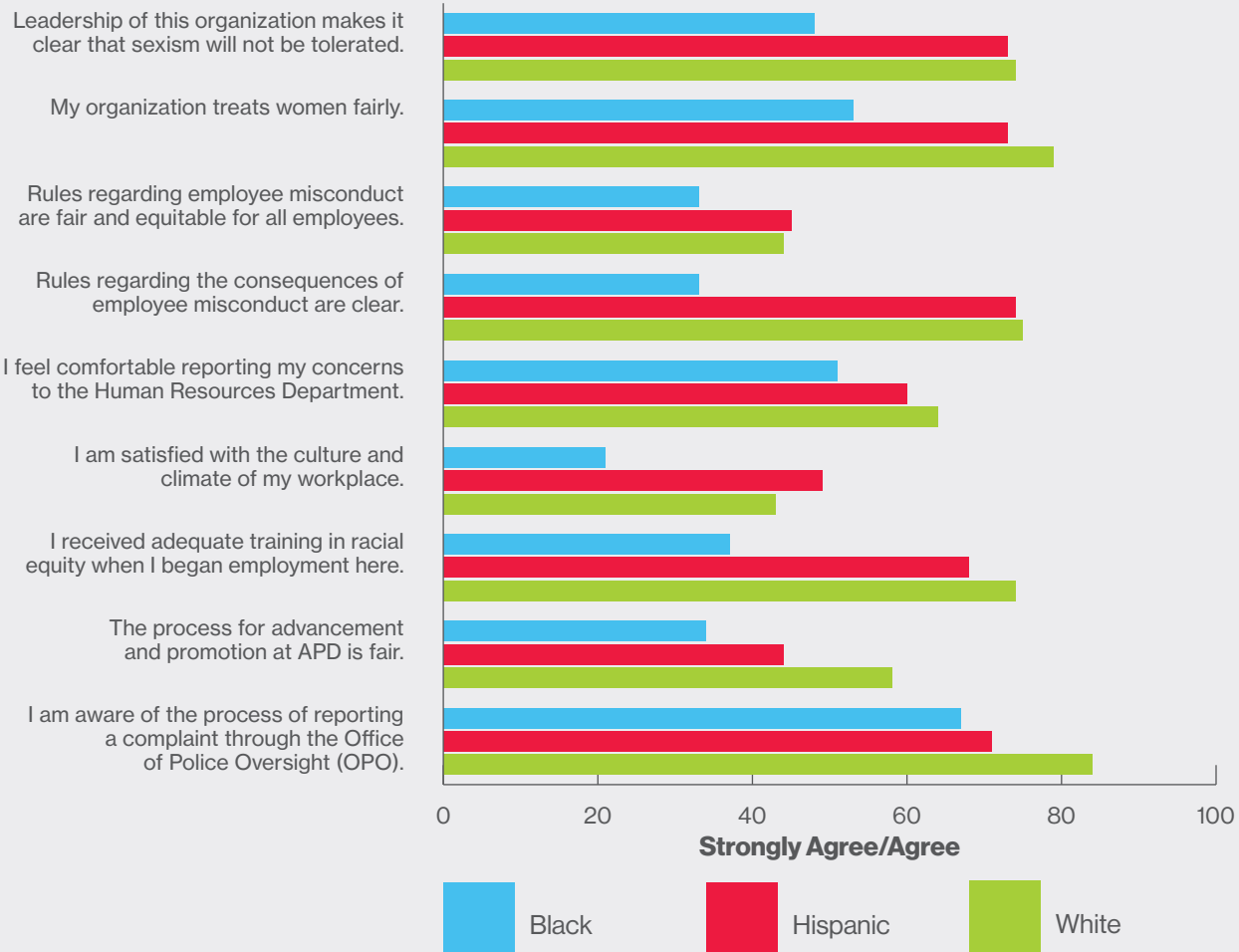
- The Tatum Report recommended that the Department's file management and retention system be improved.
- When Tatum Law requested documents regarding evidence of disciplinary action, they were told they could not be found. With maintaining a more consistent file system the City could conduct audits assuring compliance with disciplinary policies.
- They felt that racial incidents were “swept under the rug” due to a poor management system. Others noted that the file management system is extremely antiquated; that paper files are kept in filing cabinets, and that files are not separated by race.
- Technology, such as more advanced forensics, is needed and should stay with APD because some aspects are only available to officers.
- Other systems that are automated do not talk to each other, making file retrieval cumbersome and time-consuming at best, especially when files are needed from multiple systems.
- Chief Manley took the lead on responding to the Tatum report, even though many of the charges were against him. The response and recommendations were pushed to the side or forgotten about. They didn't talk to HR.
- To achieve the cultural change necessary in the present climate, APD leadership at the top must have the political acumen, courage, strength, and awareness to get it done.
- The current structure of Human Resources is multilayered and limits effectiveness. One area needing improvement is more of a focus on what an individual should do if treated unfairly. Re-aligning divisions does nothing to address bias and racism.
- The Tatum report noted lack of defined professional development or career path.
- Some indicated that it is difficult for civilians and women in law enforcement.
- Women feel ignored at meetings and left out. As a civilian, they're treated as lower level employees. They feel like they are not part of the team.

Survey Data

There are eight survey questions that address directly or indirectly, issues related to the Tatum report. They are shown in the figure below. The responses range from an average of 2.86 to 4.06 on a five-point scale. (See Appendix A)

Figure 1: Internal Organizational Issues by Race/Ethnicity

SURVEY QUESTION



Survey responses reflect that the experiences of White and Hispanic men are mostly positive and differ significantly from that of Blacks and Women.

Most notably, shown in Figure 1, Hispanic/Latinx and White respondents report more agreement with the climate of the workplace, equity training, fair advancement and promotion, the process for advancement, comfort reporting complaints and concerns, and the fairness of the rules than African American respondents. It is noteworthy that females do not think the organization treats women fairly compared to males. Moreover, females have somewhat less agreement with all internal organizational issues than men

These difference as they relate to the experiences of women and Blacks in APD, align with the overall findings in this report ..

The Joint Report on Racial Profiling, Responses and National Data Austin Data

The Office of Police Oversight, the Office of Innovation and Equity Office issued a joint report on racial profiling (2020). That report contained information about motor vehicle stops, arrests, citations, warnings, and searches. The data were broken down by race/ethnicity and for the years 2015 to 2018. The figure above displays a summary of the data for 2018 because, with one exception, (fewer warnings for Hispanics/Latinxs) the pattern over the years is quite similar. Relative to their percentages in the driving age population, a higher percentage of African American drivers receive a higher percentage of stops, warnings, citations, and arrests than White drivers. They are followed by Hispanics/

Latinxs and Asians, relative to Whites. Warnings generally occur more to the West side of Austin and arrests more to the East side.

The telling difference between warnings vs. arrests in West and East Austin could suggest to some, a difference in driving habits of the minority communities on the East side. However, national data on differences in traffic stops at night vs. daytime suggests that the warning data and the very large differences in arrests between African Americans, and Hispanics/Latinxs compared to Whites are race related. The Austin data itself tell a similar story. Discretionary vs. non-discretionary stops resulting in citations or arrest in Austin

suggests racial profiling (Goff, Obermark, LaVigne, Yahner, & Geller, 2016). Findings (shown in "Racial Profiling A") indicate higher officer discretionary stops and arrests for African American than White or Hispanic/Latinx drivers. Finally, data on stops, searches and resulting search/findings suggest race is a significant factor. Findings from APD's Racial Profiling Report indicate that traffic stops resulting in searches are higher for African Americans and Hispanics/Latinxs than Whites, relative to the percent driving age. Further the 4% difference in search/finding rates between African Americans and Whites does not explain the 41% difference in searches. Though less pronounced, the findings are similar for Hispanics/Latinxs vs.

Racial Profiling A: 2018 Percent of Racial/Ethnic Groups Profiled in Relation to Percentage in Population



*Data from Joint Report on Racial Profiling Charts 1, 2, 3 & 4

Whites. In addition, the Austin data from Goff and his colleagues (2016) indicate a higher search rate for African Americans than young Hispanics/Latinxs relative to Whites (more so when the race was known) but similar search/finding rates for the three groups.

As a final note in this profiling section we show below in the figure that traffic stops have risen over the years for African Americans and Hispanics/Latinxs.

Overview of Recommendations

- Acknowledge that racial disparity exists and is worsening.
- Gain community trust and decrease racial disparity in all

aspects of the report (traffic stops, arrests, citations, searches, use of force) yearly to arrive at zero racial disparity by 2023.

National Data

A large nationwide study is consistent with the Austin data and provides more context. Pierson and his colleagues (2020) found that African Americans were more likely to be pulled over for a traffic stop than Whites (over 100 million stops were assessed), yet this difference disappeared at night (the darker the sky, the less the disparity). Further, searches occurred less often for Whites, though they were more likely to be found with drugs than African Americans and Hispanics/Latinxs. Interestingly, where and when marijuana

Racial Profiling B: Traffic Stops by Race/Ethnicity 2015-2018



*Data from Joint Report on Racial Profiling Report Chart 1

had been legalized for recreational use, the search threshold was higher for Whites. Other studies have found similar results for stops, searches, results of searches, and arrests (see references at the end for the original article or the policing and profiling link in a Balco 2020 article in the Washington Post for more information).

Key Observations/Comments from Interviews

- Most executive staff/management at APD are aware of the racial profiling data and acknowledged these disparities existed and are worsening.
- A small number of officers indicated that they had not seen instances of racism at APD and when asked about profiling specifically, thought that officers making traffic stops were doing so appropriately.
- In recruiting, there are those who look for ways to disqualify people. They take pride in ruling them out. They are comfortable making disparaging comments about women and Blacks. This has been going on for a long time.
- See APD Response to Racial Profiling below for citizen responses and more APD responses.

Responses to the Report

Response 1

January 14, 2020, Police Chief Manley submitted to City Manager Cronk, a memorandum that “unequivocally acknowledged that racial disparities are prevalent throughout many aspects of our City, including police enforcement actions.”

This document listed the steps that had been taken to address the disparities within APD’s purview over the last five years. Five of these steps addressed broad categories of collaborative improved analyses of disparity data, the use of available analytic frameworks and technologies (e.g., body cameras), and obtaining feedback from the community. Three addressed training, noting the use of implicit bias training for new recruits, hiring an expert to review the training, and improving diverse recruiting. Four addressed police profiling, improved policies concerning the use of force de-escalation and traffic enforcement. Three steps also addressed publishing an annual profiling report, contracting with an expert on racial profiling, the reduction of discretionary arrests, and the monthly workgroup with community members to explore disparities and enforcement actions.

Response 2

April 2, 2020, City Manager Crook responded to the Director of Police Oversight, Muscadin, Chief Innovation Officer O’Connor, and Chief Equity Officer, Oaks. The Memorandum and Power Point was in regards to gathering community input on the January 2020 Joint Report: Analysis of APD Racial Profiling Data. It was attended by 56 community members, 20 city staff, and 10 APD officers. The event began with a panel and presentation of the report by the authors and Chief Manley in a question and answer format. Following this, attendees were divided into five small groups for a facilitated discussion.

In general, community members were not surprised by the findings in the report because they fit with their experiences with the police in Austin. But they were surprised, discouraged, and saddened by the increasing disparity trend over the years in the report (see Racial Profiling B above). They also asked for additional data to help illuminate the reasons for the outcomes in the report and additional demographic information (a full listing of community feedback can be found by clicking the link on page 1 of the memorandum and by viewing the Power Point presentation associated with it). The community addressed several ways in which they wanted APD accountability: (1) **Acknowledgment** of the problem without being defensive, (2) **Commitment and Action** to make a change in accountability with some urgency, (3) **Structural Change and Community Decision Making**, specifically the need for community involvement in decision making, changing policy, a citizen’s panel, and evaluating individual officers, (4) **APD Organizational Changes** aimed at holding leaders and individual officers accountable by having a monitoring system and real consequences for their actions, (5) **Budget** consequences if steps are not taken to address the racial disparities in the report, and (6) **Increased Transparency** from APD, the Office of Police Oversight, and the City of Austin.

Community members also provided input on training processes, the impact of mental health on the community, the importance of community involvement in decision making, and the need to prioritize the expertise of those who had lived the experience of police profiling. Finally, they requested actionable next steps for implementation and accountability.

This same memorandum requested that APD provide a written public response, acknowledge the existence of racial disparities, and align recommendations with community feedback.

They are as follows (Exploring best practices and training will be addressed in subsequent sections of this report.):

- Acknowledge that racial disparity exists and is worsening.
- Acknowledge that the methodology previously used omitted the context of proportionality and therefore was an incomplete analysis. This resulted in a perception that a trend of disparity did not exist.
- Acknowledge that race plays a major role in who is stopped by the police, searched, and for whom discretion is used favorably or unfavorably.

Response 3

April 22, 2020, Chief of Police Manley provided a response to recommendations through a detailed memorandum. The responses to recommendations 1-7 regarding racial profiling is reported in full below. The responses to recommendations 8-14 are more related to training and are reported in that section.

The purpose of this memorandum is to provide responses to the recommendations outlined in the joint report, as requested by the members of the Judicial Committee during its meeting on February 10, 2020. The Department's initial response, as well as the studies and reports referenced therein, provides additional context to this memorandum.

- *Recommendation 1: Acknowledge that racial disparity exists and is worsening.*

The Austin Police Department consistently and unequivocally acknowledges that racial disparities exist throughout aspects of our city, including police enforcement actions. Accordingly, the Department has readily taken many steps to address the disparities within APD's purview over the past five years, as detailed in the January 14, 2020 response. Racial disparities have persisted despite these efforts, and the widening of certain gaps has raised additional concerns that demand further attention and analysis.

- *Recommendation 2: Acknowledge that the methodology previously used omitted the context of proportionality and therefore was an incomplete analysis. This resulted in a perception*

that a trend of disparity did not exist.

The primary purpose of APD's annual racial profiling report is to comply with state legislative mandates that require the reporting of specific data. Proportionality assessments are not compulsory. However, recognizing the importance of such information, APD collaborated with the Center for Policing Equity to conduct a comprehensive analysis of the racial disparities manifested in the Department's enforcement actions. The report was the first to apply the National Justice Database's independent analytic framework to police data made available through President Obama's Police Data Initiative, Measuring Fairness in the Austin Police Department. That report is posted alongside the Department's racial profiling reports on the City's website.

- *Recommendation 3: Acknowledge that race plays a major role in who we stop, search, and for whom we use discretion favorably.*

The Department acknowledges that the outcomes of many police activities result in racial disparities. Additional data and analysis are necessary to determine how officer discretion, Departmental procedures, and societal factors contribute to these disproportionalities.

- *Recommendation 4: To gain community trust, proportional racial disparity in motor vehicle stops, arrests, searches, field observations, warnings, and citations should be zero.*

The Department is committed to reducing racial disparities to zero, particularly disparities that are the result of officer discretion or inefficient police practices.

- *Recommendation 5: The official comprehensive analysis of racial profiling shall be conducted and released by the City of Austin Office of Police Oversight, although state-mandated reporting may continue under the purview of the Chief.*

The Department will continue to release its state-mandated racial profiling report on an annual basis and welcomes the Office of Police Oversight's independent analysis and insight, in the manner the City Manager deems necessary and appropriate.

- *Recommendation 6: In order to uphold data integrity, accuracy, and transparency, officers should verify the racial and ethnic*

identity with people they stop. The verified data should be documented in officer reports and be published in the Racial Profiling data sets on the City's Open Data Portal.

In accordance with departmental procedures, Officers are required to document the race and ethnicity of the individuals they stop. The City has contracted with Dr. Alex Del Carmen, an expert on racial profiling and discrimination, to regularly audit the Department's racial profiling data to ensure accuracy in data collection and reporting. The traffic stop data, which includes race, is published in the racial profiling datasets on the City's Open Data Portal.

- *Recommendation 7: Analyze and report on the operational*

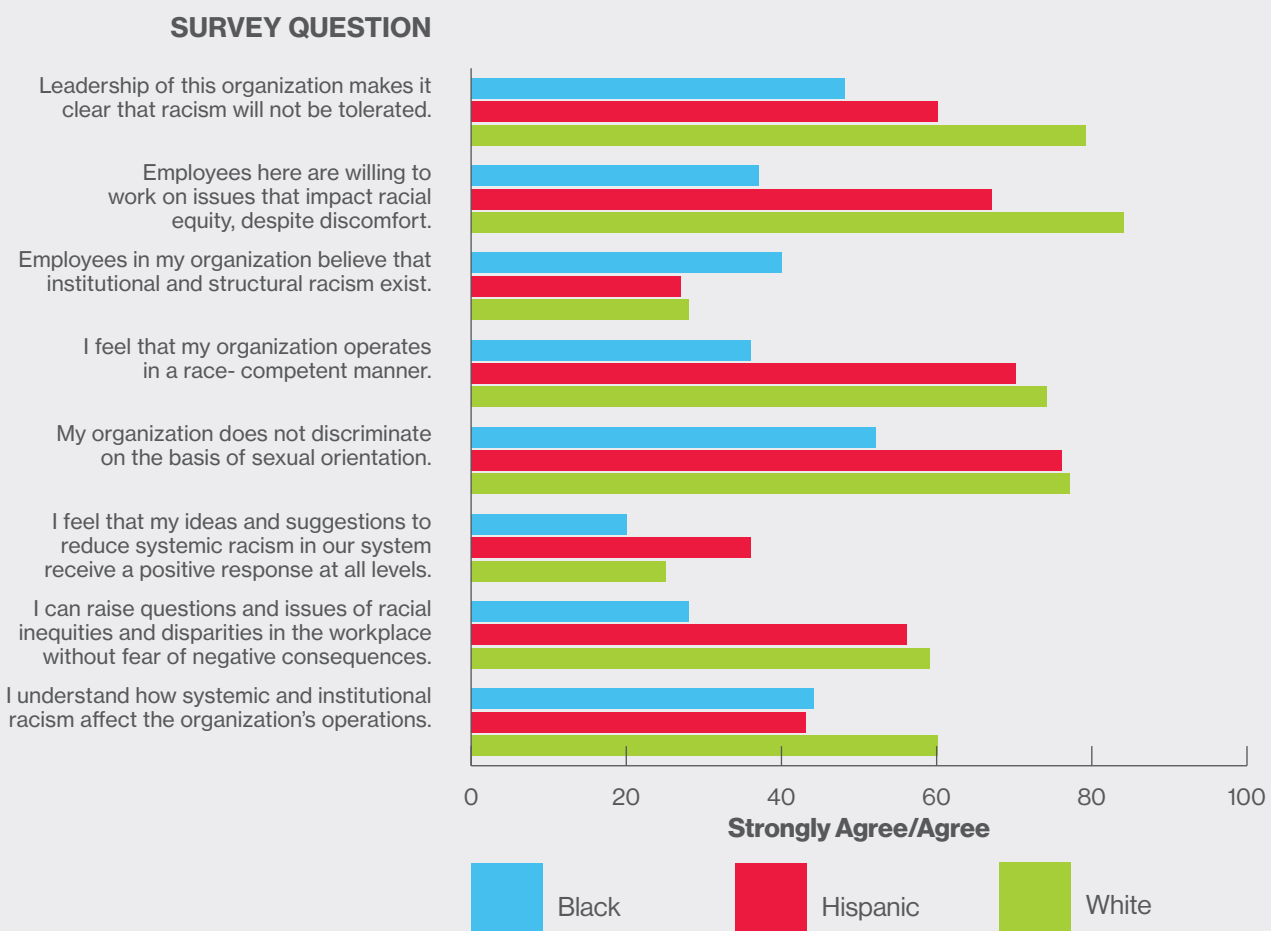
inefficiencies and costs that disproportionate racial disparities create by the second quarter of the fiscal year 2020 and provide to the City Manager and Council.

Currently, the Department is not staffed or equipped to quantify and analyze this data but would readily collaborate with the City Auditor's office or another entity, at the direction of the City Manager.

Survey Data

The results of the questions on attitudes toward race and profiling showed generally positive results (averages ranged from 2.75 to 4.08 on a five-point scale. See Appendix A). However, when broken down by race and ethnicity, differences emerged and are

Figure 2: Attitudes Toward Race by Race/Ethnicity



shown in Figure 2. African Americans, compared to Hispanics/Latinxs and Whites, had the least agreement on every question concerning APD's understanding of how institutional racism affects the organization, feeling free to raise issues concerning racism without consequences, getting a positive response to their ideas and concerns, discrimination on the basis of sexual orientation, the organization operating in a race conscience manner, willingness to work on racial issues, and the tolerance of the organization toward racism. Women showed the same pattern of less agreement relative to men. Here again, these findings for African Americans and Women reflect the overall findings of this Report.

An additional observation from the survey is that across race and ethnicity, a low number of staff felt their ideas and suggestions for reducing systemic racism at APD were received positively. African Americans also responded higher to the question regarding employee beliefs that institutional and structural racism exist in APD.

Police Use of Force and Shootings Austin Data

Goff and his colleagues (2016) also report data on use of force. The data indicate that the incident rate of use of force is greater for African Americans than Hispanics/Latinxs or Whites. The rate per 1,000 citizens ranges between .35 and .25 over the year for African Americans and below .10 for Hispanics/Latinxs and Whites over the year. The findings for the rates of use of force severity are also disparate between African Americans and Hispanics/Latinxs and Whites.

Of even more importance is that these researchers included neighborhood and demographic characteristics, crime rate, income, and percentage of African Americans and Hispanics/Latinxs in these neighborhoods in the models. Findings showed that residents in Austin neighborhoods with a higher percentage of African American or Hispanic/Latinx residents, those in poverty, and neighborhoods with higher crime rates, had disproportionate force and severity of force used upon them. When these possibilities other than race were adjusted statistically, African American and Hispanic/Latinx residents still experienced higher rates of use of force. The Austin Police Departments Research and Planning Unit (2017) also produced data on use of force

(along with other measures). In this case as well, when the use of force from 2014 to 2016 by race and ethnicity was compared to the population, African Americans and Hispanics/Latinxs had disproportionate force used upon them relative to Whites. Control variables such as crime, poverty and neighborhood were not used. Officer involved shootings (OIS) do not occur frequently within APD (Officer Involved Shooting Report, 2018). In 2018 there were twelve incidents of officer involved shootings. Among the 12 shootings, over half were found to have a mental illness component. Five of the twelve (OIS) incidents resulted in fatalities. All five suspects were African Americans or Hispanics/Latinxs.

National Data

Police shootings and use of force evidence is similar nationally. Edwards, Lee and Esposito (2019) report in the Proceedings of the National Academy of Sciences that the police shooting database indicates...“that between 2013 and 2018, Black men were about 2.5 times more likely than White men to be killed by police, and that Black men have a 1-in-1,000 chance of dying at the hands of police. Black women were 1.4 more times likely to be killed than White women. Latino men were 1.3 to 1.4 times more likely to be killed than White men. Latina women were between 1.2 percent and 2.3 percent less likely to be killed than White women.” Further, several findings in different cities in the U.S. have found that force is more likely to be used against African Americans than Whites.

Key Observations/Comments from Interviews on Use of Force

- No accountability is required for not using body cams.
- The department has an “us versus them” mentality and thinks of some communities as adversarial.

Recommendations on Police Shootings and the Use of Force by the Office of Police Oversight

- Increase the OPO access to OIS shooting incident data.
- Publish annual reports related to OIS incidents.
- APD should acknowledge and address:
 - › Number of OIS incidents involving a mental health component
 - › The fact that only Blacks or Latinxs were the subject of fatalities caused by police
 - › The fact that the majority of OIS incidents involved people from the Hispanic/Latinx community

- › The fact that “less lethal” force was only used in one incident prior to deadly force
- Increase education for patrol officers on de-escalation, response to resistance, and crisis intervention.
- Ensure mental health response training, policies and procedures follow best practices and address shortcomings.

Survey Data

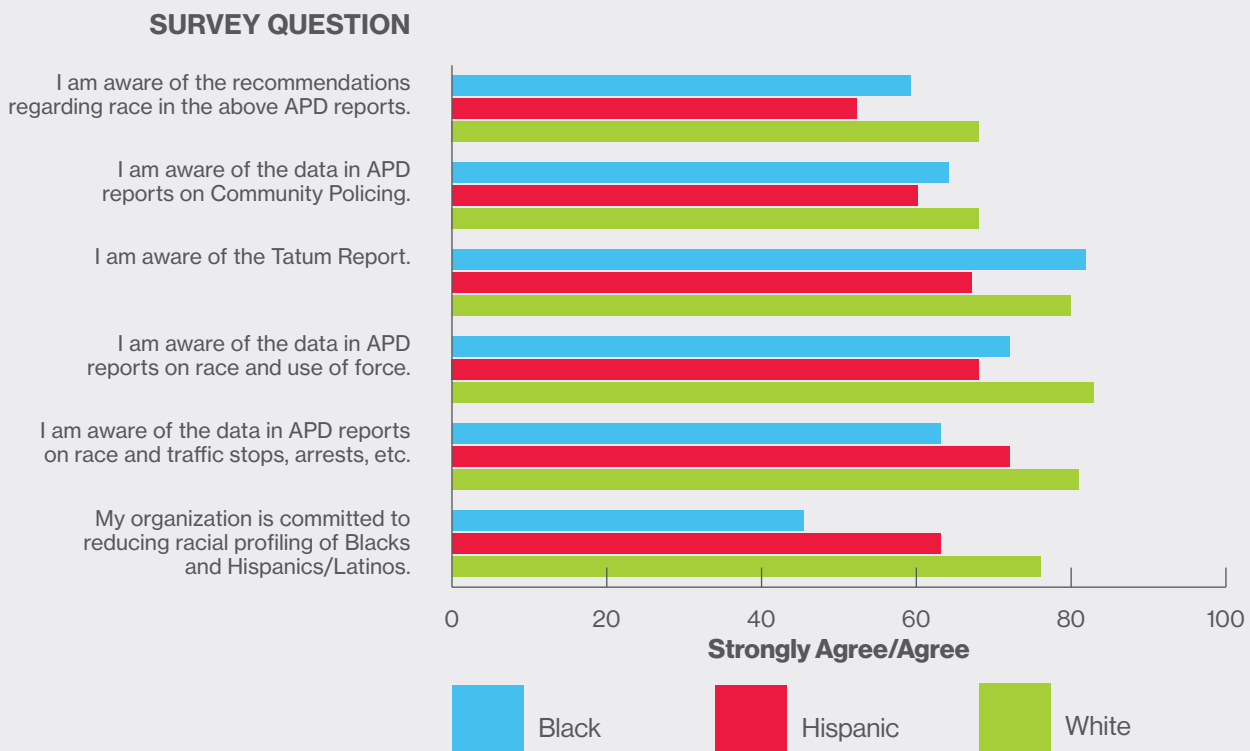
This section of the survey relates to the awareness of APD data in this report. The questions are shown in Figure 3. Generally all participants in the survey report a high level of awareness of the Tatum Report, and similar awareness of community policing. Of note is that African Americans are slightly more aware than Whites of the Tatum Report, which could speak to seeing their concerns documented in the report. They also speak to the overall findings of this Report.

White respondents showed the highest level of awareness of the remaining questions shown in the graph. Finally, civilians were not as aware as sworn employees.

Police Training Austin Data

The Training Academy is eight months long. Dr. Villanueva (2020) provides a review of the Training Academy and a framework for her analysis. It is referred to as a Strengths, Weaknesses, Opportunities and Threat analysis (SWOT). Strengths include organizational leadership, the hierarchical structure producing stability, the culture, though paramilitary, is viewed as none-the-less informal, and the movement toward more ethnic and racial diversity and inclusivity. Parts of the curriculum (currently under review) and teaching effectiveness are considered strengths as well. The diligent adherence to difficult scheduling

Figure 3: Data and Reports Awareness by Race/Ethnicity



and compliance with requirements and standards are listed as strengths. Instructors are viewed as well prepared and organized. Discussed later in this document, some findings do not coincide with the interviews that were conducted for the present report.

Weaknesses were found in the organizational structure, culture, curriculum, and teaching effectiveness as well. Process improvement is needed around a variety of areas of communication, the organization of course material, and the scheduling and course alignment. These were found to be weaknesses of the organizational structure. In the area of culture, weaknesses were noted in the paramilitary training format in that it leads to high drop-out rates, less attention to different learning styles, and inconsistency with a community policing philosophy. Diversity among the faculty and teaching methods were also noted as weaknesses and the current curriculum is being reviewed. Teaching effectiveness weaknesses were noted. Namely, trainers' job descriptions do not include any expectations of training in teaching methods or evaluations of the effectiveness of those methods. Further, resources regarding effective teaching methods are unavailable. Finally, the 80% passing standard along with related practices and procedures should be reviewed.

Opportunities include adopting an adequate Learning Management System, moving away from a paramilitary culture and warrior mindset to a more guardian view that is consistent with community policing and the value "to protect and to serve." Various types of training are suggested along these lines.

The issue of race and ethnicity in policing is regarded as a cause of concern and a number of efforts are underway to address this issue. The courses currently taught are under substantial review about content of teaching, content of materials, current scholarly literature, and effective delivery of the material. Meeting the diverse needs of both the community and the organization are paramount. Noting that women and faculty of color are under-represented in the academy, recruitment will be closely examined.

Since many of the existing courses are mandated by law, courses will be reviewed, and a series of evidenced-based practices will be included to help officers navigate encounters with community members while helping the officers build

emotional regulation and strength tolerance. To that end, academy instructors will need the training, experience, and resources necessary to achieve teaching excellence.

Threats listed are (1) socio/political climate and political unrest, (2) negative police/community relations, (3) shortage of recruits, (4) economic/financial/budgetary constraints, (5) internal morale, (6) internal discord, (7) negative perceptions by the public/media, and (8) lack of real or perceived support.

National Data

The Governing data website provides data on the demographic composition of police departments in the United States. According to the data found in the reports on the site, Whites are overrepresented while African Americans and Hispanics/Latinxs are underrepresented in varying degrees in the majority of larger police departments (race and ethnicity data on this website can be reviewed city by city). Further, according to a survey by Crime and Law Enforcement (2019), women make up only 12.6 % of full-time police officers in the United States. As the President's Task Force on 21st Century Policing (2015) points out, a tolerance and understanding of these racial and ethnic groups as well as the LGBTQ community is essential to improved training (and of course, recruitment).

Dr. Villanueva Recommendations

- Transform para-military structure to Adult Learning model
- Incorporate implicit bias evaluations into recruitment process
- Increase diversity in teaching faculty
- Include simulations and role plays that pertain to difficult cultural or racial situations
- Establish a community placement opportunity for cadets to begin building relationships with community

Key Observations/Comments from Interviews Regarding Training and Advancement

There is no mechanism for cadets to complain above their Instructor/Counselor (IC) even if the IC is the person who abused them.

- Resignations/firing Black officers after training
- Insufficient mental health training
- Insufficient training on trauma-informed care

- Numerous former cadets stated that they were verbally, psychologically, and physically abused in the academy, and that they observed the same for their classmates.
- Certain cadets are targeted and pressured relentlessly, then asked to resign or be fired. In the latter case, they would likely be banned from future law enforcement jobs in the whole state.
- The academy curriculum glosses over the subject of diversity, taught by all-White instructors.
- Academy has a high level of attrition of Black cadets
- Some Black cadets are prepared, and some are under-prepared for the academic rigor of the academy. This could be a historical failure of the school educational system, resulting in an achievement gap.
- Choice of videos in training academy promotes warrior mentality
- Cadets suffer “death by Power Point” in academy
- SWOT analysis was conducted by Dr. Villanueva, but staff did not receive feedback
- Lack of community engagement during the academy
- Questionable reasons for disqualifying cadet applications: credit score; smoking weed in high school; hairstyle
- The police department has not done a very good job of awareness of the need for racial and gender equity. Beliefs such as women cannot police have permeated the department since the 1930s.
- Some would prefer officers to be recruited and or trained in psychology and empathetic understanding.
- The academy has no specific mentorship program for African Americans that mirrors the female mentorship program.
- Marketing might attract more recruits of color.
- Most officers take a substantial pay cut to teach in the academy. They lose night shift stipends, and ability to make overtime.
- Support adding the history of policing course to the academy. What APD was doing before was inadequate regarding history of policing. The curriculum is in place for the next cadet class through the University of Texas for an 8-hour class.
- They are planning to use the Beyond Diversity curriculum from the LBJ school for their diversity training (separate from history of policing class.)
- What needs to change is militaristic training
- There is a lack of a clearly defined career path
- One individual thought there was a negative reaction to Undoing Racism training by some
- There is a need to develop a formal mentoring program led by APD for African Americans
- Training for new supervisors includes HR: Policy, Workers Comp, FMLA, Annual Performance Reviews, and so forth.
- 30 sergeants and 20 corporals are currently going through supervisor training. The class is 2 weeks, with an additional accountability class. There is no specific curriculum included on data showing the racial inequities in APD that officers going into leadership positions should be aware of.
- For the academy, the ICs are responsible for academic support if needed.
- Every officer must have 40 hours every 2 years. TCOLE will mandate some, but other hours are at the discretion of the department. Re-certification is required every two years.
- The motto of the academy is, “I am my brother’s keeper.” That culture ought to shift. The highest level of diversity is at the officer level and that needs to be spread throughout the agency.
- African Americans are lacking sufficient numbers in high positions to support what some interviewees called “succession planning” to help them do well on tests for promotion which Whites and Latinos have. Rather, many stated the existence of a “good old boy network” that continues the cycle of promoting White males. For example, there are no Black Commanders and only one Black Assistant Chief.
- The videos that cadets view have a disproportionate number of Black people involved in violent crime, which not only shapes the minds of White officers, but also does something to the psyche of Black and Brown people that their own people are dangerous.
- Interviewees mentioned a lack of awareness of and sensitivity to Black history and culture in the Department. There are too many recruitment disqualifiers as well. For example, they said that Black hairstyles for men and women have been disqualifying factors in the application process. Other disqualifying factors of Black candidates, such as bad credit score; having been evicted, and having smoked weed in high school should be taken into consideration as the result of intergenerational effects of economic exploitation and racial trauma.

Community Responses to Training: (From the Responses to the Joint Report on Police Profiling)

- Include implicit bias testing in the Austin Police Department hiring process.
- For current employees, require implicit bias testing and flag high-scoring officers for appropriate intervention.
- Identify and implement bias-counteracting policies, practices, methods, processes, and standard operating procedures to mitigate bias.
- Include the comprehensive Racial History of Policing curriculum in the cadet training academy and adapt it into required training for existing officers, at all ranks, annually.
- Follow the guidelines for racial equity training established by the Equity Office. The Equity Office and Office of Police Oversight shall be consulted for final selection of official racial equity training for officers at all ranks.
- Develop a method to provide racial equity training on an ongoing basis (a minimum of 40 hours per year) for all staff, sworn and civilian, in the department, annually, during every year of service.

Response 3

(continued from page 8. April 22, 2020, Chief of Police Manley remaining responses to recommendations in the Joint Report on Racial Profiling: these 7 remaining responses are placed here because they relate more to training)

- *Recommendation 8: Explore promising practices from Oakland and Nashville that use a scoring mechanism for disproportional behavior to identify at-risk officers and assign appropriate interventions and use in the determination of promotions.*

The Department agrees the City should invest in sophisticated oversight tools that are more adept at identifying, flagging, and tracking at-risk officers in order to facilitate timely and effective interventions.

- *Recommendation 9: Include implicit bias testing in the Austin Police Department hiring process.*

Based on the best available evidence from subject-matter experts on bias, the Department operates with the understanding

that every applicant will have implicit biases. Therefore, the Department administers training to ensure all employees are aware of their biases, promulgates explicit policies to set clear expectations that bias-based actions are intolerable, and utilizes oversight mechanisms to identify inappropriate behavior.

- *Recommendation 10: For current employees, require Implicit Bias testing and flag high scoring officers for appropriate intervention.*

As stated above, the Department has mechanisms in place to identify and rectify inappropriate behavior. Additionally, the Department is open to exploring proven, evidence-based testing methods that are capable of effectively supplementing current training, policies, procedures, and audits.

- *Recommendation 11: Identify and implement bias-counteracting policies, practices, methods, processes, and standard operating procedures to mitigate bias.*

The Department recommends the City contract with a suitable academic institution to conduct an independent, comprehensive, and evidence-informed assessment of the Department's enforcement practices, cultural norms and customs, training, accountability procedures, and any resulting racial disparities. A similar partnership between the City of Oakland and Stanford University yielded promising results and provided a roadmap for creating community-based strategies aimed at addressing the unique historical and cultural challenges of a city: Data for Change & Strategies for Change.

- *Recommendation 12: Include the comprehensive Racial History of Policing curriculum in the cadet training academy and adapt it into required training for existing officers, at all ranks, annually.*

The Department intends to incorporate the Racial History of Policing training in future cadet class and is determining the best approach and frequency for administering the training to existing officers.

- *Recommendation 13: Follow the guidelines for racial equity training established by the Equity Office. The Equity Office and Office of Police Oversight shall be consulted for final selection of official racial equity training for officers at all ranks.*

The Department is committed to following the established guidelines for racial equity training and welcomes input from the Equity Office and Office of Police Oversight.

Recommendation 14: Develop a method to provide racial equity training on an ongoing basis (a minimum of 40 hours per year for all staff, sworn and civilian, in the department, annually, during every year of service).

The Department is eager to provide additional racial equity training for all employees in an effective, feasible, and sustainable manner. The Department will consider this recommendation as part of the FY21 budget process.

Community Policing Austin Data

One of the goals of community policing involves citizens having an active role in policing. In Austin, that translates to District Representatives and other support positions to enable citizens to have a role in supporting and working with the police: Community meetings and gatherings are attended, foot, bicycle, and horse patrol are used in targeted areas (especially the entertainment district). Currently, that role may shift somewhat with the reallocation of resources.

Two Reports were reviewed that address community policing in Austin. The first, Community Policing Advancement in Austin (2020) was a response to the staffing report needs assessment provided by the Matrix Consulting Group and describes Austin's community policing scope of work. The response provides several recommendations too numerous to list here. However, those related to the nature of the current report are the inclusion of pedestrian stops and field interviews in the yearly police profiling report, developing a marketing plan for community policing, greater funding, developing an evaluation plan, and performance measures.

Additionally, the report recommends developing a recruiting and training plan for community policing, revising job classifications that reflect community policing principles, the creation of neighborhood portfolios, consideration of a field training program, supporting neighborhood events, consideration of non-English speaking populations, and the consideration of officer volunteers and community youth.

Community Policing Matrix Report 2020 Key Recommendations

- Develop Community Policing theme that highlights the philosophy as a major focus of Academy training
- Send exit interviews of cadets and trainees directly to HR
- Explore the use of problem-solving based learning methodology
- Produce a recruiting video more aligned with community policing

Community Policing/Advancement in Austin 2020

APD's response to the Community Policing Matrix Report can be found on pages 31-36 of the report itself. The column on the right indicates which responses have and have not been implemented.

The second report is by the City Auditor (2020), and is entitled, The Impact of Community Policing Efforts. The report provides two types of analyses. The first is an analysis of the time officers have available to engage with the community (Figure 4 below).

As shown in Figure 4 (next page), Officers' uncommitted time when they are not responding to a call can be less than 5 minutes per shift during which they also check e-mail, write reports, read policy updates, and engage in other tasks. Clearly this is not an ideal situation. The second analysis is an employee survey conducted to determine if perceptions had changed since the initial matrix was conducted in 2016. Results were mixed and can be found on pages 13-16 of the report. The percentage change between pre/post is shown on the right side of the page.

National Data

A variety of opinions exist about the value and effectiveness of community policing, dependent in many instances on the makeup of the community. Nationally, the population is 72 percent White, and 13 percent Black. And the US police force is 75 percent White and 12 percent Black. Asians and Latinos have smaller numbers of representation nationally (Vitale, 2018). From a macro perspective, this means that many White officers who live in White communities are patrolling non-White communities, where they don't live. The old school effective models of community policing entailed officers living in the areas where they work and intermingling with their neighbors. For this reason, Vitale (2018) argues that community policing today does little to empower communities, reduce over-policing in marginalized communities, or to reduce crime.

**Figure 4: Estimated Available Time Community Policing:
City of Austin Audit Report 2020**



The President's Task Force on 21st Century Policing (2015) is favorable toward community policing done correctly. Crowl (2017) provides a review of the evidence surrounding Community Policing over the years. He enlists only studies with quality methods in his results. He notes that although Community Policing has many definitions and objectives, it attempts to address the conditions that enable public safety such as crime, social disorder, and fear of crime (Crowl, 2017), often in poorer communities of color. To accomplish this, it attempts to empower citizens to have an active role in working with the police. In the Crowl (2017) review, he shows that Community Policing has been found to be effective in high quality studies in reducing fear of crime (56.3% of the studies reviewed), citizen satisfaction (66.7% of the studies reviewed), fostering police legitimacy (77.8 % of the studies reviewed), improving job satisfaction (90% of the studies reviewed) and to some degree crime reduction (only 18.6% of the studies reviewed). These two views above are deserving of more attention, considering the comments below.

Key Observations/Comments from Interviews

- Poor communication with the community
- Community Policing not practical with current workload on patrol
- It would be good to have the same spirit of care for fellow officers to be infused into the communities they serve.
- Similar to interviewees, views that communication with the community in general is poor, community engagement during the academy was also lacking. Rather, interviewees said that community representatives spoke in class, and cadets prepared follow-up written reports, without ever actually going to communities.
- A number of interviewees elaborated on their perspective of the shortcomings of Community Policing in Austin. Black and Latinx officers noted that the current climate of mistrust for police in general puts them at a disadvantage with their own people when they are seen with the badge, gun, and blue uniform. Consider an example of parking on the street. Officers of

color who patrol in poor communities of color are aware of the residents saying that they are skeptical of the officer's sincerity for their well-being when asking them to comply with laws in their communities, when they know that in a nearby White neighborhood, residents are allowed and even encouraged to do the same non legal actions with no consequences, such as parking on the street. Since trust—a prerequisite for the development of a healthy relationship—is lacking in this example and others, trust will need to be restored in advance of effective community policing.

- Assignment to specialty units like community policing is not a fair process for African Americans.
- Community policing should be accomplished through true partnership with the community and a sense of restorative justice. That is, bringing together people harmed, and those responsible for harm and harm prevention in a safe and respectful way.

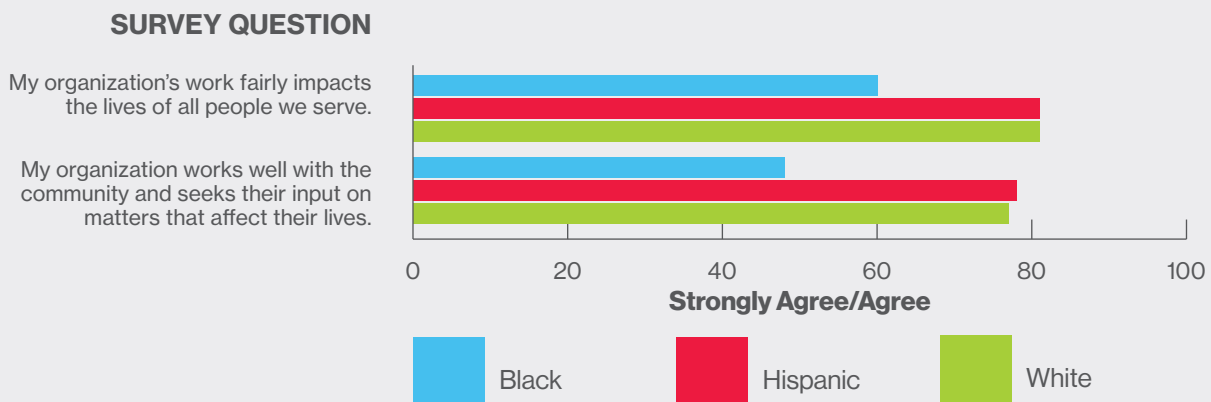
Survey Data

The two questions for this part of the survey are shown in Figure 5 below. Clearly the workforce values the communities they serve (means range from 4.07 to 4.14 on a 5-point scale—Appendix A). Questions were analyzed by race, ethnicity, and gender. Race is shown in the figure. Generally, it shows that a majority of respondents agreed with both statements, though African American are less likely to agree. This is again consistent with the overall findings of this Report.

CONCLUSION

This report provides key findings, recommendations and responses to the JJC team's review of multiple reports related to racial inequities that exist in the culture of APD, and the impact on internal and external stakeholders. Additional information from surveys, interviews with sworn and civilian staff, community members, and participants in the Groundwater Analysis workshop, provide a comprehensive analysis of the trends that speak to a long history of institutional and structural racism in the APD culture. These findings have informed the recommendations and beginning road map, that if implemented, have implication for beginning a journey towards creating an APD anti-racist institutional culture. The review of the reports, interviews and survey data all indicate that change in the Austin Police Department requires an immediate response. The Texas Model serves as the framework for the recommendations outlined in this report. It has proven to be effective in reducing racial inequities and improving outcomes for all populations. This is the ultimate goal of anti-racist work.

Figure 5: Community Policing by Race/Ethnicity



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Racial Inequities and Institutional Racism:

A Report Submitted to
The City of Austin Equity Office
and
The Austin Police Department



Joyce James Consulting
Equal Treatment Does Not Lead To Equity

November 2020

APPENDIX A: APD Climate Assessment Survey



APPENDIX A: APD CLIMATE ASSESSMENT SURVEY

STATEMENT	STRONGLY AGREE	AGREE	NEITHER AGREE nor DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL % (N)	AVE
Internal Organization Issues (1,2,3,17,18,20)							
1. I am satisfied with the culture and climate of my workplace.	11.96% (N=100)	29.55% (N=247)	12.92% (N=108)	23.33% (N=195)	22.25% (N=186)	85.13% (N=836)	2.86
2. I received adequate training in racial equity when I began employment here.	44.22% (N=371)	26.10% (N=219)	14.30% (N=120)	10.01% (N=84)	5.36% (N=45)	85.44% (N=839)	3.94
3. The process for advancement and promotion at APD is fair.	22.38% (N=188)	32.62% (N=274)	19.88% (N=167)	15.36% (N=129)	9.76% (N=82)	85.54% (N=840)	3.42
17. I am aware of the process of reporting a complaint through the Office of Police Oversight (OPO).	37.74% (N=314)	41.71% (N=347)	10.70% (N=89)	8.17% (N=68)	1.68% (N=14)	84.73% (N=832)	4.06
18. I feel comfortable reporting my concerns to the Human Resources Department.	28.88% (N=240)	31.41% (N=261)	17.09% (N=142)	13.12% (N=109)	9.51% (N=79)	84.62% (N=831)	3.57
20. Rules regarding employee misconduct are fair and equitable for all employees.	18.03% (N=150)	23.20% (N=193)	15.63% (N=130)	22.72% (N=189)	20.43% (N=170)	84.73% (N=832)	2.96
Attitudes (Gender, Race, Sexual Orientation) 4,5,6,7,8,9,13,14,15,16							
4. My organization treats women fairly.	42.55% (N=357)	32.90% (N=276)	13.35% (N=112)	7.63% (N=64)	3.58% (N=30)	85.44% (N=839)	4.03
5. I understand how systemic and institutional racism affect the organization's operations.	25.12% (N=206)	30.61% (N=251)	28.41% (N=233)	5.98% (N=49)	9.88% (N=81)	83.50% (N=820)	3.55
6. I can raise questions and issues of racial inequities and disparities in the workplace without fear of negative consequences.	26.59% (N=222)	27.54% (N=230)	21.92% (N=183)	14.13% (N=118)	9.82% (N=82)	85.03% (N=835)	3.47
7. I feel that my ideas and suggestions to reduce systemic racism in our system receive a positive response at all levels.	13.78% (N=113)	13.54% (N=111)	57.68% (N=473)	8.90% (N=73)	6.10% (N=50)	83.50% (N=820)	3.2
8. My organization does not discriminate on the basis of sexual orientation.	47.66% (N=397)	27.01% (N=225)	15.37% (N=128)	6.36% (N=53)	3.60% (N=30)	84.83% (N=833)	4.09
9. I feel that my organization operates in a race-competent manner.	37.30% (N=310)	31.41% (N=261)	17.21% (N=143)	9.99% (N=83)	4.09% (N=34)	84.62% (N=831)	3.88
13. Employees in my organization believe that institutional and structural racism exist.	5.90% (N=49)	21.33% (N=177)	34.70% (N=288)	17.95% (N=149)	20.12% (N=167)	84.52% (N=830)	2.75
14. Employees here are willing to work on issues that impact racial equity, despite discomfort.	25.51% (N=211)	41.11% (N=340)	22.61% (N=187)	7.86% (N=65)	2.90% (N=24)	84.22% (N=827)	3.78
15. Leadership of this organization makes it clear that racism will not be tolerated.	41.08% (N=341)	28.80% (N=239)	13.86% (N=115)	9.52% (N=79)	6.75% (N=56)	84.52% (N=830)	3.88
16. Leadership of this organization makes it clear that sexism will not be tolerated.	42.67% (N=355)	29.33% (N=244)	14.66% (N=122)	8.05% (N=67)	5.29% (N=44)	84.73% (N=832)	3.96



APPENDIX A: APD CLIMATE ASSESSMENT SURVEY

STATEMENT	STRONGLY AGREE	AGREE	NEITHER AGREE nor DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL % (N)	AVE
Data & Reports Awareness (10,21,22,23,24,25)							
10. My organization is committed to reducing racial profiling of Blacks and Hispanics/Latinos.	44.65% (N=371)	26.71% (N=222)	20.10% (N=167)	5.78% (N=48)	2.77% (N=23)	84.62% (N=831)	4.05
21. I am aware of the data in APD reports on race and traffic stops, arrests, etc.	36.82% (N=306)	43.56% (N=362)	13.24% (N=110)	5.17% (N=43)	1.20% (N=10)	84.62% (N=831)	4.1
22. I am aware of the data in APD reports on race and use of force.	36.10% (N=300)	42.48% (N=353)	13.96% (N=116)	6.14% (N=51)	1.32% (N=11)	84.62% (N=831)	4.06
23. I am aware of the Tatum report.	29.72% (N=247)	49.58% (N=412)	10.35% (N=86)	6.74% (N=56)	3.61% (N=30)	84.62% (N=831)	3.95
24. I am aware of the data in APD reports on Community Policing.	26.39% (N=219)	39.76% (N=330)	19.16% (N=159)	12.65% (N=105)	2.05% (N=17)	84.52% (N=830)	3.76
25. I am aware of the recommendations regarding race in the above APD reports.	19.61% (N=163)	43.08% (N=358)	22.38% (N=186)	11.79% (N=98)	3.13% (N=26)	84.62% (N=831)	3.64
COMMUNITY (11,12)							
11. My organization works well with the community and seeks their input on matters that affect their lives.	40.38% (N=336)	36.54% (N=304)	14.78% (N=123)	6.37% (N=53)	1.92% (N=16)	84.73% (N=832)	4.07
12. My organization's work fairly impacts the lives of all people we serve.	45.07% (N=375)	34.74% (N=289)	11.18% (N=93)	7.09% (N=59)	1.92% (N=16)	84.73% (N=832)	4.14





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APPENDIX B: Community Engagement Model



APPENDIX B: COMMUNITY ENGAGEMENT MODEL

Community Engagement Four Stages and Steps:

Stage 1: Community Awareness and Engagement

- Making the problem visible
- Sharing the data
- Telling the story
- Enrolling community leaders
- Building local allies

Stage 2: Community Leadership

- Expanding leadership at the community level
- Communities claiming responsibility for solutions
- Community investment in efforts to address the issue
- Community-based decision-making re: strategies
- Community structures (advisory committees, steering committees) through which work is accomplished
- Engaging stakeholders who have been the biggest critics of the system as solution-builders & advocates

Stage 3: Community Organization

- Going to the community, being guided by it to learn what strengths exist, what the needs are, and bringing community members / families and youth / natural community leaders into the process
- Selection of practices that are needed from the community's perspective
- Giving community members the chance for meaningful contributions
- Operating from the premise that the community knows best
- Recognition that communities are resilient
- Grounding the work in these principles:
 - › Analyzing power
 - › Defining racism
 - › Understanding the manifestations of racism
 - › Learning from history
 - › Cultural sharing
 - › Organizing to undo racism

Stage 4: Community Accountability

- Defining and achieving desired outcomes and measurable results
- Everyone is a contributor to what the results should be
- Sustainability is the ultimate goal
- Communities and systems are the owners of the solutions
- Community leaders do not stay silent — they advocate
- Community accountability transcends the work of CPS and other organizations communities must be accountable to people in the community for community wellness
- Communities hold all systems accountable for the oppression they have imposed on communities, their residents, their children
- Accountability must be visible supported through written MOUs and other formal strategies, having formal networks for services

Summary Points

- Highly inclusive process
- Reliant on a facilitative leadership process of committees and other entities
- Cross-systems approach with shared values, shared resources, mutual investment in identified outcomes
- Community leaders are engaged in decisions and the commitment of resources for sustainability
- Community strengths are a strong focus





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APPENDIX C: A Groundwater Analysis of Racial Inequities



APPENDIX C: A GROUNDWATER ANALYSIS OF RACIAL INEQUITIES “Turning the Mirror Inward”

Description

In the absence of a racial equity lens, well-meaning leaders often continue to unconsciously contribute to sustaining and often perpetuating racial inequities in the design and delivery of programs. This workshop will enhance the racial equity awareness of the participants by building a common language and understanding, of the underlying factors that contribute to racial inequities. This increased knowledge can be a catalyst for developing strategies to build more effective programs and for strengthening and transforming the culture of systems towards increased accountability in response to the needs of all populations.

The facilitators are skilled in creating a safe space for participants to discuss institutional and structural racism in the historical and current context, in a way that holds us accountable for “turning the mirror inward” to examine systemic rather than individual factors contributing to poor outcomes. This safe space creates an atmosphere for all to engage in out-of-the-box thinking that can continue to be supported through consultation with JJC, beyond the workshop.

JJC will introduce the Ground water Analysis for examining racial inequities derived from an evaluation of the Texas Model:

- Racial inequities look the same across systems
- Systems contribute significantly to racial inequities
- Racial inequities cannot be attributed to one “bad apple”
- Racial inequities are concentrated in poor communities and communities of color
- Systemic interventions and training can work to reduce disproportionality and disparities and improve overall outcomes for all populations

The workshop is designed to enhance the awareness of well-meaning and committed leaders to strengthen and transform systems and community-based organizations to better respond to the needs of all populations.

The workshop components serve as a basis for analyzing racial inequities that exist and intersect across systems such as housing, education, law enforcement, financial services, healthcare, juvenile justice, child protective services, and employment. The outcomes of services in these systems disproportionately impact poor communities and communities of color in ways that previously may not have been considered. The workshop is designed to promote a clearer understanding of the role of leadership in systems and institutions in working together and in partnership with constituents and community to understand the history of institutional and structural racism, to strengthen our collective capacity to reduce and ultimately eliminate racial inequities in outcomes and in systems responses, both of which are predictable by race, across systems and institutions.

Workshop Objectives

- Examine by race/ethnicity, the data for multiple systems, to broaden knowledge and understanding of the underlying causes of racial inequities in systems and institutions, and the deeper more systemic factors that contribute to poor outcomes for vulnerable populations.
- Increase understanding of the importance of cross systems collaborations and being in partnerships with poor communities and communities of color to examine old attitudes, assumptions, and stereotypes, that shape the lens through which children, families, and communities of color are viewed so that systems begin to work in deliberate and intentional ways to remove the barriers that contribute to racial inequities.
- Introduce new language, skills, and concepts to move toward the development and implementation of more effective interventions that can reduce racial inequities and improve outcomes for all populations served.
- Engage participants in activities and facilitate dialogue designed to help systems be more accountable for “turning the mirror inward,” to examine systemic rather than individual factors of racism, contributing to poor outcomes for poor communities and communities of color.
- Understand how institutional structures and practices impact outcomes for vulnerable populations.
- Engage in a facilitated dialogue to begin to examine commonly held attitudes and assumptions that create



and sustain disproportionate and disparate outcomes for poor communities and communities of color.

- Examine data by race/ethnicity for multiple systems, to broaden knowledge and understanding of the history of institutions, and the deeper more systemic factors that contribute to poor outcome for vulnerable populations.
- Examine the relationships that exists among systems and their collective impact on poor communities and communities of color.
- Begin to develop a common understanding and language that opens the door for conversations that are critical and necessary for undoing racism.
- Discuss the importance of moving from cultural competency to racial equity and developing a common definition and language with which to begin the journey to eliminate institutional and structural racism.
- Begin to develop the language and the skills to move toward the creation and implementation of more effective interventions that will reduce racial inequities and improve outcomes for all populations served.





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APPENDIX D: The Groundwater Analysis Workshop Technical Assistance Report



APPENDIX D: THE GROUNDWATER ANALYSIS WORKSHOP TECHNICAL ASSISTANCE REPORT

City of Austin Police Department

ACKNOWLEDGEMENT

Joyce James Consulting (JJC) would like to thank the City of Austin, Office of Equity (OOE) and Police Department (APD) that helped bring “Groundwater Analysis” training and technical assistance to APD.

The willingness of Chief Bryan Manly, his command team and other sworn and civilian staff to have open and meaningful conversations about institutional and structural racism was invaluable to the open and honest facilitated dialogue. The presence of the OOE was critical to ensuring that all phases were in alignment with the anti-racist principles embedded in that office. The voices of the community members who shared in the workshop, debrief, and strategy sessions were very powerful in shaping the recommendations included in this report. JJC feels confident that in having strong community voices at the table, a higher level of accountability exists for change within APD.

Overview

The City of Austin (City) Austin Police Department looks to transform the department’s culture in ways wholly antithetical to its beginnings as a law enforcement organization. The early history of the APD (as described in the Austin History Center’s Austin Police Department Guide, 2018) recounts its law enforcement beginnings in 1840 with the election of the City’s first marshal. Like other marshals of the day, those in Austin held enormous power. These elected officials picked their own officers, played a part in criminal executions and were chiefly responsible for upholding city law and order including the rules or laws specifically “designed to constrain slaves’ behavior.” One of these laws being slave curfews. The curfews made it unlawful for slaves to be in public or gather at night; responding to the fears of whites of people of color united through their enslavement. In their role as enforcers of the law, marshals and their officers could lash a slave found out in public after curfew with up to 15 lashes.

In 1862, the structure of the APD began to change in ways that reflected different societal norms. City ordinance set up the police department and a chief of police. Then in 1871, the first African American police officers joined the APD police force. Today, the APD workforce, both sworn and civilian, is more diverse. However, internal and independent reporting point to deeply rooted and persistent signs of institutional and systemic racism—that have not and cannot be diminished simply by the passage of time.

Therefore, consistent with the department’s vision for systemic changes within the department, the OOE and APD contracted with Joyce James Consulting (JJC) to provide technical assistance, “A Groundwater Analysis of Racial Inequities” (GWA) workshop and a workshop debrief and strategic planning session. The mission of JJC is to support organizations, institutions, systems and communities in developing a racial equity lens to recognize institutional and structural racism as the root cause of racial inequities in all systems and assist in creating organizational cultures that actively engage in sustainable strategies to eliminate racism.

Background

Three theories of action serve as a foundation for the JJC racial equity workshop and guide the use of pre- and post-surveys: transformative learning, critical race, and adult learning. Transformative learning is the “process of experiential learning, critical self-reflection, and rationale discourse that can be stimulated by people, events, or changes in contexts that challenge the learner’s basic assumptions” (Brown, 2006). Critical race theory argues that “racism and other forms of oppression are central to the experience of people of color and dominant ideologies justify the status quo/structural oppression and must be challenged (DeMatthews, 2016).” The adult learning theory focuses on knowledge building in a way that fosters “critical reflection...essential for transformative learning” (Taylor, 2008).

Qualitative Feedback

The GWA workshop facilitated the examination of systemic transformation and participants’ awareness about racial inequities and disproportionality in outcomes across multiple systems serving vulnerable populations and communities of color. In providing the APD with training and technical assistance, JJC used

its pre- and post-surveys to establish a baseline of participants' perceptions of knowledge of institutional racism and racial equity prior to the workshop and identify shifts in participants' perceptions of knowledge of institutional racism and racial equity immediately after workshop participation. Identifying shifts from an organizational standpoint can assist systems in determining where further training and guidance is needed related to addressing disparate and disproportionate systemic outcomes, point to an increase in the number of participants who have developed a common analysis of racism and the history that led to current outcomes, and aid in the analysis of workshop effectiveness.

A key learning from implementation of the Texas Model for addressing disproportionality and disparities in several systems serving vulnerable populations was that when staff at every organizational level understand and value history, culture and the partnership of vulnerable populations and community. Further, changes occur in decision-patterns and interventions that impact systemic outcomes.

Why Undo Institutional Racism

Participants were asked as part of workshop introductions, "why is it important to undo institutional and structural racism in the APD system?" The following responses were captured.

- It's hard to hear men and women talk about unfair promotion and transfers. They feel like they don't have the same opportunities.
- Maybe I had blinders on, but I didn't feel like I was working in a racist organization. Hearing comments over the last twelve months has been disheartening.
- All lives don't matter until Black Lives Matter.
- I want everyone in the Department to feel equal.
- Not to do so is robbing us of opportunities to be the best we can be in terms of talent and opportunity.
- So that people can feel valued regardless of their skin tone.
- We cannot provide service to the community in fair and equitable ways unless we look at ourselves first.
- It's wrong.
- The system needs to be fair and equitable for everyone. Austin is safe, but it's not safe for everyone.
- We've missed opportunities to make changes because people of

color haven't been in a better position to have their voices heard.

- It's a matter of life or death for this city. For example, people in certain zip codes have a life expectancy that is ten years less than average.
- It has a diverse impact on society as a whole.
- Because nothing is more destructive of a person's spirit than when they've been singled out for something they can't change, whether skin color, gender, or sexual preference.
- Because the children are watching
- Everybody is not awake.
- If we can't take care of our own people properly internally, how are we going to take care of the people we serve?
- It's our own responsibility to carry out policies and procedures that are fair to everyone.
- I've seen people's self-esteem and careers ruined because of racism.
- As a profession, we haven't been good about teaching our history.
- We can't say we've done what we should have in terms of learning our history. Those who forget history are doomed to repeat it.
- We also have to challenge ourselves and ask: Through whose eyes do we examine history? We need to step outside of ourselves and look at the history of those whose stories have been untold.

Other Comments of Participants

- In addition to accountability, training is needed (education). There needs to be education for everyone because the individual's behavior affects the whole.
- We're not even having a proper conversation about the war on drugs.
- The academy videos continually show black males in violent incidents which shape the way we see Black men. New officers come in with the view that Black men are dangerous.
- Coming out of the academy, we didn't talk about race, but neighborhood. We were told, "when you go to those neighborhoods, take extra precaution." When you expect a bad outcome, what are you going to get?
- Zero tolerance for racism ought to be clear on the front end, but that wasn't clear in orientation from the City or APD. We need to not only make it clear that we don't tolerate discrimination, but we need to market it.

- Our policies and practices have protected certain people in the City. White people have had sub-standard job performance and it was tolerated for months, whereas Black people who have had similar shortcomings have been gone within days. The only difference was race. As gatekeepers, we need to “get in good trouble” when we see this happening. If we say we don’t tolerate this and when it happens nothing is done, it’s perpetuated.
- We need to have a consistent message at the front door about what will not be tolerated, and reiterate the message at multiple levels as well.
- We need to ask, “am I handling this in the least obtrusive means”: both cadets and those who have been here for years.
- We focus so much on the bad apples and not the system.
- We’ll become better as we approach this work from an institutional and structural perspectives.
- I hope that everyone in the Department goes through this program. The approach of other programs that we have attended makes people shut down and think that they’re a bad person.
- This approach is new or unheard of to much of our workforce. They’re not connecting dots with previous bias training. I hope that this training will be lasting.
- It’s important that the enemy is not an individual, but a system. This fits with the motto, “safer together.” It is an uncomfortable conversation that is necessary.
- If we leave a legacy, what legacy do we want to leave?
- I don’t want to be a part of the problem by not moving forward.
- The content and approach used in this training are good.
- We keep trying, but we are not making progress. The way this is framed makes sense. We’ve been focused on the individual and we can’t see the forest for the trees.
- We get so focused on process that we lose focus on vision.
- We see the same percentage of contraband among Whites and Blacks who are stopped, even though Whites are under-represented with respect to the percentage who are stopped.
- The system doesn’t value the voices of people who are impacted by their services.
- There is a disconnect between what we say that believe and accountability. We had racial equity training in all of the years where the data show disparities. That means that those trainings were “one and done.”
- We need to refocus on accountability in systems and away from individual accountability.
- In recruiting, we can make changes to the application on the “front end” “We do not tolerate... xyz. If you agree, you can proceed with the application.”
- We’ve done lots of training but aren’t seeing a different outcome. We definitely need to go to structural.
- The data tell us that something needs to be fixed, but it doesn’t tell us what or how. We need to dig deeper.
- I hope we don’t do things in a cycle. I hope we continue to have diverse representation.
- We have a distinction between sworn and civilian. While we have the right voices at the table, I hope we will allow outside voices.
- Relationships are the basis of the external culture. What we lack is an empathetic lens. We need to create a space to listen and learn, as well as to create a model for the entire nation.
- We have the same training year after year, and the outcomes of traffic stops don’t get better. It is significant that the data are getting worse for African Americans while the percentage of African Americans in Austin is decreasing.
- How do we ensure that we’re building things that will last ten years from now: that people who come after us will sustain what we do.
- From the perspective of data, heart, and mindset, the civilian side has all eyes on how ADP will respond.
- I think we should explore more from the social-emotional aspect and send not only a message of what we won’t tolerate, but the culture that we do want.
- The significance of eyes from the past are important. I think we can’t get enough of the history of Austin.
- How does the community see the department, and how can we bridge that gap?
- I feel that this group is going to do really awesome things and I’m glad to be a part of it.
- People have to be won back to engage: both within and outside the organization. Some think that it’s a hopeless task. Everyone has to pick up the oars and row the boat when some wonder if they even need to be in the boat.
- I think that this is a good way to move the system forward, but all pieces of the system are not here. Those who are not represented here are making decisions about our system, and that’s frustrating.



- I'm excited. I'm ready to get out of the blocks and get moving. In addition to the data, which we know, we have to be able to think outside of the box and try some different things. As we're developing this plan, people are still being impacted within the department and in the community. Nobody has the perfect roadmap, so we have to take some risks. This needs to be something that all of our directors in the City need to hear. For example, someone in another division said that if a plan to address the homeless doesn't work, "we are going to unleash APD."
- If we can get to a point that any interaction can see our humanity, that will be a major step in addressing racism.
- Our efforts can't be departmentalized. It's not only something that only APD can work on. It needs to involve all departments of the City. Our eyes are opening that this discussion involves more than APD, and it can't be an adversarial approach. If we say that the only change involves APD, we're limiting our outcomes.
- Regarding power and purpose, there is a necessity to shift power. The history of this nation has been to "unleash" power on people of color. The pain point has been that power dynamic that people have been so frustrated about. Maybe we need to redefine our mission and purpose.
- In "re-imagining" public safety, what is the relationship with other organizations? That involves a deeper dive into a difficult conversation. How do we bring this into the "re-imagining" conversation.
- Anything that is working for Black people is destroyed, such as Black Wall Street in Tulsa, and Anderson High School in Austin.
- We used to arrest youth because of graffiti until the skateboarders started doing it. Then it became art, and we promoted it.

Participants' Surveys

JJC examined the completed pre- and post-training surveys, feedback from participants on evaluation forms and during debrief and strategic planning. This report summarizes the results of the training surveys and evaluations and JJC's overall recommendations related to strategies that reduce or end racial inequities and disproportionality.

Pre-Surveys

JJC administered the workshop pre-survey immediately before training while the post-survey and evaluation took place immediately after. Participants' completion of surveys and assessment forms were anonymous and voluntary. Participants completing pre- and post-training surveys were asked to rank their agreement with the following seven equity statements using a Likert-type scale of "Strongly Agree," "Agree," "Disagree," "Strongly Disagree," and "N/A Unsure".

1. *I have received training within the past two years that has increased my knowledge and understanding of institutional and structural racism.*
2. *The training that I received contained information that increased my knowledge about the underlying causes of racial inequities in policing.*
3. *I have a clear understanding of what racial inequity and disproportionality means in helping systems.*
4. *I feel that it is important to train leadership and departmental teams to have an analysis and understanding of the history of institutional and structural racism in LE.*
5. *I have received clear training on the impact that institutional racism has on families and communities.*
6. *Institutional and Structural racism impacts the decision-making processes of individuals working within systems.*
7. *Data is critical in identifying racial disproportionality and disparities and in developing appropriate strategies that reduce racial inequities and improve outcomes for all populations.*

Most participants agreed or strongly agreed with all seven racial equity statements before training. At pre-survey, all participants agreed or strongly agreed that racial equity training is important (100%) and describe data as critical to identifying racial inequities (100%) (see Graph 1). Ninety-four (94) percent of participants agreed or strongly agreed institutional racism affect the decision-making within systems (see Graph 1). Eighty-nine (89) percent of participants said that it is important to train leadership and departmental teams about the difference between equality and equity (see Graph 1). Finally, seventy-eight (78) percent of participants said the institutional racism and racial equity training prior to the JJC training increased their knowledge.

Graph 1. APD Pre-Training Survey 09/24/2020 N=18



Post-Surveys

The post-survey asked again the seven equity questions for participants' after training. All participants agreed or strongly agreed

with all seven equity statements (see Graph 2). (One participant joined by phone and did not complete the post-survey or evaluation.)

Graph 2. APD Post-Training Survey 09/25/2020 N=18

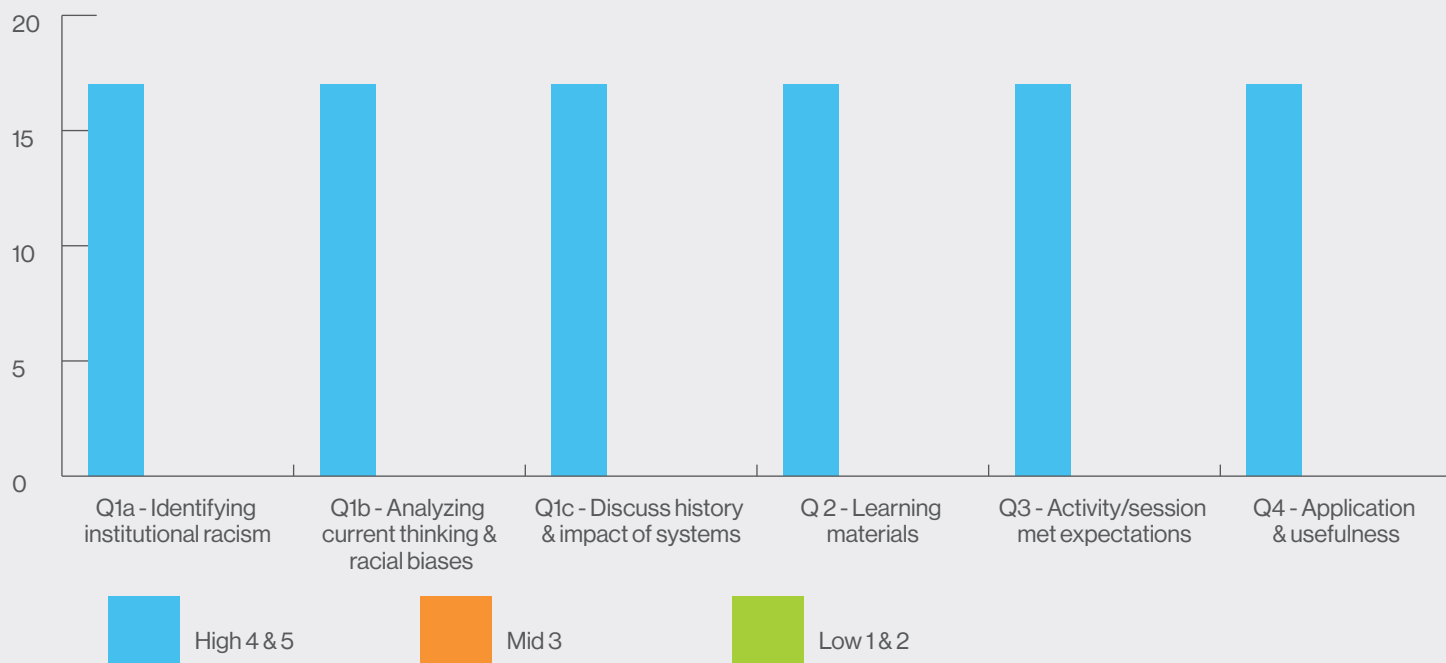


Participants' Evaluation

As part of the evaluation, participants ranked JJC's achievement of the workshop learning objectives and the application and usefulness of content on a Likert-type scale of one through five

- all the examples & dialogue
- explaining the difference of systems-based vs individual based racism. Focus on systems, equality vs. equity graphic
- the background information of the instructors' parallel experience

Graph 3. APD Participant Evaluation – Scaled Responses 09/25/2020 N=17



where “1” was the lowest and “5” was the highest (see Chart 3). All participants ranked all scaled responses at “4” or “5” (see Graph 3).

In addition to the scaled responses, participants provided qualitative feedback based on the following questions.

“What information or activities did you find most impactful?”

- discussion on equality and equity
- deep discussion on systems
- safe sharing environment; analogies
- equity vs. equality “Great” Enjoyed all!
- the statistical analysis of systemic racism
- the equality vs. equity exercise
- definition of structural an institutional racism

& impact on CPS systems to better outcomes for Blacks

- highlighting the differences between individual racism and systemic racism
- equity/equality exercise
- slide presentation/conversation/knowledge
- the chart equity & equality chart
- group discussion and experiences—understanding of systems
- The equality versus equity slide. The discussion and presentation were quite impactful.
- The equality vs. equity

“What aspects of the process will be most helpful to you in your daily life and/or work experience?”

- decision making
- developing strategies

- new understanding of equality v. equity
- ability to identify the barriers!
- understanding and dismantling systemic racism
- understanding the role of systems in outcomes and looking with a new lens
- having this conversation w/non-blacks
- the greater understanding now imprinted on me
- using a systems-based lens to examine issues and develop solutions
- identifying ways to remove fences
- Institutional/structure of racism
- all of it—but who was in the room receiving the training
- the equality vs equity

“How will this process provide an opportunity for you to be more effective in your work?”

- listening with a wider spectrum of knowledge
- developing analysis to think systemically
- understanding equity
- ability to change systems
- looking at the processes through the lens of outcomes
- the opportunity to use a new lens w/data to determine if we are affecting outcomes in a positive way
- helps me too create a safe inclusive environment to have a dialogue about this issue
- it gave me the awareness, tools, and hope I needed to move forward
- providing information I can use to create actionable items
- a framework to use when analyzing current systems & having conversations with coworkers about change outcomes
- creating a group to work together, having been through this training together
- better identify organizational impediments to equity
- the principle understanding we put to use in the department (APD)
- education and challenge to think outside the box
- understanding, enlightenment
- I will be able to clearly articulate how structural racism impacts the implementation of initiatives
- this process has helped me to look at the systems

“What new skill or idea will you implement into your job or practice...a result of attending this educational event?”

- decision making w/equity in mind
- systems thinking
- still a work in progress
- ensure all employees are exposed to this
- evaluating outcomes as systemic indicators
- providing this same lens and understanding to the workforce
- open conversations on race relations
- I will re-evaluate hiring processes specifically disqualifications that may be inequitable. I will add anti-racism in our mission vision.
- looking @ all policies & practices in my area of responsibility
- removing the fence!
- using a systems approach to problem solving
- implement the ideas of this session
- ensure the consideration of applicants based on their particular skills and circumstances
- addressing systemic change

Participants' Additional Comments

- great!
- truly outstanding & inspirational
- you all are awesome I want to be you
- best training not only on this subject but compared to other topics
- great training!

DEBRIEF

As a follow-up to the GWA workshop, JJC conducted a 3-hour debrief with participants. The purpose of the debrief was to share the data and information collected through participants' pre- and post-surveys and evaluation and consultants' observations drawn out from training discussions, provide participants with an opportunity to share their personal insights and awareness after reflection, gather additional feedback on individual training experiences such as how they may have connected with content and activities, and identify any new perspectives and learnings, which might translate to changes in day-to-day practices and strategic planning.

Why important to undo institutional and structural racism

- It's a birthright.
- Now we have a better definition and now I have a starting point. On both sides, there needs to be an understanding



of how we want our officers to come home every night.

- Colin Kaepernick was very peaceful, but he was told to stay in his place and was ostracized.
- After Olympic medalists Tommie Smith and John Carlos gave the Black Power salute while the Star-Spangled Banner was playing, their lives/careers were ruined because they didn't stay in their place. (They'd won gold and bronze medals respectively in the 200-meter sprint at the 1968 Summer Games in Mexico City.)
- Law enforcement is often used as the clean-up mechanism for other systems. Unless we address the problems in the whole system, we're still going to tell police to take care of it.
- For the longest time, I thought I knew what institutional racism meant, but I realize that I don't.
- If I go in thinking that there's going to be a bad outcome, there's going to be a bad outcome.
- Teaching cadets racial profiling
- Many cadets say that they grew up in neighborhoods where everyone looked like them, so most of what they learn about Black people is learned on the street.
- In medical school, they dissect bodies to learn more about how to find a cure. The same is true about the history of policing.
- How do we get people to step into the reality of what Black people experience every day? Black people get tired trying to convince White people that this is really happening. It feels like a loop repeating, and it's tiring.
- If we're not conscious of the jobs we do, we can do really bad things. For example, there were people in Nazi Germany who went to work every day and planned transportation of trains to the concentration camp; those in purchase who bought bullets and gas; those who were planners, and so forth.
- As the lightbulb comes on, people need to know about resources that are available. How do we get everyone at the table who needs to be there?

What we heard from participants about fences in the APD

- The system that is in place for promotion. Is it a fair system? What does a fair system look like? That brings in the contract and barriers associated with that.
- Challenges with specific required course work in forensics that vary by university and impact incoming qualifications.
- Many applicants have been disqualified because of low category offenses that can be reconsidered for civilians.
- Promotions, transfers, and disqualifies in recruiting system.
- Making sure everyone has an opportunity to succeed and advance. Inclusion across the board.
- FTO program needs to be re-examined where FTO tells new officers to forget what they've learned in the academy. Can ride-alongs be a part of cadet training in the future?
- Communication throughout the department from the time a recruit steps into the academy and some of the comments within and externally from the community reveal communication issues.
- TPOA has a document with a whole list of items. They are being written up more formally. This information will be shared and may impact Women, Hispanics, and Union as well. Don't want to leave out any group.
- Commitment from leadership that is communicated both internally and externally that we are going to make this change at every level.
- Commitment to leaning into the fences and acknowledging the fences.
- Fence around community trust. Figure out strategy to restore that trust. On the community side, there are people who don't want APD at the table, but they need to be at the table in order to re-imagine public safety.
- Resources. If all 50 or 100 managers throughout APD were involved in this discussion, we would have so much more input into what the fences are.
- In the recruiting process, we should consider allowing second chances for bad credit, eviction, and so forth.
- Assure that we don't rebuild the fence with protectionism in efforts to rebuild trust within the community. For example, it's true that police want officers to come home every night. How can everyone sit at the table and be respectful of the culture from the community's viewpoint? **JJC:** Maybe go to the group and ask, "what would it take to be invited back to the table?"
- How do you repair trust when some of the messaging is not community oriented? **JJC:** Through communication, the community needs to know what APD is doing. How do you message it in a way that says this is what the APD is doing?
- Some people who don't represent the community go through the back door and say that they do. There has to be reciprocal communication.

- We must use the history of policing as a point of departure.
- The community has power, but no authority. The power comes from the institution. How can we bridge that gap?
- How do we transfer authority to the community so that it is actually distributed there and change comes from a unified effort?
- Who is “the community”? Some parts of the community are not in sync with or in agreement with other parts of the community. JJC: How do we develop strategies to hear voices from all segments of the community?
- There are multiple communities. How do we talk to the little guy in the equity slide such as the formerly incarcerated, Black trans women, homeless, etc. because those are the most vulnerable and those most left out of the community. If we don’t have an existing relationship, we need to create one.
- Division between sworn and civilian is an extreme fence. Employee relations and recruitment have areas of similarity to identify and then synchronize. That’s a huge piece of the puzzle. Employment processes for 911 and officers are the same in the beginning, and then break off at some point. If HR is not on the front end of employment meetings, there are challenges on the back end.
- Do a better job of marketing areas that have been neglected.

STRATEGIC PLANNING

Fundamental to the APD’s future success in tackling the complex and persistent problems of racial disproportionality and disparities in its outcomes is a roadmap—strategic plan—designed to address institutional and structural racism. With the foundation of a deeper understanding about institutional and structural racism as the root cause of racial inequities; the goal of the APD strategic planning session (as facilitated by JJC) was to identify priorities and opportunities for measurable actions.

The strategic planning session opened with participants selecting by consensus the following immediate priorities.

1. Develop and deliver a consistent message about racial inequities and disproportionality about what will not be tolerated and a plan for reiterating the message at multiple levels within the organization and at APD’s “front door.”

2. For both the APD cadets and those who have been in the department for years, ensure policing is handled by the “least intrusive means.”
3. Thoroughly analyze data to ensure focus on the most appropriate areas.
4. Engage members of the community who participated in this process with APD, in the ongoing planning and implementation of new strategies that will improve and strengthen partnerships with community.
5. Add anti-racism language to the APD core values and principles to strengthen the APD mission and vision statement in conveying the importunate of an anti-racist organizational culture.
6. Develop a process for engaging with “Ida Sector” officers, community members, TPOA, and others, to actively involve and hear the voices of the community in the design of a new and inclusive community policing model.
7. Examine budget allocations that may support the new community policing model, i.e., hand select officers, include Ida Sector community members in GWA workshops with assigned APD officer
8. Engage both sworn and civilian staff in the process of identifying and undoing institutional and structural racism.
9. Identify other cross systems partners, city of Austin departments, community-based organizations and individual community members to include in the ongoing efforts to develop an “upstream” collaborative approach to undoing institutional and structural racism in APD.
10. Prioritize and develop a plan to make GWA training available to the APD across department and at multiple levels.
11. Conduct a critical examination of the APD policies and procedures through a racial equity lens

RECOMMENDATIONS

The historical nature and design of law enforcement and all other systems, shows that systems as originally structured have an oppressive racially defined relationship with internal and external constituents. Therefore, ensuring an organizational culture and climate that is supportive of the APD vision requires that the department actively engage in creating a sustainable culture; one not solely focused on individual implicit biases, but rather,

placing a higher level of accountability for addressing racism at the institutional and structural levels. Systemic change will only occur when leadership can visibly demonstrate a willingness to be intentional, deliberate, transparent and vulnerable in recognizing the long history of racism in policing and in creating a liberated and safe space for internal and external stakeholders to share in every step of the process of creating the new APD anti-racist culture.

JJC has recommended in the full report that APD use key components of the nationally recognized Texas model to support and enhance efforts to create its more race competent organizational culture. Racial disproportionality and disparities are complex and multi-faceted. These components will act as a frame for the necessary work ahead.

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