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OFFICE OF THE INDEPENDENT CONSENT DECREE MONITOR FOR THE CITY OF AURORA

Report of the Independent Consent Decree Monitor

Reporting Period 9 February 16 to August 15, 2025

Issued: October 15, 2025

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I. INTRODUCTION

This is the 9th of 12 scheduled reports that the Independent Consent Decree Monitor (the Monitor) for the City of Aurora (the City) will produce. This report covers the 9th reporting period (RP9) from February 16, 2025 to August 15, 2025, which is the first period of Year 4 of the 5-year term of the Consent Decree Monitorship, which is scheduled to conclude by February 15, 2027.

This RP9 report describes the progress made by the City, the Aurora Police Department (APD), Aurora Fire-Rescue (AFR), and the Aurora Civil Service Commission (CSC) in reforming these agencies pursuant to the mandates contained in the Consent Decree (CD).¹

II. EXECUTIVE SUMMARY

For the current reporting period, RP9, the Monitor is encouraged by the City's sustained and deliberate progress in implementing the reforms required by the CD. Areas that were previously on a cautionary track have advanced significantly, with all requirements now either on the right track or in substantial compliance. Leadership across the City, APD, and AFR have embraced the mandates of the CD and are making measurable progress in operationalizing them.

These efforts underscore a meaningful shift toward embedding best practices throughout APD and AFR, reflected in a commitment to fostering a culture of accountability, professionalism, and continuous improvement. Notably, this period included enhancements to APD's systems of accountability, including expanded use of data-driven tools and metrics to strengthen police oversight, track performance, and improve transparency. The Monitor observed progress not only in policy adoption but also in daily practice and decision-making.

While this progress is significant, it must be considered in light of the fatal officer-involved shootings (OIS) in RP9, including the OIS on August 30, 2025 that has been the subject of intense public scrutiny.² In that OIS, a solo officer—without backup—used deadly force against an unarmed Black male subject, raising difficult questions about tactics, deployment, less-lethal options, and APD's public communications in the incident's aftermath. Even in police

¹ These and other acronyms, abbreviations and terminology used in this report are explained in the penultimate Appendix to this report (Appendix K).

² Although this incident occurred after the end of the current reporting period, the Monitor is reporting on it herein because of the significant interest in the incident.

departments that have made significant strides, such as APD, a single critical incident can erode public trust.

It is important to note that even the best police departments face critical incidents and instances of sub-standard performance. The essential question is whether the department has taken all reasonable measures to minimize such occurrences and build community trust that such events will be judged by the department fairly and without bias. The Monitor has been asked by the City Manager to “shadow” the administrative investigation into the August 30, 2025 OIS, which will include examining implicated policies and training as well as the handling of this case, including whether the administrative investigation is conducted thoroughly, fairly, and without bias.

Overall, while there is more work to do, the trajectory is positive. Nonetheless, it remains essential to ensure that APD is taking every reasonable measure to minimize critical incidents and to identify and address sub-standard performance. The Monitor will examine the latest critical incidents to identify potential issues and will continue to assess not only compliance with the CD, but also how effectively the reforms are implemented, with a focus on whether they are producing sustainable cultural and operational change.

The rest of this report provides details regarding focus items and the Monitor’s findings for RP9, along with the “path forward” to achieve substantial compliance.³

FOCUS ITEMS FOR RP9

For RP9, the Monitor identified the following 6 events and/or items of note (Focus Items) listed below that reflect seminal events, significant achievements, significant developments, or areas that must be prioritized in order to achieve substantial compliance with the CD. See Section III of this report for further details.

1. Officer Involved Shootings
2. Operational Reviews – Data Driven Oversight & Accountability
3. Reintroduction of Proactive Policing with Appropriate Guardrails
4. Vehicle Pursuit Policy Implementation
5. Implementation of Updated SWAT Guidelines
6. Data Systems Update
7. Tier 2A UOF Adjudication Assessment

³ Appendix L lists all of the open items and Monitor’s recommendations contained in this RP9 report, as well as updated open recommendations for the CSC as described in the Monitor’s Dec 2024 Hiring Comparison Report.

SUMMARY OF THE MONITOR'S OPERATIONAL INTEGRITY ASSESSMENTS

RP9 is the third period of the Monitor's "operational integrity" assessments, which evaluate whether the City, APD, AFR and CSC complied with the operational, or functional aspects of the CD's mandates for this period. Operational integrity reflects the effective and appropriate implementation of the reforms required by the CD. This RP9 report contains the Monitor's overall conclusions regarding operational integrity for each section of the CD, based on the best judgment of the Monitor, after considering relevant metrics and the Monitor's findings regarding the nature, extent and severity of incidents that are indicative of a lack of operational integrity, as well as the timeliness and appropriateness of the remediation thereof.

Table 1 below shows the overall conclusions from the Monitor's operational integrity assessments for each section of the CD for RP9 compared to the prior reporting period. Section IV of this report contains the Monitor's criteria and rationale for each of the Monitor's conclusions below, for each of the following seven sections of the CD.

Table 1 – Monitor's Operational Integrity Conclusions Compared to the Prior Reporting Period

CD Section	Summary Assessments of Operational Integrity	
	RP9 (Current Period)	RP8 (Prior Period)
Policies & Training Generally	 Operational integrity fully achieved	 Operational integrity fully achieved
Bias-Free Policing	 Right track: 50-74% aligned with operational integrity criteria	 Cautionary track: 50-74% aligned with operational integrity criteria
Use of Force (UOF)	 Right track: 75-99% aligned with operational integrity criteria	 Right track: 75-99% aligned with operational integrity criteria
Documentation of Stops	 Right track: 75-99% aligned with operational integrity criteria	 Cautionary track: 50-74% aligned with operational integrity criteria
Use of Ketamine & Other Chemical Sedatives	 Operational integrity fully achieved	 Operational integrity fully achieved
Recruiting, Hiring & Promotion	 Right track: 75-99% aligned with operational integrity criteria	 Right track: 75-99% aligned with operational integrity criteria
Accountability & Transparency	 Right track: 75-99% aligned with operational integrity criteria	 Right track: 50-74% aligned with operational integrity criteria

As summarized above, for RP9, the City continued with full operational integrity for two of the seven sections of the CD; and the City is now on the right track for the remaining five sections of the CD. These findings reflect significant developments compared to the findings for RP8 when two sections of the CD were on a cautionary track. See Section IV of this report for further details.

SUMMARY OF THE MONITOR'S ASSESSMENTS OF ALL CONSENT DECREE MANDATES

The CD has a total of 78 mandates that are the basis for the Monitorship.

- For RP1 to RP8, the first 3 years of the CD, the Monitor found 57 mandates to be in substantial compliance, of which 25 do not need to be actively assessed again unless changes are made to the policies, training or processes required by those mandates and the Monitor found that 32 require ongoing monitoring. By the end of RP8, an additional 18 mandates were partially compliant on the right track, and 3 were partially compliant on a cautionary track.
- For RP9, the first period of year 4 of the CD, for the mandates that require ongoing monitoring, 35 mandates are in substantial compliance, 16 mandates are partially compliant on the right track, and 0 mandates are on a cautionary track.
- Together, 62 of the 78 mandates are now in substantial compliance to the end of RP9. This represents 79% of the 78 mandates in the CD, which is higher than the 73% level of substantial compliance for RP8.

Table 2 below presents the above summary of findings in numeric form for the current reporting period (RP9) compared to the prior reporting period (RP8).

Table 2 – Monitor's Numeric Summary of Findings Compared to the Prior Reporting Period

<i>Assessments for RP9 Compared to RP8:</i>	<i>RP9 # of Mandates</i>	<i>RP9 % of Mandates</i>	<i>RP8 # of Mandates</i>	<i>RP8 % of Mandates</i>
Previously in Substantial Compliance - No Longer Needs to Be Actively Monitored	25	32%	25	32%
Current Period Findings of Substantial Compliance	37	47%	32	41%
Total in Substantial Compliance to Date	62	79%	57	73%
Partially Compliant – Right Track	16	21%	18	23%
Partially Compliant – Cautionary Track	0	0%	3	4%
TOTAL	78	100%	78	100%

The overall level of compliance to date by agency is depicted in Graph 3 below. APD achieved substantial compliance for 33 of its 47 CD mandates, with the remaining 14 mandates on the right track; AFR achieved substantial compliance for 17 of its 19 CD mandates, with the remaining 2 mandates on the right track; and the CSC achieved substantial compliance for all 12 of its CD

mandates. The Monitor's compliance conclusions for the 25 mandates previously assessed as well as the 53 mandates assessed for RP9 are depicted in Table 4 below.

Graph 3 – Graphs of Overall Levels of Compliance by Agency

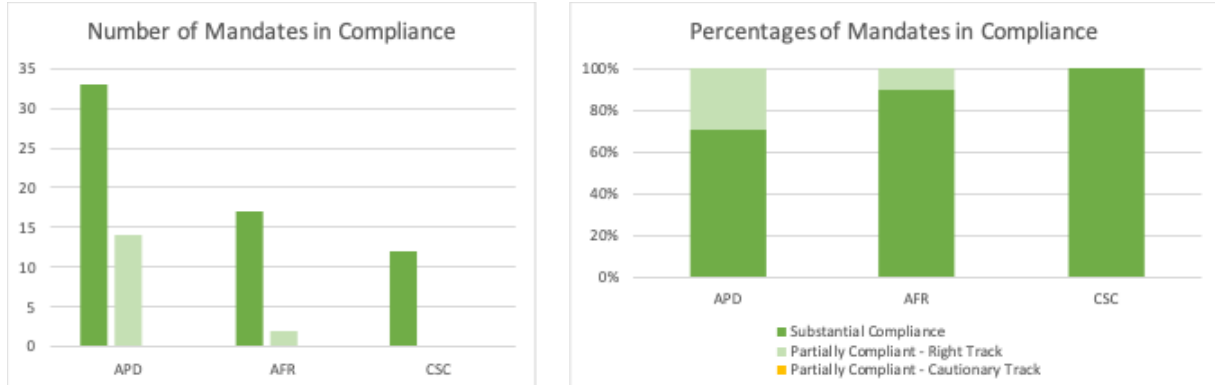


Table 4 – Summary of Findings by Area of the Consent Decree

		CURRENT PERIOD ASSESSMENTS														T O T A L
S E C T I O N		***	RIGHT TRACK					CAUTIONARY/MISSED DEADLINE TRACK				WRONG TRACK				
	AREA OF THE CONSENT DECREE (APD unless otherwise indicated)															
		100%	100%	75-99%	50-74%	25-49%	0-24%	75-99%	50-74%	25-49%	0-24%	75-99%	50-74%	25-49%	0-24%	
1.	Policies & Training Generally (APD)	0	2	3												5
	Policies & Training Generally (AFR)	0	4	1												5
	Policies & Training Generally (CSC)	0	2													2
2.	Addressing Racial Bias in Policing	2	7	2												11
3.	Use of Force	5	7	5												17
4.	Documentation of Stops	5		2												7
5.	Use of Ketamine & Other Chemical Sedatives (AFR)	0	9													9
6.	Recruitment, Hiring & Promotion (APD)	4	1													5
	Recruitment, Hiring & Promotion (AFR)	4		1												5
	Recruitment, Hiring & Promotion (CSC)	5	5													10
7.	Accountability & Transparency	0		2												2
	TOTAL	25	37	16												78
***PREVIOUSLY IN SUBSTANTIAL COMPLIANCE; NO LONGER NEEDS TO BE ACTIVELY MONITORED																

The Monitor’s *“Assessment of Mandates for This Reporting Period”* section IV below describes the Monitor’s current assessments and the history of compliance for each mandate assessed for RP9. Section IV below also includes the Monitor’s assessments of Operational Integrity for each section of the CD.

The history of the Monitor’s assessments for each mandate from RP1 to RP9 are visually represented in the Monitor’s Report Card Matrix, attached to this report as Appendix A. Starting with RP7, the Monitor’s Report Card Matrix also contains the Monitor’s assessments of Operational Integrity for each section of the CD.

III. FOCUS ITEMS

As described in each of the Monitor’s periodic public reports, the Monitor focuses on various events, developments and items of note for the period that affect or are relevant to the Monitorship of the CD. The following are the Monitor’s Focus Items for the current reporting period.

1. OFFICER INVOLVED SHOOTINGS

Officer-involved shootings represent some of the most consequential and scrutinized encounters between law enforcement and the communities they serve. Each such incident—regardless of outcome—elicits legitimate public concern about whether the use of deadly force was necessary, whether alternative tactics could have produced a safer resolution, and whether the investigation and public communication that follow are unbiased and conducted with fairness, transparency, and accountability. These incidents often serve as a barometer for public confidence in the police department’s commitment to constitutional policing and its capacity for self-assessment and reform. Even when policy and law support an officer’s actions, the community’s perception of pre-judgment or insufficient neutrality can erode trust, magnifying the need for rigorous and unbiased post-incident review.

Within Aurora, recent incidents have heightened public anxiety regarding racial disparities in the use of force, the adequacy of de-escalation training, and the risks associated with solo officer tactics. The intensity of the reaction from a vocal segment of the community underscores that progress achieved under the Consent Decree can be quickly undermined if an officer-involved shooting is not handled with transparency, adherence to policy, and a clear commitment to learning and improvement. APD’s response—both operationally and communicatively—must therefore reflect not only technical compliance but also the empathy, restraint, and openness necessary to sustain community trust.

Against this backdrop, the Monitor believes it is important to recount the officer-involved shootings that occurred during and immediately following the current reporting period—not only to document the facts of each event, but to identify possible patterns, tactical considerations, and lessons that can inform future policy and training.

Three officer-involved shootings occurred involving APD officers during the current reporting period. In addition, there were two officer-involved shootings that occurred outside of the current reporting period that are included in this report because of significant public interest and because the timing of those shootings was before finalization of this report.

Each of these five incidents are being investigated criminally by the Critical Incident Response Team (CIRT), a multi-agency investigative team that operates independently of the department whose officers are involved in a critical incident. The CIRT will present its findings to the District Attorney for the relevant judicial district for determination of whether criminal charges are warranted. In parallel, APD's Internal Affairs and Force Investigation Unit (FIU) conducts administrative investigations to determine whether departmental policies or procedures were violated and to inform the Force Review Board (FRB) regarding tactical, supervisory, or procedural issues that may warrant corrective action.

THE INCIDENTS IN OR SHORTLY AFTER THE CURRENT REPORTING PERIOD

On *March 24, 2025*, officers conducting proactive patrols at an apartment complex on South Elkhart Way encountered a Hispanic 17-year-old male dressed in dark clothing who appeared to be holding a metallic object. When the 17-year-old failed to comply with repeated commands to show his hands and advanced toward the officers while partially concealing his hands, one officer discharged his weapon three times, striking him in the leg. The subject, later determined to have possessed a large knife, survived and was taken into custody.

On *May 12, 2025*, an officer responding alone to reports of a barefoot man behaving erratically at *The Parking Spot*, an off-airport parking facility near Denver International Airport, fatally shot Rashaud Johnson, a 32-year-old Black male, following a physical struggle between the officer and Mr. Johnson, after which Mr. Johnson aggressively approached the officer. No weapon was recovered at the scene.

On *June 14, 2025*, officers responding to a domestic-disturbance call at a residence on East Arkansas Avenue made contact with Todd Patrick Smith, a White 59-year-old male. After a brief conversation, Mr. Smith retrieved what was later determined to be a handgun from a workbench and turned toward the officers. An officer fired, fatally wounding Mr. Smith.

Outside the reporting period, on *August 30, 2025*, an officer shot and killed Rajon Montrel Lee Belt-Stubblefield, a Black 37-year-old male, following a traffic stop on East 6th Avenue. That incident—discussed in greater detail below—raised substantial community concern regarding solo-officer tactics, escalation dynamics, and the accuracy and neutrality of public communications following critical incidents.

Also outside the reporting period, on *September 18, 2025*, an officer shot and killed a White 17-year-old juvenile, in the 200 block of South Havana Street after the juvenile called 911 stating an intent to open fire inside a business and to shoot police upon their arrival. When officers arrived, the juvenile ran toward them while ignoring repeated commands. Officers deployed a 40 mm

less-lethal launcher without apparent effect, before one officer discharged a firearm, fatally wounding the juvenile, who was later determined to be unarmed.

Collectively, these shootings underscore the ongoing need for careful examination of tactical decision-making, officer deployment strategies, and communication practices to ensure that deadly force is employed only when objectively reasonable and that lessons learned are used to strengthen APD's policies, training, and accountability processes.

THE GOAL OF ADMINISTRATIVE INVESTIGATIONS

Even in the nation's best police departments—those often held up as models—serious incidents still occur. They may result from the human frailty of police officers who deviate from policies and training or because of the actions of individuals who make the use of deadly force an objectively reasonable choice for an officer acting in accordance with policy and training. In addition to determining whether the policies and procedures of the department were adhered to, the critical questions in all such cases are:

- What, if anything, could reasonably have been done differently, to have avoided the use of deadly force?
- What policies or training could be improved or developed to reduce such events to as close to zero as possible? and
- What measures can strengthen public trust in the post-incident investigative process, to ensure that officers who violate policy or training will be held appropriately accountable for sub-standard performance?

While APD has made meaningful progress in many areas of the CD in this reporting period, it is important to remember that all of those accomplishments can be undermined by a single incident that erodes public trust – if APD's administrative investigation appears biased or fails to properly investigate and learn from a critical incident in order to prevent similar incidents in the future.

OFFICER-INVOLVED SHOOTING OF AUGUST 30, 2025

While each of the officer involved shootings outlined above remains under investigation by both the CIRT and APD's Internal Affairs and Force Investigation Unit, none provoked the same level of public attention as the shooting on August 30, 2025. That incident—occurring at a time when community confidence in APD's reform progress was, from the Monitor's perspective, steadily improving—prompted renewed public scrutiny of APD's tactics, communication practices, and internal accountability systems. Accordingly, the Monitor determined that a more detailed

explanation of the incident and APD's communication with the public in its aftermath was necessary for this report.

On August 30, 2025, an APD officer shot and killed Rajon Montrel Lee Belt-Stubblefield following a traffic encounter on East 6th Avenue. The officer attempted to stop Mr. Belt-Stubblefield for a traffic violation. The driver fled, collided with other vehicles, and ultimately exited his car. APD indicated that the driver tossed a handgun into a grassy area, engaged with the officer physically, and advanced aggressively while calling for others to retrieve the gun. The officer, who was alone on scene at that time, ultimately fired his weapon, killing Mr. Belt-Stubblefield.

Following the press conference conducted by the Chief of Police on September 2, 2025 – which included a detailed narrative of events, definitive characterizations of the suspect's behavior, repeated claims that de-escalation occurred, and assertions that deadly force was unavoidable – community members raised concerns about whether the ensuing administrative investigation and its adjudication would be fair and unbiased. Critics noted that many of the Chief's statements in the press conference lacked a clear script and were presented as factual despite the absence of an officer statement and before completion of any investigation, and thereby indicated a pre-judgment by the Chief of the facts and circumstances relating to the incident.⁴

National best practices for public communications following critical incidents call for a neutral, preliminary factual presentation of information, with emphasis on investigative process and statutory timelines for the release of unedited body-worn camera (BWC) and other video footage. The Chief of Police e Monitor with his rationale for making the statements he did at his September 2, 2025 press conference.⁵

⁴ The September 2, 2025 press conference can be viewed here: <https://www.youtube.com/watch?v=9m-Fi1DfJrQ&t=336s>. After criticisms of the Chief's press conference in an article on [September 9](#) and editorial on [September 10](#), 2025, the *Aurora Sentinel's* [September 14, 2025](#) article reported that the BWC and other videos confirmed parts of the Chief's account while also raising questions.

⁵ This is the full text of the Chief's expressed rationale: "Silence often creates distrust, both in the community and within the department. When a critical incident occurs, the public deserves facts, our officers deserve support, and everyone deserves clarity about what happened. This was a tragic event for everyone involved, and trust can be easily broken if it is not maintained in all relationships, especially with the community. My responsibility is to share what we know and what I know so that people have the truth."

The recent press conference was not about creating a narrative. It was about transparency, sharing what we knew, good and bad, so concerns could be addressed, and trust could be strengthened. The conference was needed sooner rather than later because of the vast amount of misinformation being circulated by activist groups, along with the unrest, demonstrations, and national attention being fueled by non-factual information. That effort did not stop at the press conference; we continued those conversations directly with community groups in a town hall. Relationships are built in the difficult times, but they are cultivated at all times. The conversations never stop.

THE ROLE OF THE MONITOR

The Independent Monitor's standard role in an OIS administrative investigation is not to replace or replicate the criminal or administrative investigation, but to perform a post-mortem assessment of whether APD's administrative investigation was conducted thoroughly, fairly and impartially, consistent with best practices and, whether APD's assessment of the incident, including tactical decision-making, use of force, supervisory response, and public communication, was reasonable and aligned with APD policy, state and federal law, and best practices. The Monitor also assesses whether any broader systemic issues are indicated that may warrant policy revision, training, supervision, or cultural change. The Monitor then reports publicly on these matters and issues recommendations as appropriate.

Relative to the August 30, 2025 OIS, the Monitor has been asked by the City Manager to have a special role for this OIS, and thereby deviate from the Monitor's normal role relative to APD's administrative investigations. Specifically, the Monitor has been asked to "shadow" the administrative investigation of the August 30, 2025 OIS, through on-going contemporaneous dialogue with Internal Affairs and the Force Investigation Unit, relative to the investigative plan and its execution. The Monitor intends to ensure that best practices relative to the administrative investigation are followed and that all relevant issues that would be discussed and deliberated by the Force Review Board (FRB) are investigated and presented to the FRB in the first instance and ultimately to the Chief of Police for his adjudication of the matter.⁶ The Monitor also intends to assess the administrative investigation into the public communications after the OIS.

There will always be individuals who monitor or critique this organization based on their own beliefs or ideology. That does not preclude me, as Chief of Police, from speaking on behalf of the facts, my institutional knowledge, and the department. Just because my words may not fit someone else's narrative does not make them any less valid or necessary.

Law enforcement should remain apolitical, and as Chief, my role is to speak to the facts, even when those facts are difficult. That is how we earn trust, calm fear, and show that accountability and openness are non-negotiable."⁶ Notwithstanding the request of the City Manager and the Monitor's role in this administrative investigation, the adjudication of whether there was any policy violation and, if so, the appropriate remediation for such violation(s), will, as usual, rest with the Chief of Police. To the extent that the Monitor disagrees with the decision of the Chief of Police in that regard, such disagreement will be communicated to the City Manager and reported to the public.

⁶ Notwithstanding the request of the City Manager and the Monitor's role in this administrative investigation, the adjudication of whether there was any policy violation and, if so, the appropriate remediation for such violation(s), will, as usual, rest with the Chief of Police. To the extent that the Monitor disagrees with the decision of the Chief of Police in that regard, such disagreement will be communicated to the City Manager and reported to the public.

KEY QUESTIONS FOR THE ADMINISTRATIVE INVESTIGATION AND FRB REVIEW OF AUGUST 30, 2025 INCIDENT

There are several questions relative to the August 30, 2025 incident that must be addressed through the investigative process into this OIS, including the following:

1. *Traffic Stop and Pursuit*: Was there a pursuit, and if so, did its initiation, continuation, and termination comply with APD policy?
2. *Backup*: Why was the officer alone at the time of a high-risk stop and confrontation? Was backup requested, and if so, when and how did other officers respond?
3. *Commands*: Was the subject given proper commands that were clear, consistent, and feasible?
4. *De-escalation*: Were all feasible means of de-escalation (as defined in APD policy), including the potential of tactical retreat until appropriate resources arrived, utilized?
5. *Scene Dynamics*: How did the officer and subject end up in the roadway, and what risks, if any, were created by that movement?
6. *Firearm Location*: Where was the tossed handgun in relation to the officer, the subject, and bystanders at the moment of the shooting?
7. *Less Lethal Alternatives*: Were less lethal options available and reasonably deployable under the circumstances? Were they appropriately utilized? If not, why not? Are the less lethal tools authorized for officer use sufficient? Should patrol officers be mandated to train on and carry tasers?
8. *Officer Background*: What is the officer's history with APD, including his disciplinary record and UOF history? Is there anything in the officer's disciplinary history or employment record that should have raised questions relative to his fitness for a patrol function?
9. *Reasonableness of Force*: Was each use of deadly force (each shot fired) objectively reasonable under the totality of the circumstances, and consistent with APD policy and state and federal law?
10. *Rendering of Medical Aid*: Was medical assistance appropriately provided to the subject after he was shot by the involved officer?

POTENTIAL LEGISLATIVE ACTION & APD POLICY CHANGE

In addition to the questions raised above, the Monitor recommends a review of the statutory framework regarding release of video and audio footage publicly following a critical incident and whether there is an opportunity for changes that would allow additional flexibility for law enforcement agencies to release footage sooner in certain instances. Specifically, amendments to C.R.S. § 24-31-902 (2) could grant law enforcement agencies explicit authority to release footage immediately when deemed necessary to counter misinformation, de-escalate public unrest, or promote timely transparency provided bona fide documented efforts are made to

contact the deceased's next of kin prior to such release, by phone, email, text, or in-person visit, and that agencies offer families a documented good-faith opportunity for private, unedited viewing—preferably before release, but post-release if immediate disclosure is required—accompanied by trauma-informed support like counseling referrals. The current statutory language in C.R.S. 24-41-902 (2) does not consider circumstances where next of kin are not immediately known or available and other practical considerations post critical incident.

The Monitor also recommends that APD consider changing its current policy relative to the carrying of a taser by patrol officers. Specifically, APD should consider mandating that all patrol officers undergo comprehensive training on and be required to carry a Taser Conducted Energy Device (CED) as one of at least two less-lethal options, paired with either Oleoresin Capsicum (OC) spray, a collapsible baton, or, at the officer's option, both.

GOING FORWARD

The Monitor's oversight of officer-involved shootings is intended to promote continuous learning, institutional accountability, and improved decision-making at every level of the department. The integrity of these investigations—and the public's perception of that integrity—remain central to the Consent Decree's overarching goal: ensuring that the Aurora Police Department not only acts lawfully and within policy, but does so in a manner that reinforces public confidence, advances constitutional policing, and strengthens the bond between officers and the community they serve.

2. OPERATIONAL REVIEWS – DATA DRIVEN OVERSIGHT & ACCOUNTABILITY

Starting in RP7, the Monitor initiated twice-monthly meetings, originally referred to as RISKS meetings (Remediation of Identified Situations Key to Success), to review the implementation of APD's policy and training reforms, along with certain productivity and operational metrics. By RP9, APD assumed primary responsibility for leading these meetings which became known as Operational Reviews.⁷ In RP9, the Monitor provided oversight and insight as required.

For RP9, each semi-monthly Operational Review focused on one APD District or Special Operations Bureau (SOB) on a rotating basis, so that each District/SOB was reviewed every two months. This is consistent with the rotation for RP7 and RP8, and provides an efficient and

⁷ By January 2025, these meetings were referred to as RISKS Operational Review meetings, and by mid-April 2025 APD adopted the simpler title of Operational Review to align with APD's operational focus. Going forward, and for the rest of this report, the Monitor now uses this same term to reflect this evolution.

effective structure for targeted review of trends and incidents warranting either remediation or commendation based on the prior two months of operations.

RP9 DEVELOPMENTS

In RP9, APD's Operational Reviews continued to evolve and strengthen, exemplifying a culture of continuous improvement. APD now operates under a comprehensive Standard Operating Procedure (SOP) governing its Operational Review Process (ORP). As reported in RP8, the establishment of the Quality Assurance (QA) Unit marked a significant step in advancing APD's mission of transparency, trust, and effectiveness; in RP9, this work developed further, with the Unit now producing real-time dashboards and related metrics to inform these meetings and support the analysis and decision-making of APD's divisional leadership. By bringing in personnel with specialized skills in data analysis and performance measurement, APD enhanced its capacity to generate and interpret information relating to compliance, operations, and accountability.

The following points illustrate the evolution of metrics produced to guide APD's Operational Reviews; the Monitor's recommendations to further strengthen such metrics and better support data-driven decision-making are described thereafter.

- In June 2025, in response to a Monitor suggestion, APD's Operational Review meetings included review of a log of action items arising in Operational Review meetings from that meeting onwards. Action items from earlier meetings were not previously discussed in the meetings. Maintaining this log promotes accountability and consistent follow-through.
- During RP9, APD expanded its two-month metrics comparisons from 8 compliance-focused measures to 15, adding a productivity measure (responses to calls for service) and six crime categories for context. These additions reinforced the principle that what gets measured gets done, sharpening internal comparisons and driving APD's focus on both compliance and productivity from senior leadership through to the officers on the street.
- In RP9, additional metrics and reporting were introduced, including the use of enhanced graphics and real-time interactive dashboard reporting to facilitate command staff review, discussion and decision-making. These metrics include integrated data from personnel records, Computer Aided Dispatch (CAD) data, Record Management System (RMS) data, UOF data, staffing data, off duty data, and more. The resulting dashboards were built to enable the identification of trends and APD utilized such dashboards for intervention and decision making.
- The topics covered in each operational review also continued to evolve throughout RP9, with the reviews in August 2025 including: UOF levels by reason for the initial contact and extent of UOF involving a PIT maneuver; the teams involved in UOF for the current and prior period;

subject behavior by demographics; the end result of UOF; the reason for contact by race; a comparison of perceived race for data relating to calls for service compared to pro-active contact; arrest types by period; perceived demographic data from CDC forms; summons counts by team per period; CDC form generation by officer, including demographic breakdowns; the status of complaints opened in the recent period; the list of commendations in the recent period; the extent of vehicle pursuits by month and by event preceding the pursuit and terminating event; an officer metrics dashboard which identifies the top and bottom 10% of officers in terms of the number of various metrics, including their responses to calls for service, CDC completion, traffic citations, non-traffic citations, field interviews, arrests, UOF, pursuits, commendations, complaints, corrective actions, written reprimands, regular hours worked, time off taken and additional time worked.

- Other divisional metrics introduced in RP9 include the type of department-wide metrics reported on APD's Transparency Portal, starting near the end of RP9, a copy of which is included in Appendix B.

While APD's Operational Reviews in RP9 demonstrated excellent progress, and a corner has been turned, there is still room for improvement, including the following:

- For insight and decision-making, the Monitor recommends that data be paired with benchmarks in order to make meaningful comparisons. By framing results against relevant reference points, this will facilitate consistent Commander analysis of outliers across all commands and support timely, data-informed coaching or interventions where patterns of concern are identified and validated.
- While APD has some dashboards that compare data for the current period to a prior period, APD relies on manual comparison of sequential dashboards for other types of comparisons. The Monitor recommends that APD's dashboards be set up to facilitate side-by-side comparison.
- For improved accountability, the Monitor recommends that APD's Operational Reviews include a UOF adjudication summary of the days to remediation, for all UOFs adjudicated in the current and prior period.
- Include APD's CDC random assessment results in APD's officer-level and supervisor-level dashboards.
- APD's Officer Insights dashboard should include normalized officer activity, thereby enabling a more appropriate assessment of officers who are above or below the top 10% in any given category compared to hours worked, and enabling identification of officers who have changed in their trajectory/patterns.

- When reporting on complaints in APD’s Operational Review meetings, include the status of complaints that were open at the end of the prior period by district, whether the remediation of sustained complaints has been completed, and the days from opening to closure and remediation.
- APD’s Operational Review Process SOPs currently focus on the type of information to be provided for the Operational Review Process, with minimal guidance for commanders regarding how to use such information. As next steps, the Monitor recommends that APD update its SOPs to provide guidance to Commanders regarding benchmarks and trends requiring further investigation/analysis, and potential actions necessitated by such analysis relating to all of the topics reviewed, including CDC compliance rates, demographic variations, UOF trends, complaints and early intervention risk indicators.

By further improving the quality of its metrics and presenting them in ways that leadership can readily use, APD will continue its trajectory as the gold standard for data-driven policing.

MONITOR’S 360-DEGREE REVIEWS IN RP9

Prior to each Operational Review meeting in RP9, the Monitor reviewed APD’s metrics/reporting, performed a qualitative review of 100% of APD’s Tier 1 and Tier 2A Uses of Force (UOFs) and 100% of APD’s pursuits that involve a UOF,⁸ evaluated the classification of 100% of APD’s vehicle pursuits and complaints, and assessed whether complaints alleging bias were forwarded to IIB as required. The Monitor’s review followed the 360-degree review methodology outlined in the Monitor’s RP6 report, incorporating BWC footage and CDC documentation to fully assess UOFs, pursuits and contacts. Table 5 below summarizes the number of incidents reviewed by the Monitor for each Operational Review meeting in RP9 as described herein. In total, the Monitor reviewed 573 incidents for RP9 and provided reports on pertinent cases for discussion during each Operational Review meeting.

⁸ Tier 2B and Tier 3 UOFs are reviewed by the Monitor as part of the Monitor’s attendance at the FRB’s regular meetings. Pursuits involving a use of force may arise either through the use of a vehicle contact maneuver or a hands on or less lethal weapon use of force with a subject. Pursuits with no vehicle contact maneuver or other use of force are not reviewed by the Monitor, but are reviewed through a chain of command Pursuit Review.

Table 5 – Monitor’s Incidents Reviewed for APD’s RP9 Operational Reviews

<i>Operational Review</i>	<i>Meeting Date</i>	<i>District</i>	<i>Period Reviewed</i>	<i>Qualitative Reviews</i>			<i>Complaint Class'n & Followup</i>	<i>TOTAL Incidents Reviewed</i>
				<i>100% of Tier 1 UOF</i>	<i>100% of Tier 2A UOF</i>	<i>100% of Pursuits</i>		
	20-Feb-25	D2	15 Nov 2024 - 15 Jan 2025	25	1	4	10	40
	6-Mar-25	D3	09 Dec 2024 - 09 Feb, 2025	24	2	1	12	39
	20-Mar-25	SOB	24 Dec 2024 - 24 Feb 2025	10	4	0	1	15
	4-Apr-25	D1	10 Jan - 10 Mar, 2025	28	1	3	15	47
	17-Apr-25	D2	16 Jan - 16 Mar 2025	11	6	4	19	40
	15-May-25	D3	10 Feb - 10 Apr 2025	27	4	12	13	56
	5-Jun-25	D1	11 Mar - 11 May 2025	34	9	20	13	76
	18-Jun-25	D2	17 Mar - 31 May 2025	34	13	27	18	92
	3-Jul-25	D3	11 Apr - 11 June 2025	17	2	0	12	31
	17-Jul-25	SOB	25 Feb - 25 June 2025	16	14	1	13	44
	8-Aug-25	D1	12 May - 12 Jul 2025	48	10	18	17	93
Total Incidents Reviewed for RP9 Operational Reviews:				274	66	90	143	573

During APD’s RP9 Operational Reviews, the Monitor noted the following significant trends, patterns, and areas of concern or excellence:

- Significant leadership development observed at the end of RP8 continued throughout RP9 with district Commanders now leading APD’s Operational Review meetings and the Monitor and APD Executive Staff taking more of a support and oversight role.
- District Commanders reported that their sergeants were taking pride in their teams’ productivity statistics.
- APD’s supervisors (Sergeants) continued to improve the quality of their UOF reviews, so there were fewer issues identified by the Monitor that had not already been identified by APD. This was achieved, at least in part, through the use of APD’s template for command staff reviews, which facilitated assessment of whether the incident was compliant with policy, and whether any training or discipline was required. As a result of the supervisors’ more robust reviews, in many cases, APD had already taken corrective action prior to the Monitor’s review.
- Since changes were made to APD’s Vehicle Pursuit Policy effective March 5, 2025 to permit pursuits when a suspect is driving under the influence of alcohol or drugs, or operating a confirmed stolen vehicle, there has been a noticeable increase in failed PIT attempts to terminate APD’s pursuits, primarily because of officer inexperience. This topic is further addressed in Focus Item #4.
- In the testing of different formats for the Operational Review meetings, some metrics were dropped from examination that should be reinstated in future meetings. These include officers who tripped early intervention system thresholds, customer service statistics and

follow-up on reported negative interactions, and the receipt of claims or lawsuits against the City for police misconduct.⁹

- Actionable items for commendation on excellent behavior were noted in each Operational Review for RP9. In RP8, APD reinforced such behavior in its weekly "Newsworthy & Notable" internal newsletter which highlighted commendations or community recognition with links to social media posts, BWC footage, and press releases. During RP9, these newsletters were no longer published for several months due to staffing vacancies. Given the importance of this communication in sustaining momentum for continuous improvement, APD should designate a small team to maintain it even during staffing shortages.

CONCLUSION

APD's Operational Reviews have been a successful tool in providing a mechanism for ongoing oversight and internal accountability. These structured, data-informed reviews promote transparency, support the identification of trends or concerns, and reinforce APD's commitment to addressing issues proactively. APD remains committed to continuing these reviews and to enhancing their effectiveness as a cornerstone of its broader accountability framework. As a result, the Monitor expects that APD's future Operational Review meetings will continue to evolve to include additional metrics, insights and related reporting in order to better explore anomalies and trends and the performance of officers, supervisors, shifts, beats and districts. The Monitor will continue to collaborate with APD on the evolution and development of APD's future Operational Reviews.

3. REINTRODUCTION OF PROACTIVE POLICING WITH APPROPRIATE GUARDRAILS

From the outset of this Monitorship, the Monitor has emphasized that the CD would not be judged a success if it came at the expense of effective crime reduction. Simply put, it is the Monitor's view that reform and public safety must advance together if Aurora is to restore trust while ensuring safe neighborhoods.

During this reporting period, there are encouraging signs that APD is achieving that balance. Under the leadership of Chief Todd Chamberlain, APD has expanded its CompStat-style accountability meetings, which have sharpened the Department's focus on strategic crime-

⁹ The receipt and existence of a claim or lawsuit should be noted, and the named officers should be identified, without discussing the specifics of such claims or lawsuits.

fighting priorities. These meetings have contributed to measurable results, particularly when combined with a carefully reintroduced emphasis on proactive policing.

Importantly, this reintroduction does not reflect a return to past practices that too often were unfocused and sacrificed constitutional protections in the name of enforcement. Instead, APD's proactive efforts are being directed through broader strategic plans and implemented with supervisory oversight and data review. APD's approach is designed to ensure that crime-fighting remains both effective and constitutional.

The Monitor is following these developments closely. Initial results are promising: while calls for service are increasing, arrests have increased at a much higher rate, and the ratio of UOF to arrests have dramatically decreased. This suggests that proactive policing in Aurora is being applied more judiciously, with officers addressing crime proactively while prioritizing professionalism, discretion, and de-escalation rather than defaulting to unnecessary enforcement actions or force. Through body-worn camera reviews and analysis of arrest and stop data, the Monitor has not observed systemic concerns to date.

To illustrate these trends, Table 9 below presents APD's calls for service, arrests, and uses of force across the last three reporting periods.

Table 6 – Trends in Calls for Service, Arrests, and Uses of Force (RP7–RP9)

Measure	RP7 (Feb 16– Aug 15, 2024)	RP8 (Aug 16, 2024– Feb 15, 2025)	RP9 (Feb 16– Aug 15, 2025)	% Change RP7–RP9
Calls for Service (CFS)	124,185	131,895	134,525	8.3%
Arrests	2,848	3,176	4,174	46.6%
Uses of Force (UOF)	331	286	362 ¹⁰	9.4%
UOF per Arrest	11.6%	9.0%	8.7%	-25.0%

Note: Data provided by APD. Arrests include custodial arrests and summons in lieu of arrest. Uses of Force include all documented force above de minimis levels. Calls for Service figures are based on CAD entries classified as dispatched officer response.

The Monitor will continue to track these measures in subsequent reporting periods, with particular attention to ensuring that proactive policing remains consistent with constitutional

¹⁰ This includes 33 pursuits that ended with a PIT or vehicle contact that are therefore classified as a UOF. It is unclear as to how many of the 33 pursuits also contained a separate non-PIT UOF.

requirements and the principles of equity, accountability, and continuous improvement that underlie the CD.

4. VEHICLE PURSUIT POLICY IMPLEMENTATION

As noted in RP8, the City made the decision to revise its Vehicle Pursuit Policy to allow officers to initiate pursuits for drivers suspected of driving under the influence and for stolen vehicles.¹¹ The Monitor noted that the authority to make this change rests solely with the City and that this shift brings with it significant responsibility for officers and supervisors in the field. While the CD, which guides reform efforts within APD, does not specifically address vehicle pursuits, some aspects of pursuits do fall within APD's UOF policies.

The core dilemma in any pursuit policy lies in weighing risk against reward. The potential benefit of capturing a suspect must always be considered alongside the dangers posed to officers, community members, other drivers, and the individuals being pursued. Pursuit decisions are inherently fluid, requiring officers to exercise judgment, discipline, and continual reassessment as circumstances evolve. Above all, the overriding priority must be the protection of public safety.

These recent policy adjustments heighten the importance of supervisory involvement. Supervisors bear responsibility for ensuring that pursuits reflect APD's public safety mission and that officers use de-escalation strategies whenever appropriate. Training and structured decision-making tools must be reinforced so that officers can evaluate in real time whether continuing a pursuit is justified and safe. Factors such as excessive speed, heavy traffic, or other hazardous conditions can quickly elevate risk beyond acceptable limits. In such cases, officers—and especially supervisors—must be prepared to end pursuits promptly, with supervisors maintaining vigilant oversight throughout every incident.

For the current reporting period, the Monitor assessed how the change in policy has affected police behavior relative to pursuits, before and after the implementation of the policy change – both quantitatively and qualitatively.

The Monitor's quantitative analysis involved comparing pursuits for the 4½ months at the end of RP9 (April 1 to August 15, 2025) to the 4½ month period at the end of RP8 (October 1, 2024 to February 15, 2025).¹² Specifically, the Monitor reviewed the number of pursuits, the events preceding such pursuits, and the outcomes of those pursuits, including terminating event

¹¹ See Appendix D for a copy of DM 04.15 "Police Vehicle Pursuits" that was recently updated in RP9, effective July 21, 2025. The prior version, as updated in RP8, is included as Appendix B to the Monitor's RP8 report.

¹² The period from February 15 to March 31, 2025 was a transition period, so the Monitor excluded it from review.

information: the number of terminations by initiating officer, the number of terminations by supervisor, and the number of successful PIT maneuvers;¹³ as well as accident information: the number of accidents, the number of accidents with minor injuries, the number of accidents with serious injuries, and the number of accidents with fatalities. As part of this analysis, the Monitor reviewed how stolen vehicle pursuits concluded, including the number of arrests/apprehensions, the number escaped, and the number of accidents. The results of this review are summarized in Table 7 below.

Table 7 – Vehicle Pursuits Outcomes (Pre- and Post-Policy Change)

	<i>Apr 1, 2025 to Aug 15, 2025</i>		<i>Oct 1, 2024 to Feb 15, 2025</i>	
Total number of pursuits	107		3	
Event preceding pursuit				
Stolen vehicle	80	75%	0	
Known felony in progress or just occurred	8	7%	2	67%
Suspected criminal activity	10	9%	0	
Suspected DUI	9	8%	1	33%
Terminating event				
Terminated by initiating officer	26	24%	0	
Supervisor terminated	18	17%	1	33%
Number of PIT maneuvers conducted	25	23%	2	67%
Accidents				
Number of accidents	22	21%	1	33%
Number of accidents involving other motorists	11	10%	1	33%
Other motorist injuries - minor	2	2%	0	
- serious	1	1%	0	
- fatalities	0	0%	0	
Subject status for stolen vehicles				
Apprehended	39	49%	2	67%
Escaped	38	48%	1	33%
Accidents	3	4%	1	33%

Data provided by APD

It is clear from the quantitative analysis above that there has been a significant increase in vehicle pursuits across all categories of inquiry. Of note, the number of pursuits following the policy change now includes stolen vehicle pursuits, with apprehensions and escapes occurring at approximately the same rate, as well as pursuits for suspected criminal activity. Terminations by

¹³ The Precision Immobilization Technique (PIT) is a maneuver in which a pursuing police vehicle makes controlled contact with the rear quarter of a fleeing vehicle, causing it to spin and come to a stop. When executed correctly, the maneuver is designed to end pursuits quickly while minimizing risk. Its permissible use is governed by APD policy and is included in Academy training.

initiating officer also appear after the policy change. Of the 107 pursuits during the period after the change in policy, 22 resulted in an accident, including 11 involving other motorists; among these, 1 resulted in serious injuries and 2 resulted in minor injuries to other motorists. Positive outcomes from APD's updated Pursuits Policy include 87 arrests during the period April 1 to August 31, 2025,¹⁴ of which 67 had a criminal history, 25 had active warrants, 18 were on probation, 7 were on parole, and 12 weapons were recovered.

As regards the Monitor's qualitative review, the Monitor reviewed all documentation and body worn camera footage of those pursuits with either a PIT maneuver or an actual UOF. In the pursuits reviewed, the Monitor is generally pleased with officer judgment, the level of supervisory oversight of the pursuit in progress and the supervisory review, adjudication and documentation of the reviews and adjudications. There were two notable exceptions, which have been discussed with Command Staff and elevated for additional review and potential disciplinary action. In addition, the Monitor noted a number of failed PIT maneuver attempts. The Monitor recommends that additional and regular re-training be considered by APD, given the increase in likelihood that officers will be involved in situations in which the PIT maneuver can be utilized.

It is up to the City to determine the risk to reward ratio from the data above and to determine whether any further modifications to APD's Pursuit Policy are in order, which the Monitor will discuss with APD and the City in RP10. That being said, the Monitor reiterates its recommendation that the City strongly consider the addition of dash cameras in all patrol vehicles.¹⁵ These cameras will serve multiple purposes:

- *Enable Stolen Vehicle Recovery before a Pursuit:* Police dash cameras connected to automatic license plate recognition (ALPR) technology allow officers to scan license plates, access relevant databases and identify persons of interest and stolen vehicles, thereby enabling officers to initiate recovery before executing a vehicle pursuit.
- *Enhanced Transparency:* Capturing pursuit incidents in their entirety, including the recording of the actual speeds, surroundings and direction of travel will provide an invaluable tool for reviewing pursuit decisions by providing a clear account of officer decision-making and adherence to policy.
- *Officer Protection:* Footage can support officers by documenting appropriate actions and providing critical evidence in after-action reviews.

¹⁴ This period doesn't align with the periods in Table 7 above.

¹⁵ At the end of RP9, the City had no dash cameras installed in patrol vehicles.

- *Training & Learning Opportunities:* Regular review of pursuit footage will help identify best practices and areas for tactical improvement, reinforcing a culture of continuous learning.

The ability to objectively evaluate pursuits will be an essential tool in fostering professional growth, improving operational effectiveness, and ensuring that public safety remains the priority in all pursuit decisions.

As APD considers any modifications to its Vehicle Pursuit policy, the Monitor urges a continued emphasis on training, supervision and accountability. In the next reporting period, the Monitor will assess compliance with policy for those pursuits that did not result in a PIT maneuver or UOF.

5. IMPLEMENTATION OF UPDATED SWAT GUIDELINES

In RP8, the Monitor highlighted concerns surrounding APD’s use of its Special Weapons and Tactics (SWAT) team, particularly following the May 2024 fatal officer-involved shooting of Kilyn Lewis. That incident underscored the importance of ensuring that SWAT deployments are reserved for high-risk scenarios where specialized tactics and training are necessary, and are beyond the capabilities of other units, rather than as a default response option.¹⁶

Since that time, APD implemented new guidelines for SWAT deployment, including a structured Warrant Service–Risk Assessment Matrix. This matrix requires a case-by-case assessment of warrant type, suspect history, location considerations, and potential weapon threats. It provides clear criteria for determining whether a case is “high risk” and thus appropriate for SWAT service, or “low risk” and better suited for resolution by other units. Final determinations are documented and must be approved by both the SWAT Commander and Special Operations Bureau (SOB) Command.

The Monitor has reviewed examples of this process in action. A request for SWAT to execute a search warrant on North Sable related to a sexual assault investigation was denied because no high-risk factors were present, despite mention of a handgun in associated reports. Similarly, a request for SWAT to execute a search warrant on Mountainview for drug distribution was denied due to insufficient probable cause, with the matter referred back to the requesting agency. These

¹⁶ By contrast, full SWAT call-outs are used in exceptional instances when advanced tactical police procedures and weapons are required, and typically involve a barricaded subject and/or hostage situation. These situations require response by SWAT in full tactical gear (body armor, rifles, ballistic shields, breaching equipment), Crisis Negotiations, Electronic Support Section (ESS), Tactical Support Group (TSG), the Command Post and the on-call Duty Executive Officer. Other specialized units may also be involved, including K-9, drone support and medical support.

examples reflect meaningful application of the new guidelines and a willingness to deny SWAT service where risks do not justify deployment.

Early data further indicates that these reforms are having an impact. Comparing two nine-month periods (January–September 2024, before implementation, and October 2024–June 2025, after implementation), APD reports the outcomes shown in Table 8 below:

Table 8 – SWAT Deployment and Outcomes (Pre- and Post-Guideline Implementation)

Measure	Pre-Change (Jan–Sep 2024)	Post-Change (Oct 2024–Jun 2025)	% Change
SWAT Deployments	244	156	–36%
SWAT Arrests	129	115	–11%
SWAT Uses of Force	17	11	–35%
Search Warrants Served	63	47	–26%
Warrants Denied (matrix)	N/A	9	–

Source: APD internal reporting and Benchmark data.

This data shows that while SWAT deployments have decreased by more than a third, arrest productivity has only declined modestly. Importantly, uses of force are down 35%, with no Tier 3 (serious injury or deadly force) incidents since the guidelines were adopted. The Monitor views these results as a positive early indication that APD has recalibrated SWAT’s role consistent with constitutional policing and risk-management principles. Limiting SWAT to genuinely high-risk situations reduces community exposure to high-intensity tactics and supports de-escalation objectives, while maintaining officer and public safety.

The Monitor will continue to assess SWAT deployment decisions through its operational integrity reviews, including review of denied requests and analysis of BWC footage from accepted deployments, to confirm that the guidelines are consistently applied and aligned with the CD’s goals of accountability, restraint, and continuous improvement.

6. DATA SYSTEMS UPDATE

Since the beginning of the CD, the Monitor has expressed repeated concerns regarding APD’s data collection and reporting systems, and the lack of progress in implementing updated systems to support its evolution into a data-driven agency.¹⁷ Encouragingly, APD has turned a corner. APD is actively working on the implementation of a new data system designed to integrate key

¹⁷ See the Monitor’s RP6 report section entitled “Data Systems” for information about the type of systems limitations identified to the date of that report.

functionalities and address many of the long-standing issues identified in previous Monitor’s reports. Moreover, APD has made measurable strides in using data not only to inform internal assessments but also to guide operational oversight and reinforce accountability at the officer, supervisory, and command levels as described in Focus Item #2. This represents meaningful progress toward satisfying the 10 CD mandates that are specifically dependent on data systems or automated tools.¹⁸ The data systems in use or being developed for use by APD/AFR to support these mandates are listed in Table 9 below; RP9 updates are underlined in blue.

¹⁸ Mandates 6, 7, 16, 19, 27, 32, 33, 39, 67 and 68 all have systems-related requirements relating to measuring racial bias in policing, and public transparency of metrics related thereto; UOF metrics and accountability measures, monitoring of the documentation of stops; and the identification and tracking of trends or patterns in officer behavior in order to improve accountability and transparency.

Table 9 – Data Systems Relevant to the Consent Decree

<i>Relevant to Officer Performance & Behavior:</i>
• AIM: APD’s Administrative Investigation Management System. This is APD’s legacy UOF and disciplinary and performance evaluation system, with remediation tracking capability. It contains data relating to complaints, public web reports, commendations, performance appraisal entries, course of action forms and early intervention data. • Benchmark: APD’s new system that was intended to replace APD’s AIM System. This system contains data relating to police operations, including contacts and UOF, in the following key modules: UOF Investigation, UOF Adjudication, CDC, and Duty to Intervene. It also contains Officer Information (based on a feed from Workday), and APD’s First Sign Early Warning System (EWS). • PEIS: APD’s Police Early Intervention System. This is APD’s legacy system that triggers alerts regarding officers at risk based on workplace and personal stressors. • PowerBI: APD’s interactive data visualization software. PowerBI was implemented in RP7 to present metrics for APD’s Operational Review meetings as described in Focus Item #2. • <u>Axon Standards: An integrated investigatory and personnel management system being developed for APD in RP9, with expected completion in RP10.</u>
<i>Relevant to Community Communications & Transparency:</i>
• SPIDR Tech: APD’s automated customer service system. This is a multi-lingual system that was implemented on February 26, 2024 to enhance and streamline communications between APD and the community by providing direct text messages, emails and mobile-friendly surveys to community members regarding their calls for service. • Transparency Portal: APD’s public-facing online dashboard reporting website. This portal was implemented in beta form on February 14, 2024, with metrics relating to APD demographics and diversity, crime statistics and mapping, response outcomes including arrests, contacts, offense reports and uses of force, and CD progress. Additional metrics added in RP9 are included in Appendix B.
<i>Relevant to Recruiting & Hiring:</i>
• Workday: HR’s cloud-based Human Capital Management and Applicant Tracking System that was implemented in 2023 for APD and AFR

7. TIER 2A UOF ADJUDICATION ASSESSMENT

As described in the prior RP8 Monitor's report, in RP8, APD restructured its UOF adjudication process to bifurcate its Tier 2 UOF reviews as follows:

- Tier 2A UOF Adjudications, which involve no or minor injury, became the responsibility of district command level, reducing the need for FRB review while maintaining strict reporting and accountability standards.
- Tier 2B UOF Adjudications, where the subject requires professional medical treatment, and Tier 3 cases, which involve serious force incidents, continue to be investigated by the Force Investigation Unit (FIU) and remain under FRB jurisdiction, so the most significant UOFs continue to receive high-level investigation and oversight.

Since then, on June 11, 2025, APD's Force Investigation Unit (FIU) completed a self-initiated preliminary review of Tier 2A UOF incidents to evaluate adherence to APD policy. This review covered all Tier 2A UOFs that occurred between January 1 and May 1, 2025, with a focus on policy compliance and documentation accuracy. The scope of review focused solely on what was reported on the UOF forms, and how that information was addressed in the UOF adjudication form; the review did not include an examination of reports, BWC videos, related AIM entries or other evidence in each case.

This review identified several concerns: delays in UOF form completion by supervisors (61%) and in UOF adjudication form completion by the initial receiving command (18%); incomplete supervisor narratives regarding canvassing for additional videos and witnesses, taking of witness statements and collection of evidence (approximately 60% for each), though narratives were generally more complete for photographs, injuries, medical treatment, BWC review, and officer on-scene statements; incomplete followup on issues or concerns noted by supervisors (11%); no documentation of training/remediation by supervisors (61%); and issues identified by command but not addressed by supervisors (25%).

This review concluded with a set of recommendations for training supervisors and command staff on completing UOF and adjudication forms, and for developing best practices to ensure all debriefs, training and follow-ups are completed and documented in the UOF adjudication form before closure, using standardized wording.

The Monitor commends APD for performing this preliminary review, particularly since Tier 2A UOFs for this period were adjudicated by a wider group of people, by command rather than APD's FRB. This review allowed APD to conduct an initial assessment of quality and consistency, and develop a strategy for continuous improvement. Although not required by the CD, this thoughtful

proactive effort reflects a strong commitment to operational integrity, quality, consistency and continuous improvement in oversight practices.

APD intends to revisit this review following implementation of most of the recommendations arising in this preliminary review, after implementation of AXON Standards, and after updates to APD's SOP and subsequent training. The next review will compare results to the June 2025 preliminary findings, in order to measure improvement in the areas assessed. The Monitor recommends that APD also evaluate the quality of the supervisors' UOF investigations, with particular attention to the sufficiency of efforts to obtain corroborating or contradictory evidence regarding the circumstances of the UOF; and that APD expand the scope of its review to include UOF reports, BWC videos, related AIM entries, and other evidence.

IV. MONITOR'S ASSESSMENTS

During RP9 ended August 15, 2025, the Monitor assessed 53 of the 78 CD mandates, and performed operational integrity assessments for all 7 CD sections. A visual summary of the Monitor's assessments is included in Appendix A, the Monitor's Report Card Matrix.

MANDATE ASSESSMENTS

In prior reporting periods, the Monitor assessed that 25 of the 78 mandates were in substantial compliance and no longer needed to be monitored. These mandates do not need to be assessed again unless further developments arise relating to such mandates. Of the 53 remaining mandates that were assessed for RP9, the Monitor found 37 in substantial compliance, and found the remaining 16 mandates on the right track at 75-99% complete.

Throughout this report, the current status of each mandate is depicted in two ways visually: an icon shows the degree of completion as assessed by the Monitor (from 0% to 100%), and, through the coloring of the status indicator, whether the City or its constituent agency is on the right track for completion (dark green) or a cautionary/missed deadline track (yellow).¹⁹ Substantial compliance is depicted by a solid dark green status indicator. The Monitor's report includes narrative explaining the reasoning for each assessment. See Table 10 below for the legend.

Table 10 – Legend for the Monitor's Findings

LEGEND	SUBSTANTIAL COMPLIANCE*	ESTIMATED 75-99% COMPLETE*	ESTIMATED 50-74% COMPLETE*	ESTIMATED 25-49% COMPLETE*	ESTIMATED 0-24% COMPLETE*
RIGHT TRACK (IN LINE WITH MONITOR'S EXPECTATIONS)					
CAUTIONARY/MISSED DEADLINE TRACK (UNCERTAIN IF MONITOR'S EXPECTATIONS WILL BE MET OR DEADLINE MISSED)					
WRONG TRACK OR UNACCEPTABLY OVERDUE (MONITOR'S EXPECTATIONS NOT BEING MET)					
NOT EVALUATED IN THE INDICATED REPORTING PERIOD	[CELL INTENTIONALLY LEFT BLANK]				
TO BE EVALUATED IN THE NEXT REPORTING PERIOD					

* For operational integrity, instead of measuring completeness, the measurement relates to alignment with operational excellence criteria

¹⁹ Since the commencement of the Monitorship, none of the mandates were ever on the wrong (red) track.

The remainder of this report contains a description of each of the 53 mandates assessed in RP9, organized by the seven sections of the CD as follows:

1. *Policies and Training Generally*: Assessed all 12 of the 12 mandates
2. *Addressing Racial Bias in Policing*: Assessed 9 of the 11 mandates
3. *UOF*: Assessed 12 of the 17 mandates
4. *Documentation of Stops*: Assessed 2 of the 7 mandates
5. *Use of Ketamine & Other Chemical Sedatives*: Assessed all 9 of the 9 mandates
6. *Recruitment, Hiring & Promotion*: Assessed 7 of the 20 mandates
7. *Accountability & Transparency*: Assessed 2 of the 2 mandates

For each mandate assessed, this report includes a brief description of the requirements described in the Methodologies to Aid in the Determination of Compliance (MADCs), along with the Monitor's assessment for the previous and current reporting periods.

OPERATIONAL INTEGRITY ASSESSMENTS

In RP9, Monitor assessed all 7 sections of the CD for operational integrity. This involved assessing APD's metrics and performing qualitative assessments of a variety of individual incidents, the objective of which was to identify both areas of strength and opportunities for improvement in those individual incidents, and determine whether there were broader implications relative to any identified shortcomings. When shortcomings were identified, the Monitor worked with APD's command staff to identify agreed-upon remediation(s) for such shortcomings, at the officer, supervisor or systemic level, and through this process facilitate a culture of excellence with an underlying philosophy of continuous improvement.

The Monitor's operational integrity assessments use the following methodology:

- A qualitative assessment of the severity of identified issues, the frequency of similar incidents, and the timeliness of the response once issues are recognized. Isolated mistakes by individual officers that violate APD policy do not negatively affect the Monitor's operational integrity assessment provided the reviewing supervisor identified the issues and such issues were addressed appropriately and in a timely manner, through mentoring, coaching, training or discipline.
- A finding of "operational integrity fully achieved" means people, processes, and technology are all working well together, and staff at every level are following required policies and systems. If any of these areas are not functioning effectively, the Monitor's finding will reflect that APD is "on the right track" or a "cautionary" or "wrong track," depending on how serious the issues are and whether they've been addressed.
- A "cautionary track" rating means the Monitor has significant concerns regarding the City's ability to correct the issue(s) soon. A "wrong track" rating means those concerns are more significant.
- Decisions relative to the track of operational integrity for any given section of the CD, will, by necessity, have some degree of subjectivity. The Monitor's ultimate determination is not based on a specific formula, but rather reflects the Monitor's best judgment.
- Failures to identify or promptly address an issue, will increase the likelihood that the Monitor will conclude that operational integrity is on a cautionary or wrong track. In such cases, the Monitor communicates directly and immediately with APD so corrective action can be taken as such issues arise.

- Once an identified issue has been appropriately addressed, the track of operational integrity for that section may be upgraded in future reporting periods from wrong track to cautionary track, or from cautionary track to right track.
- The degree of alignment with operational integrity criteria is an approximation. A grade of 50-74% alignment requires further improvement than a grade of 75-99%.

For each of the 7 sections of the CD, using the above operational integrity methodology, the Monitor includes the operational integrity criteria relevant for that section of the CD, along with the Monitor's assessment thereof.

POLICIES & TRAINING GENERALLY (MANDATES 1-5)

INTRODUCTION

Police policies are rules and standards by which agencies operate; policies are the guidebook that helps officers navigate the challenging and dynamic scenarios they face every day. These policies are the key foundation for an effective department. They also serve as a promise to the community that officers will respond safely and responsibly. Effective policies and procedures help define an agency's culture and provide a roadmap for all officers to follow. Effective training reinforces the policies and procedures to provide officers with support in understanding federal, state, and local standards and agency requirements. Appropriate training also facilitates the operation of police agencies in accordance with strategic policies that guide the conduct of their officers. Coupled with sound policies, training also helps individual officers perform their roles competently and confidently.

The CD mandates that APD and AFR work continuously to ensure that their policies are consistent, that complementary training is conducted to ensure the effective coordination of joint responses by both agencies, and that agency personnel are held accountable for policy violations.

OPERATIONAL INTEGRITY ASSESSMENT RE: POLICIES & TRAINING GENERALLY

Current Status:  - Operational integrity fully achieved

The Monitor uses the following operational integrity criteria to assess the City's implementation of the requirements of the CD relating to "Policies & Training Generally":

1. Were CD-related policies distributed to all members of the respective departments?
2. Is attendance at CD-related training being tracked in order to allow for a determination as to whether all members of APD/AFR have attended required training? And did all APD/AFR members attend such training?
3. Are there any policies mandated by the CD that require modification as a result of identified issues arising from the Monitor's operational integrity assessments and/or APD/AFR operational developments? If so, have such policies been revised and distributed to all relevant personnel, and training developed as needed?
4. Have there been any new CD-related policies or training that were not approved by the Monitor prior to dissemination?

For the previous reporting period, the Monitor found that operational integrity was fully achieved, as there were no issues with respect to the criteria above.

MONITOR'S CURRENT ASSESSMENT

For RP9, the Monitor also finds that there were no issues with respect to operational integrity relating to the criteria above. Accordingly, the Monitor finds operational integrity relating to the "Policies & Training Generally" section of the CD continues to be fully aligned with operational integrity criteria.²⁰ The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

In prior reporting periods, the Monitor found eight of the twelve mandates relating to this "Policies and Training Generally" section of the CD in substantial compliance: Mandates 2A, 2B, 2C, 3B, 3C, 4B, 5A and 5B. The Monitor found the remaining four mandates on the right track at 75-99% complete: Mandates 1A, 1B, 3A and 4A.

THIS REPORTING PERIOD'S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of all twelve of the twelve mandates in this section of the CD: five related to APD, five to AFR and two to CSC. Of the five mandates related to APD, the Monitor found that two were in substantial compliance and three were on the right track. Four of the five mandates evaluated for AFR were in substantial compliance and the remaining AFR mandate was on the right track. The two mandates assessed relative to the CSC were both in substantial compliance.

ASSESSMENT OF MANDATE 1A – APD POLICIES & TRAINING GENERALLY

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 1A, as agreed to in the MADDC, require APD to develop and implement comprehensive, consistent and complementary policies to address the requirements of all 32 APD policy-driven mandates (2A, 6, 7, 9, 10, 11, 16, 18, 19, 20A, 21, 22, 23, 24, 25, 26, 27, 28, 34, 35, 36, 39, 42, 49A, 50, 52, 54, 56, 58, 60, 67 and 68) and to develop and deliver training as required by 17 APD training-driven mandates (8, 12, 13, 14, 15, 17, 18, 19, 29,

²⁰ In evaluating operational integrity for this section of the CD, the Monitor only considers those mandates of the CD that relate to the development and distribution of policies/training, and necessary revisions thereto. The Monitor's assessments of operational integrity of such policies and training are described in the applicable operational integrity sections below relating to Bias-Free Policing; UOF; Documentation of Stops; Use of Ketamine & Other Chemical Restraints; Recruiting, Hiring & Promotion; and Accountability & Transparency.

30, 31, 37, 38, 39, 42, 67 and 68) of the CD.²¹ APD must also have policies to hold accountable those police officers who violate established policies in contravention of their training.

Mandate 1A was assessed for all previous reporting periods. The Monitor found it was on the right track at 75–99% complete for the past year, starting with RP7. By RP8, APD had achieved substantial compliance with 21 of the 32 policy-driven mandates and 9 of the 17 training-driven mandates, of which one had both policy and training requirements. In order to achieve substantial compliance for RP8, APD needed to achieve substantial compliance with 14 mandates that remained out of compliance: 6 policy-related (Mandates 6, 7, 16, 25, 27, 28), 3 training-related (Mandates 15, 17, 31), and 5 requiring both (Mandates 18, 19, 39, 67, 68). 12 of these 14 mandates were on the right track, and 2 mandates (Mandates 39 and 67) were on a cautionary track. Mandates 39 and 67 have both policy and training requirements, with Mandate 39 requiring goals and measurements for the documentation of stops, and Mandate 67 requiring systems for accountability and transparency.

MONITOR'S CURRENT ASSESSMENT

APD made significant progress relative to the underlying requirements for Mandate 1A by achieving substantial compliance with an additional 4 mandates (Mandates 7, 15, 18, 31), and making improvements to address the requirements of other mandates that were not yet in substantial compliance at the end of RP8.

From a policy perspective, during the current reporting period, APD achieved substantial compliance with Mandate 7 that was previously on the right track in RP8. This mandate requires full public transparency regarding how APD engages, arrests and uses force in the community, including any racial disparities in these enforcement actions. This represents an important milestone and a significant step toward strengthening communication and building community trust. APD also achieved substantial compliance with Mandate 18, which requires APD to create a culture of de-escalation. APD also made progress with Mandate 6 with its development and use of dashboards relevant to racial disparities in stops, arrests and UOF.

In addition, in RP9, APD issued DM 10.15 entitled “Intervention Tools”, which establishes a structured non-disciplinary framework for addressing performance concerns in a constructive manner, and DM 14.01 entitled “Obedience to Orders, Directives and Laws”, which establishes APD’s expectation of obedience to lawful orders, directives (policies) and the law.²² In addition,

²¹ The following 6 policy-driven mandates are also training-driven mandates: 18, 19, 39, 42, 67 and 68. A total of 43 mandates are relevant to Mandate 1A.

²² See Appendix F and H.

APD issued DM 10.2 entitled “Complaint and Discipline Procedures for Sworn Members” early in RP9 which identifies the process to be followed when sworn members fail to meet expectations.²³ While the issuance of these three policies represent a significant milestone in fostering a culture of accountability, professionalism and continuous improvement, and the Monitor agrees with APD’s approach of considering intervention tools such as coaching, enhanced supervision and performance improvement plans as the first step in addressing performance issues for sworn personnel, these policies do not clearly identify the type and severity of concerns that would warrant disciplinary action, up to and including termination. The Monitor recommends that APD consider developing a disciplinary matrix to provide such guidance and ensure consistency in the application of accountability.

From a training perspective, during the current reporting period, APD achieved substantial compliance with Mandate 15 that was previously on the right track in RP8, by utilizing the City of Aurora’s Diversity, Equity and Inclusion (DEI) expert to deliver its Managing Bias training, thereby improving the quality and consistency in APD’s delivery of such training. In addition, substantial compliance was achieved for Mandate 31 with the delivery of joint APD/AFR training to AFR personnel. Another important training that occurred in RP9 was APD’s supervisory training on DM 10.02 “Complaints and Discipline Procedures for Sworn Members” as relevant to APD’s Administrative Investigations process and Mandates 19 and 68 on accountability measures and processes.

Other mandates with improvements in RP9 that include both policy and training requirements were Mandates 39, 67 and 68, as described in the relevant sections of this report below. And the mandates that were in substantial compliance in RP8 (as relevant to Mandate 1A) remained in substantial compliance in RP9.

While APD made substantial and important progress with the above developments and because this mandate is considered an “omnibus” mandate that combines other mandates and topics into a single mandate, APD must achieve substantial compliance with all 32 policy and all 17 training requirements of the CD in order to achieve substantial compliance with Mandate 1A. As of the close of RP9, APD had not yet achieved substantial compliance with the remaining 10 mandates: 5 are only policy-related (Mandates 6, 16, 25, 27, 28), 1 is only training-related (Mandate 17), and 4 mandates have both policy and training-related requirements (Mandates 19, 39, 67, 68). See the specific mandate sections below for details regarding the Monitor’s current assessment

²³ This policy was issued prior to the finalization of the Monitor’s RP8 report and is included as Appendix J thereto.

of each mandate, and the steps needed to achieve substantial compliance with each of these mandates.

While 10 of the 43 mandates relevant to Mandate 1A are on the right track at 75-99% complete and are therefore not yet in substantial compliance, all remaining 33 mandates relevant to Mandate 1A are in substantial compliance.²⁴ As a result, and in light of the foregoing, the Monitor finds APD continues to be on the right track at 75-99% complete with the requirements for Mandate 1A. The Monitor will continue to evaluate this mandate in subsequent reporting periods until such time as all required APD policy and training mandates have achieved substantial compliance.

PATH FORWARD

For APD to achieve substantial compliance with this mandate, APD will need to develop and implement comprehensive, consistent and complementary policies to address the requirements of the remaining 10 policy and training-driven mandates (Mandates 6, 16, 17, 19, 25, 27, 28, 39, 67 and 68).

APD must also have a policy to consistently hold accountable those police officers who violate established policies in contravention of their training, including consideration of whether a disciplinary matrix would help ensure consistency of accountability.

ASSESSMENT OF MANDATE 1B – AFR POLICIES AND TRAINING GENERALLY

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 1B, as agreed to in the MADC, require AFR to develop and implement comprehensive, consistent and complementary policies to address the requirements of all 10 AFR policy-driven mandates (41, 42, 44, 46, 49B, 53, 55, 57, 59 and 60) and to develop and deliver training as required by the 2 AFR training-driven mandates (31 and 42) of the CD.²⁵ AFR must also have policies to hold accountable those firefighters who violate established policies in contravention of their training.

Mandate 1B was assessed for most of the previous reporting periods starting with RP2. The Monitor found it on the right track at 75-99% complete for the past 1½ years, starting with RP6.

²⁴ 23 of the 32 policy-related mandates and 12 of the 17 training-related mandates are now in substantial compliance, of which two mandates have both policy and training requirements.

²⁵ Mandate 42 is an AFR policy-driven mandate and a training-driven mandate.

In order to achieve substantial compliance for the most recent reporting period, AFR needed to achieve substantial compliance with one policy-driven mandate (Mandate 49B) and one training-driven mandate (Mandate 31).

MONITOR'S CURRENT ASSESSMENT

Mandate 31 requires joint APD and AFR training which stresses on-scene coordination. As described in the Monitor's assessment for Mandate 31 below, the Monitor found that this mandate is now in substantial compliance as a result of the development and delivery of joint training on dealing with persons with mental health issues.

Mandate 49B requires the City to transform AFR's recruitment and hiring process to create a more diverse and qualified workforce. As described in the Monitor's assessment for Mandate 49B below, the Monitor found that it remains on the right track at 75-99% complete; AFR has not yet demonstrated its ability to create a more gender diverse workforce based on the demographics of AFR's new recruits for its June 2025 Academy, notwithstanding AFR's initiatives to do so, including AFR's free 3-day immersive Camp Spark firefighting skills camp for girls/young women that is intended to inspire interest in the fire service.

In light of the foregoing, the Monitor finds AFR continues to be on the right track at 75-99% complete for this mandate, but is not yet in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods until all required AFR policy and training mandates achieve substantial compliance.

PATH FORWARD

In order to achieve substantial compliance with this mandate, AFR must demonstrate its ability to create a more gender diverse workforce in future hiring processes as required by Mandate 49B. This means that AFR needs to hire more women than they are losing due to attrition through retirements, resignations or transfers.

ASSESSMENT OF MANDATE 2A – APD POLICY & TRAINING DEVELOPMENT, REVIEW & IMPLEMENTATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 2A, as agreed to in the MADDC, require APD to implement an appropriate governance process for all 32 different policy-driven mandates and 17 different training driven mandates that: (1) decreases the length of time, wherever possible, for the process by which CD related policies and training are developed, reviewed and implemented;

(2) is documented within APD’s procedures; and (3) the standards in those procedures are being adhered to.

Mandate 2A was assessed for previous reporting periods starting with RP2. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR’S CURRENT ASSESSMENT

In RP9, the Monitor continued to attend all Policy Committee meetings. APD’s Policy Committee and related governance processes continued to function well. APD keeps track of the stage of completion and approval for all policies and SOPs throughout the review process, from policy development to publication, including for policies required by the CD. Final approved policies are published in APD’s online public-facing [PowerDMS Directives Manual](#) when ready for publication. Appendices C to I include copies of policies relevant to the CD that were finalized in RP9, or within the “overtime period” from August 16 to the date of this report.

In light of the foregoing, the Monitor continues to find this mandate in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance for all periods in which APD develops or implements new or updated policies or training.

ASSESSMENT OF MANDATE 2B – AFR POLICY & TRAINING DEVELOPMENT, REVIEW & IMPLEMENTATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 2B, as agreed to in the MADC, requires AFR to implement an appropriate governance process for all 10 different policy-driven mandates and 2 different training-driven mandates that: (1) decreases the length of time, wherever possible, for the process by which CD related policies are developed, reviewed and implemented; (2) is documented within AFR’s procedures; and (3) the standards in those procedures are being adhered to.

Mandate 2B was assessed for previous reporting periods starting with RP2. The Monitor found it in substantial compliance for almost 3 years, since the Monitor’s assessments began for RP2.

MONITOR’S CURRENT ASSESSMENT

For at least the past 3 years, including in RP9, AFR confirmed that AFR’s Manual of Procedures (MOPs) has been reviewed annually by ALL members of AFR, one section per month. This process has proven effective, and it ensures all 12 sections are revised/revisited annually.

In light of the foregoing, the Monitor finds this mandate continues to be in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance with this mandate for all periods in which AFR develops or implements new or updated policies or training.

ASSESSMENT OF MANDATE 2C – CSC POLICY DEVELOPMENT, REVIEW & IMPLEMENTATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 2C, as agreed to in the MADDC, require the CSC to implement an appropriate governance process for all 8 CSC policy-driven mandates required by the CD involving recruitment, hiring and promotion (Mandates 50, 51, 60, 61, 62, 63, 64 and 66) that: (1) decreases the length of time, wherever possible, for the process by which CD-related policies are developed, reviewed and implemented; (2) is documented within CSC’s procedures; and (3) the standards in those procedures are being adhered to.

Mandate 2C was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance for the past 2 years, for all reporting periods since RP5.

MONITOR’S CURRENT ASSESSMENT

In RP9, the CSC discussed potential changes to the CSC Rules & Regulations at its April 15, 2025 meeting, then formally adopted the changes at its May 13, 2025 meeting consistent with the governance process established for such change. This process included review and consideration by the parties affected, review by the Monitor, and review and approval by the CSC.

At the CSC’s May 13, 2025 meeting, the CSC adopted three changes recommended in the Monitor’s December 2024 [Hiring Comparison Report](#): 1) including the City’s marijuana testing requirements within the CSC’s Rules & Regulations to provide transparency to applicants; 2) establishing annual reporting requirements from HR to the CSC on potential adverse impact areas from entry-level applicant testing; and 3) replacing the term “disparate impact” with “adverse impact” throughout the CSC’s Rules & Regulations. The updated Rules & Regulations are included as Appendix J to this report.²⁶

For item 2 in the preceding paragraph, the Monitor’s recommendation was for at least annual reporting on adverse impacts, as AFR historically conducted one new recruit hiring process per

²⁶ See Sections II.2.b.vi. and II.10 of the CSC’s Rules & Regulations, which the Monitor has highlighted to identify the changes made compared to the CSC’s previous Rules & Regulations.

annum while APD conducted two. Now that APD conducts three new recruit hiring processes annually, as noted in the Monitor's assessment of Mandate 49A, more frequent reporting would better support the City's requirement to create a more diverse and qualified workforce. The Monitor therefore recommends updating the CSC's Rules & Regulations to require adverse impact reporting in a timely manner, say within two months, after the start of each academy and aggregate adverse impact reporting on at least an annual basis, including for new recruits and lateral recruits. This adjustment will provide timely data to enable APD and AFR to act on any updates needed to each agency's upcoming hiring processes, while annual aggregate reporting will be important for strategic decision-making and oversight thereof.

The Monitor's December 2024 Hiring Comparison Report identified 20 recommended changes to the CSC's Rules & Regulations, of which five have been addressed to date (including the three changes noted above). While these recommendations are not required by the CD, the Monitor recommends that CSC staff establish a CSC-approved timeline for the CSC's consideration of the remaining 15 recommendations.²⁷ This would align with the requirements of Mandate 51 to strengthen transparency and community understanding of the CSC's role in hiring, promotion and discipline, while also providing a structured governance process for timely consideration of potential updates to the CSC's Rules & Regulations, consistent with Mandate 2C's requirement to reduce delays in CD-related policy development, review, and implementation.

While the Monitor's recruiting and hiring focus over the last two years has been primarily on entry-level recruits, lateral hiring is also an important component of APD's and AFR's efforts to build a more diverse workforce.²⁸ The Monitor notes that responsibility for collecting and reporting data on lateral hires is not clearly defined. The Monitor therefore recommends that the CSC further update its Rules & Regulations to specify that HR's hiring process outcomes and adverse impact reporting encompass both new and lateral recruits.

In light of the foregoing, the Monitor finds this mandate continues to be in substantial compliance and will assess this mandate in the next reporting period.

²⁷ In the overtime period for RP9, the Monitor revisited certain recommendations relevant to the CSC to strengthen transparency and community understanding of the CSC's role in the hiring process, rather than to expand the CSC's oversight or authority. See Appendix L for further details.

²⁸ Subject to City Charter rules which limit the number of lateral recruits to 50% of the number of entry-level recruits.

PATH FORWARD

In order to remain in substantial compliance, the Monitor expects the CSC to have a timeline for formal consideration of the Monitor's recommendations referred to above.²⁹

ASSESSMENT OF MANDATE 3A – APD SUBMISSION OF NEW POLICIES FOR REVIEW

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 3A, as agreed to in the MADC, require APD to submit all 32 different new or revised policies, procedures or rules called for by the CD (for Mandates 2, 6, 7, 9, 10, 11, 16, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 34, 35, 36, 39, 42, 49, 50, 52, 54, 56, 58, 60, 67 and 68) to the Monitor for review before implementation.

Mandate 3A was assessed for all previous reporting periods. The Monitor found it on the right track at 75-99% complete for the past 2 years, starting with RP5. In order to achieve substantial compliance with this mandate for the most recent reporting period, APD needed to issue the remaining directives, policies and/or procedural documents required by the CD to the Monitor prior to being finalized.³⁰

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, APD continued to submit all CD-related policies to the Monitor prior to implementation, namely all APD policies included in Appendices C to I, inclusive. Members of the Monitor's team continued to attend APD's weekly Full Policy Review Committee meetings to receive, review, and provide input into all policies prior to finalization and distribution.

During the current reporting period, APD achieved substantial compliance with Mandates 7 and 18. Mandate 7 requires full public transparency regarding how APD engages, arrests and uses force in the community, including any racial disparities in these enforcement actions. Mandate 18 requires APD to create a culture of de-escalation, without compromising officer safety. In addition, progress was made with Mandates 16, 39, 67 and 68 that are now 75-99% complete rather than 50-74% complete, with all 4 of these mandates on the right track for RP9 compared to 3 on the right track and 2 on a cautionary track for RP8.

²⁹ A list of the recommendations not yet formally considered by the CSC is included in Appendix L.

³⁰ The following 11 mandates, required for compliance with Mandate 3A, had not yet achieved substantial compliance by the end of RP8: Mandates 6, 7, 16, 18, 19, 25, 27, 28, 39, 67, and 68.

Despite the above successes, because this mandate is considered an “omnibus” mandate that combines many other mandates into a single mandate, APD must achieve compliance with all 32 related policy-driven mandates before Mandate 3A can be considered in substantial compliance. By the end of RP9, APD had not yet achieved substantial compliance for all of the related mandates; the 9 related mandates that are remaining are now all on the right track at 75-99% complete. As a result, the Monitor finds Mandate 3A continues to be on the right track at 75-99% complete. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance for all periods in which APD develops or implements new or revised policies, procedures or rules.

PATH FORWARD

For APD to achieve substantial compliance with this mandate, APD will need to submit the remaining directives, policies and/or procedural documents to the Monitor prior to implementation as relevant to 9 remaining APD policy-related mandates (Mandates 6, 16, 19, 25, 27, 28, 39, 67 and 68).³¹

ASSESSMENT OF MANDATE 3B – AFR SUBMISSION OF NEW POLICIES FOR REVIEW

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 3B, as agreed to in the MADC, require AFR to submit all 11 different new or revised policies, procedures or rules called for by the CD (for Mandates 41, 42, 44, 46, 49, 53, 55, 57, 59, 60, and 65) to the Monitor for review before implementation.

Mandate 3B was assessed for previous reporting periods starting with RP2. The Monitor found it in substantial compliance for the past year, since RP7.

MONITOR’S CURRENT ASSESSMENT

AFR stated that no new or revised policies were issued in RP9, and that internal and external collaboration practices have been established to support future policy revisions.

In light of the foregoing, the Monitor finds this mandate remains in substantial compliance. As AFR’s CD-mandated policies are revised in the future, the Monitor will continue to evaluate this

³¹ See the specific mandate sections below for details regarding the steps needed to achieve substantial compliance with each of these mandates.

mandate in subsequent reporting periods in order to assess continued compliance for all periods in which AFR develops or implements new or revised policies, procedures or rules.

ASSESSMENT OF MANDATE 3C – CSC SUBMISSION OF NEW POLICIES FOR REVIEW

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 3C, as agreed to in the MADC, require CSC to submit all 8 different new or revised policies, procedures or rules called for by the CD (for Mandates 50, 51, 60, 61, 62, 63, 64, and 66) to the Monitor for review before implementation.

Mandate 3C was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance for all such assessments over the past 2¼ years, since RP4.

MONITOR'S CURRENT ASSESSMENT

In RP9, the CSC approved updated [Rules & Regulations](#) on May 13, 2025, which were submitted to the Monitor for review prior to implementation. A copy of the May 13, 2025 updated Rules & Regulations is included as Appendix J to this report. No further revisions were made to these [Rules & Regulations](#) in the current reporting period.

As a result of the foregoing, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance with this mandate regarding any changes to the CSC's policies, procedures or rules mandated by the CD.

ASSESSMENT OF MANDATE 4A – APD INCORPORATION OF BEST PRACTICES & SCENARIO-BASED TRAINING

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 4A, as agreed to in the MADC, require APD to incorporate best practices into their training as required by the CD for 17 mandates: 8, 12, 13, 14, 15, 17, 18, 19, 29, 30, 31, 37, 38, 39, 42, 67, and 68, including greater use of scenario-based training tools in their academies and in-service training, including for its bias training.

Mandate 4A was assessed for previous reporting periods starting with RP4. The Monitor found it on the right track at 75-99% complete for the most recent reporting period, RP8. In order to achieve substantial compliance with this mandate, all of the 17 mandates requiring training needed to be in substantial compliance as listed above; the following 8 mandates were not yet in substantial compliance by the end of RP8: Mandates 15, 17, 18, 19, 31, 39, 67, and 68, although

the Monitor notes that the training relevant to APD's UOF adjudication policy for Mandate 18 followed best practices. APD needed to incorporate best practices into three tranches of its training, including initial in-service training; delivery of the same or substantially similar training to academy recruits (and lateral hires); and annual refresher training. APD also needed to incorporate adult learning principles into the delivery of its training, engage with the audience, draw on the officers' experience, use assessments to measure learner comprehension; and receive student evaluations on each course/instructor.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, the Monitor observed, either remotely or in-person, the following trainings for both in-service officers and new recruits. The observations described below focus on key aspects of content and delivery, with particular attention to whether APD met Mandate 4A's requirement to incorporate best practices and scenario-based methods into its training.

- *Vehicle Contacts for Recruits (relevant to Mandates 8, 12, 13, 37, 38, and 39):* This training combined classroom instruction covering APD's policy and the use of APD BWC footage to illustrate the outcomes of both effective and improper approaches. This training concluded with an outdoor practical exercise where recruits applied their knowledge using police vehicles and in-service officers as role-play suspects. This combination of classroom and practical scenarios demonstrated effective integration of policy with hands-on application.
- *Managing Bias Class for Academy Recruits (relevant to Mandates 13 and 15):* APD's Managing Bias training for new recruits mirrors the in-service curriculum and was delivered by the City of Aurora's Diversity Equity and Inclusion expert. As noted in prior Monitor reports, this training features well designed scenarios and thought-provoking videos.³² Additionally, during RP9, APD engaged the City's Diversity, Equity and Inclusion (DEI) expert to review all training curricula and recommend ways to better incorporate bias-related content into both in-service and new recruit training – an admirable, self-initiated step to further improve APD's bias training content. The DEI expert recommended incorporating more conversations about bias into existing courses, which APD implemented in RP9 by adding the question "How might Bias play a role?" into scenarios, video reviews and tabletop exercises for all recruit classes. In addition, APD enhanced its annual course evaluation process to assess whether managing

³² While concerns were raised in the Monitor's RP8 report regarding the delivery of particular training sessions observed, the APD has addressed those concerns as described in the Monitor's current assessment of Mandate 15 below.

bias and deliberate decision-making are addressed in each recruit class. The content for APD's in-service training is generally based on the content presented to APD's new recruits.

- *CRT (Colorado Revised Statutes) for Academy Recruits (relevant to Mandate 13):* The instructor was knowledgeable and engaging, using role play, scenario-based exercises, and team games to make what is often a dry subject, both memorable and directly applicable to patrol duties.
- *Arrest & Control Training (ACT) (relevant to Mandates 13 and 17):* The Monitor attended separate classes for both recruits and in-service training. ACT training covers conflict management, handcuffing, baton use, and controlling a suspect in the performance of duties. Skills practices include empty-hand techniques (without weapons) to strengthen decision-making and adaptability under spontaneous attacks, along with instruction on UOF principles, de-escalation, and threat assessment. The curriculum also emphasizes physical fitness, self-confidence, and applying these skills in realistic, high-stress scenarios and chaotic environments.
- *Pursuit Policy & Skills Training for In-Service Members (relevant to Mandates 17 and 18):* This training combined classroom instruction and in-car exercises. The classroom session, attended by both patrol and investigative personnel, reviewed recent revisions to APD's Pursuit Policy and reinforced that officers must operate vehicles with precision and safety under high-stress conditions. The in-car portion provided controlled practice of intervention maneuvers, including the Pursuit Intervention Technique (PIT) and pin, with instruction on speed thresholds, timing, and positioning to minimize risk of injury. Officers also received guidance on appropriate and inappropriate use of the PIT, with emphasis on compliance with APD policy and the priority of public safety.
- *Joint AFR/APD Training on the WRAP Device (relevant to Mandate 31):* This session included practical training for AFR members on the application and removal of the WRAP restraint, with APD Academy staff providing demonstrations and responding to questions. The training also reinforced CD-related requirements, including that APD officers are prohibited from directing medical treatment of arrestees.
- *Joint APD/AFR ASHER ("Active Shooter Hostile Event Response") Training (relevant to Mandate 31):* AFR members and APD recruits participated in a well-structured emergency response program that emphasized coordination between the two agencies. The training addressed tactics for potential terrorist attacks, the handling of secondary explosive devices, and procedures extending through the recovery phase. APD intends to deliver this training to its in-service members in the first quarter of 2026.

- *Divisional Training for APD Supervisors (relevant to Mandate 68):* This training included an update from Chief Chamberlain on crime statistics and the role of evidence-based policing in improving effectiveness. The Aurora Deputy City Attorneys presented several hours of training on Constitutional Policing, and the Internal Investigation Bureau (IIB) provided training on the newly published DM 10.2 Complaint and Disciplinary Procedures for Sworn Members, with each presenter covering numerous case examples.

Overall, the Monitor concluded that APD's training, as described above, complies with Mandate 4A's requirement to incorporate best practices into its programs. In particular, APD made meaningful improvements in training content relating to bias for academy recruits, and in training delivery for both academy recruits and in-service members. These changes demonstrate a shift toward practical, real-world application rather than rote instruction, ensuring officers are better prepared for the challenges they face in the community. A key element of these improvements is APD's greater use of scenario-based training, which has been integrated across multiple areas, including bias training, where officers now practice applying their knowledge in realistic and interactive situations. This emphasis on scenarios enhances decision-making, reinforces policy expectations, and reduces reliance on lecture-only methods.

The above steps reflect compliance with the CD and progress toward a training culture consistent with contemporary best practices in policing.

Another best practice would be for APD to periodically update its training content and deliver regular refresher training for in-service personnel on bias. Although the Monitor recommends that APD perform such updates, to date, APD has not committed to updating its Managing Bias training for recruits and intends to follow Colorado POST's schedule for refresher training. Given the critical importance of APD's Managing Bias training, the Monitor encourages APD to continually enhance its Managing Bias training for recruits and to incorporate those improvements into future deliveries of the Managing Bias training for in-service personnel. In addition, the Monitor recommends that APD continue to incorporate the City DEI expert's recommendation to include bias in all in-service classes, and to update APD's annual in-service training evaluations to assess whether managing bias and deliberate decision-making are addressed in each in-service class.

With regard to other best practice standards, some of which was described in the Monitor's RP8 report, APD is tracking training completion in Benchmark, which includes an online process to enroll and ensure the relevant population of officers and/or supervisors attend all required training. In addition, APD submitted examples of student surveys used to evaluate both instruction and perceived value of training content. The Monitor applauds the implementation of these tools and again recommends that APD develop some type of student testing mechanism

to assess student comprehension to further address the CD requirement to incorporate best practices into its training.

With respect to ASHER training, the Monitor notes that new recruits receive this training; APD hasn't delivered this training to its in-service personnel yet.

Despite the above successes, as described above and throughout prior Monitor's reports, APD must achieve compliance with all APD mandates requiring training before Mandate 4A can be considered compliant. As of the end of RP9, APD had achieved substantial compliance with an additional 3 mandates requiring training, namely Mandates 15, 18 and 31, resulting in 12 of the 17 training mandates being in substantial compliance as required for compliance with Mandate 4A. APD had not yet achieved substantial compliance with the remaining 5 mandates requiring training, and these mandates are all on the right track, so the Monitor finds Mandate 4A continues to be on the right track at 75-99% complete. The Monitor will continue to evaluate this mandate in the next reporting period in order to assess compliance with this mandate's requirements regarding APD's use of training best practices for all CD-mandated training, including the use of scenario-based training.

PATH FORWARD

For APD to achieve substantial compliance with this mandate, APD will need to incorporate training best practices when developing and delivering training for 5 remaining APD training-related mandates (Mandates 17, 19, 39, 67 and 68), including greater use of scenario-based training tools.³³

ASSESSMENT OF MANDATE 4B – AFR INCORPORATION OF BEST PRACTICES & SCENARIO-BASED TRAINING

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 4B, as agreed to in the MADC, require AFR to incorporate best practices into their training as required by the CD for Mandates 31 and 42, including greater use of scenario-based training tools in their academies and in-service training.

Mandate 4B was assessed for previous reporting periods starting with RP6. The Monitor found it in substantial compliance for all such assessments over the past 1½ years, since RP6.

³³ See the specific mandate sections below for details regarding the steps needed to achieve substantial compliance with each of these mandates.

MONITOR'S CURRENT ASSESSMENT

During RP9, AFR continued to incorporate best practices into its training by collaborating with APD, using real-life scenarios, and adhering to AFR's MOP Training Guide. In line with its commitment to continuous improvement, AFR is also using training feedback to inform the development of future training sessions, including AFR-specific and joint trainings with APD.

In light of the above, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance with this mandate's requirements regarding AFR's use of training best practices for all CD-mandated training, including the use of scenario-based training.

ASSESSMENT OF MANDATE 5A – APD SHARING OF TRAINING PLANS

Current Status:  - Substantial Compliance.

The CD and compliance definition for Mandate 5A, as agreed to in the MADDC, require APD to submit all training plans related to the CD to the Monitor and seek the Monitor's approval prior to their finalization.

Mandate 5A was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance starting with the most recent reporting period, RP8.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, there were no additional CD-related training plans that required sharing with the Monitor; however as described above in the Monitor's assessment of Mandate 4A, the Monitor attended and observed various training sessions and found the APD demonstrated that APD is not only meeting the CD's requirements but also building a training culture aligned with contemporary best practices in policing.

In light of the foregoing, the Monitor finds APD continues to be in substantial compliance with this mandate. The Monitor will continue to evaluate this mandate in future reporting periods in order to assess continued compliance for all future APD CD-mandated training and any updates thereto.

ASSESSMENT OF MANDATE 5B – AFR SHARING OF TRAINING PLANS

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 5B, as agreed to in the MADC, require AFR to submit all training plans related to the CD to the Monitor and seek the Monitor’s approval prior to their finalization.

Mandate 5B was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance for all such assessments for the past 2¼ years, starting with RP4.

MONITOR’S CURRENT ASSESSMENT

In RP9, consistent with practices established and followed since RP4, AFR shared its training plans for all trainings with the Monitor, including the dates for such trainings.

In light of the foregoing, the Monitor finds this mandate continues to be in substantial compliance. The Monitor will continue to evaluate this mandate in subsequent reporting periods in order to assess continued compliance for all future AFR CD-mandated training and any updates thereto.

ADDRESSING RACIAL BIAS IN POLICING (MANDATES 6-16)

INTRODUCTION

Despite federal and state laws prohibiting racially biased policing, and internal departmental policies that articulate commitments against bias-based practices, policing across the nation has struggled to consistently administer policing in ways that fully address racial bias in policing. The extent to which racial disparities exist, and whether they are derived from racial bias, either implicit or explicit, continues to be a significant issue and a barrier to full community trust. Racial justice movements have pressed to keep the issue of racial bias at the forefront of policing issues, and virtually all policing reform measures are evaluated, at least in part, on how they improve policing along racial bias metrics. To improve both perception and performance, APD and the City of Aurora must build upon their considerable bias-reduction efforts. Importantly, they must ensure that departmental policies and training programs are attentive to bias and disparity and are geared toward heightening conscious awareness of those issues. Doing so will help ensure APD continues to mitigate disparities while signaling to the Aurora community that bias and disparity minimization remain priorities, which will, in turn, improve community trust.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

Section 08.32 of APD’s Directives Manual, adopted on October 7, 2020, defines biased based policing as “an enforcement action based on a trait common to a group, without actionable intelligence to support consideration of that trait.” The directive prohibits APD officers from engaging in biased-based policing predicated on race, ethnicity, gender, national origin, language, religion, sexual orientation, gender identity, age, and disability. The directive further contains provisions relating to traffic stops; the establishment of a citizen complaint line; the responsibilities of commanding officers upon their receipt of a complaint of prohibited bias; complaint tracking; and officer training. The directive, while reaffirming APD’s departmental stance against bias-based policing, has been criticized as being insufficiently detailed to curb officer conduct that could tend toward discriminatory policing.

In its September 15, 2021 Report, the Colorado AG’s Office found that, notwithstanding APD policy, both statistical and anecdotal data supported its conclusion that APD had engaged in a pattern and practice of race-based policing. After analyzing APD data on race and UOF, for example, the AG’s Report found that APD officers used force, arrested, and filed discretionary charges against Black and non-White people at a significantly higher rate than they did against White people, and that a greater percentage of Black and non-White communities experienced those actions, than did members of White communities. The report also cited the anecdotal experiences of community members and AG investigators who commented on differences in how APD officers interacted with members of different racial groups, including frequent escalations of force against non-White residents compared to White residents.

The AG’s Report included an admonishment that, to “remedy and eliminate its practice of race-based policing, Aurora must make major changes across the organization to improve its culture, including improving its policies, training, recordkeeping, and hiring.” The AG’s report specifically called for greater detail in APD policies against racially biased policing; more specific standards and expectations for APD officers when they make a stop, arrest or use force; better tracking of outcomes for people arrested on misdemeanor charges to identify discrepancies between arrest rates and prosecution rates; and improved training for police academy cadets and in-service officers, among other recommendations.

CONSENT DECREE’S OBJECTIVES

The CD seeks to change, in measurable ways, how APD engages with all members of the community, including by reducing any racial disparities in contacts, arrests, UOF, and engagement with the community, and to improve APD’s transparency in these areas.

OPERATIONAL INTEGRITY ASSESSMENT RE: BIAS-FREE POLICING

Current Status:  Right track: 50-74% aligned with operational integrity criteria

The Monitor uses the following operational integrity assessment criteria to assess APD's implementation of the requirements of the CD relating to "Addressing Racial Bias in Policing":³⁴

1. Were any incidents found to be, appear to be, or are alleged to be motivated, in whole or in part by protected-class bias?³⁵
2. If so, was each incident self-identified by APD?
3. Irrespective of how APD learned of each incident, was each incident investigated appropriately and, if required, remediated in an appropriate and timely manner through mentoring, coaching, training, and, when necessary, discipline for relevant individual officers, supervisors, units and/or APD as a whole?
4. Was there any quantitative data which, because of protected-class disparities, might lead to conclusions of biased-policing? To the extent that such data may exist, was analysis of such data undertaken to determine whether disparities may be a result of biased-policing?

It is important to note that the presence of an incident, or even multiple incidents, which may be indicative of protected-class bias, does not necessarily mean that APD will be held out of compliance. Whether such incident(s) are self-identified by APD, and the way in which each such incident(s) were investigated and remediated, will all be factors that the Monitor considers in assessing operational compliance in this area. Similarly, although there may be quantitative data that points to potential bias, the investigation and analysis undertaken by APD, including a qualitative review of the components of the relevant quantitative data, will be considered in the Monitor's assessments of operational compliance.

For the previous reporting period, the Monitor did not identify any incidents indicating biased policing that were not already identified, and all complaints alleging bias were properly forwarded to IIB for a preliminary review, and thorough, complete and timely investigations were conducted. While these were positive findings, the Monitor found that APD was on a cautionary track at 50-74% aligned with the above operational integrity criteria because CDC compliance was approximately 82.5% in documented enforcement actions (arrests, non-traffic citations, and traffic citations); there were significant data input errors; and there were limited efforts by APD

³⁴ Incidents of potential bias may arise as a result of an incident being uncovered internally by supervisory personnel; an internal or citizen complaint of bias; or the Monitor's 360-degree review process.

³⁵ Bias relating to actual or perceived race, gender, age, color, ancestry, religion, national origin, physical or mental disability, sexual orientation or gender identity is strictly prohibited.

to critically review and remediate these issues. In addition, CDC compliance rates for non-enforcement actions were unknown, including for warnings, investigative encounters, and other in-person officer-initiated interactions for purposes of investigating or enforcing a possible violation.

MONITOR'S CURRENT ASSESSMENT

In RP9, the Monitor identified no incidents indicating racial or ethnic bias in its 360-degree reviews of all Tier 1 UOFs and pursuits, and in the Monitor's sampling of other police enforcement activities.³⁶

The Monitor also reviewed the racial breakdown of reported contacts. While disparities were present, the Monitor did not, on the face of the data, note issues of concern relative to the racial and ethnic distribution of contacts. The Monitor has been working with the parties to develop a mutually acceptable methodology for analyzing racial disparities in APD's policing and will continue to work with the parties to more fully analyze APD's CDC data for any quantitative indications of biased policing.³⁷

Additionally, the Monitor continued to review complaints alleging biased policing and documents supporting these allegations. Based on this review, the Monitor confirmed that all initial complaints alleging bias were appropriately forwarded to IIB for a preliminary review, and were then investigated and reviewed through the chain of command as required. The investigations were generally thorough, complete, and timely. APD's administrative investigations concluded that the bias allegations were either unfounded or the officer was exonerated. The Monitor did not disagree with those findings.

During RP9, APD finalized its 2024 Annual Bias-Based Policing Review Report, which is a retrospective review of its handling of bias-based complaints for 2024. This report was posted on APD's Internal Affairs Unit [webpage](#), and similarly concluded that all bias allegations were either unfounded or the officer was exonerated, with one exception, an incident with a Notice of Suit that was not yet concluded at the end of RP9.

³⁶ The Monitor makes this finding with full understanding of community concern relative to officer involved shootings. The Monitor found no evidence that any officer involved shooting referenced in this report, was in whole or in part, the result of bias on the part of the involved officer. Of the five officer involved shootings referenced in Focus Item #1, one involved a Hispanic, two involved Whites and two involved Blacks.

³⁷ In 2023, the Monitor commissioned an analysis by the National Policing Institute to determine disparities which might be indicative of biased policing. The full report of NPI can be found [here](#).

No other incidents were identified as potentially involving biased policing.

Underlying the ability to measure potential bias is the CDC form which is meant to collect data on the initiation, outcome and demographics of every contact involving the investigation of a crime or violation. As noted throughout this Report, APD made significant strides in this reporting period in its ability to analyze data, as discussed in Focus Items 2 and 3. Specifically, the issues related to CDC compliance for enforcement actions have been virtually eliminated with CDC compliance rates of well above 95% for enforcement actions, and efforts have been made with respect to ensuring that non-enforcement actions requiring a CDC form are equally compliant. Unfortunately, these efforts have not proven as successful as with non-enforcement actions. Specifically, the Department has worked with “warnings” as a disposition category in the CAD system, and found an approximate compliance rate of 80%. The category was not as clean as hoped for as it included warnings issued for violations which would not require a CDC. Therefore, the automated approach to compliance assurance was not dispositive of the issue. In addition, for each Operational Integrity Meeting, APD’s Constitutional Policing Unit conducted a random sample of calls for the period under review. This random sample similarly pointed to a compliance rate of approximately 80%.

Not fully satisfied with this approach, the Monitor undertook its own review of “Suspicious Persons” calls over a one-week period for the entire department.³⁸ This review raised significant questions as to when a CDC is required by policy for non-enforcement actions, and how officers understand their obligations.

From a list of all “Suspicious Persons” calls for the first week of August 2025, the Monitor found that 61 of them were calls in which it appeared that an encounter may have occurred. The Monitor chose a random sample of 18 of those 61 calls,³⁹ and found that six incidents in the Monitor’s preliminary judgment required a CDC.⁴⁰ Of those, only one of the six had a completed CDC; 5 did not.⁴¹

³⁸ The Monitor chose this call type in light of the tragic incident involving a “suspicious person” call that served as a catalyst for the implementation of the CD.

³⁹ The Monitor picked a random sample of 18 items from the 61 suspicious person calls from first week of August 2025 where contact appears to have been made using a 95% one-sided confidence and $\pm 10\%$ precision, and an expected compliance estimate of $p > 90\%$ (based on recent compliance rates for various call types).

⁴⁰ Further details regarding this analysis are described in the Monitor’s operational integrity assessment relating to documentation of stops below.

⁴¹ There was one incident in the Monitor’s sample that did not initially require a CDC, but a subsequent call involving the same parties did; and that CDC was not completed. There were also two incidents that were outside the

The Monitor reviewed these findings with APD, which agreed with the Monitor's analysis for one incident. APD disagreed with four of the Monitor's findings, contending that by the time the encounter with the individual had occurred, it was clear to the officers that no crime had, in fact, been committed and therefore, under policy, a CDC was not required. It was agreed that the Monitor and APD would review the policy collaboratively and attempt to arrive at a solution for any potential modification/clarification of the policy (and training).

Since then, the Monitor reviewed APD's policy in detail with APD, and after review, agrees that there is ambiguity as to whether CDCs were required in the four cases with which APD disagreed with the Monitor's preliminary finding.

There are two policies that are implicated in the decision-making process of an officer as to whether a CDC is required for a non-enforcement action: DM 8.50 Contact Data Collection and DM 8.52 Constitutional Policing. After discussion, the Monitor and APD agreed upon a basis to remove any ambiguity through modifications and/or clarifications of the policies in order to provide officers with the best possible guidance as to whether a CDC form is required.

Specifically, it was agreed that the determination of whether a CDC is required in non-enforcement actions turns on the officer's state of mind: if the officer believes (or reasonably should believe) they are investigating a crime or violation, and directs inquiry to a person who is not clearly a witness or victim of the crime or violation, the contact is investigatory and would require the completion of a CDC.

The Monitor notes that "Suspicious Person" calls are not the only non-enforcement situation that occurs in the field, and an overall compliance rate for non-enforcement actions would have to take all such situations into account. The Monitor also acknowledges that it is unclear what percentage such non-enforcement actions represent relative to the total number of encounters (enforcement and non-enforcement) requiring a CDC.

The Monitor will be working with APD to confirm the appropriate modifications and/or clarification to the relevant policies and on an appropriate quality assurance process for non-enforcement actions. This will likely include greater first line supervisory review of call types for which a CDC may be required and incident reviews of specific incident types.

Monitor's sample with documentation issues where the resolution of the call was unclear including a lack of clarity as to when it was reported that contact was made, whether it was with a potential subject, a witness or the reporting party. Lastly, in 4 of the 20 incidents reviewed, BWC footage was not found relating to encounters.

In the upcoming reporting period, the Monitor will also conduct a cross-sectional review of all calls over a 24-hour period across the Department, which may provide further insight into the CDC compliance issues for non-enforcement actions.

Given the improvement in data collection and analysis abilities, and the overall CDC compliance rates for enforcement actions, notwithstanding the outstanding issue relative to CDC form completion for non-enforcement actions, the Monitor finds that APD is now on the right track at 50-74% aligned with the above operational integrity criteria. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PATH FORWARD

In order to achieve full operational integrity relating to racial bias in policing, APD needs to modify and clarify its policies relevant to CDC completions as well as on future quality assurance protocols. The Monitor will work with APD thereon. In addition, APD needs to achieve acceptable compliance rates for non-enforcement actions (the specific rate needs to be agreed with the Monitor), and APD needs to continue to have compliance rates of over 95% for enforcement actions.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

In prior reporting periods, the Monitor found seven of the eleven mandates in substantial compliance relating to this section of the CD on “Addressing Racial Bias in Policing”: Mandates 8, 9, 10, 11, 12, 13, and 14. The Monitor found one of the remaining mandates on the right track at 75-99% complete (Mandate 15), and the remaining three mandates on the right track at 50-74% complete (Mandates 6, 7, and 16).

THIS REPORTING PERIOD’S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of 9 of the 11 mandates in this section of the CD and found seven of these mandates in substantial compliance and two on the right track at 75-99% complete. The Monitor’s detailed assessments of these mandates follow.

ASSESSMENT OF MANDATE 6 – ADDRESSING RACIAL BIAS IN POLICING – OBJECTIVES - METRICS

Current Status:  - 75-99% Complete. In line with Monitor’s expectations.

The CD and compliance definition for Mandate 6, as agreed to in the MADC, require the City to change in measurable ways, how APD engages with all members of the community, including by reducing any racial disparities in how APD engages, arrests, and uses force in the community.

This requires APD to develop and implement policies and processes to collect data designed to measure the level of change, if any, in the metrics and measurements selected by the subject matter expert. APD's metrics need to confirm that APD changed in a positive manner, how it engages with all members of the community. Further, APD needs to develop systems and processes to assist in the reduction of racial/ethnic disparities that may be determined to be indicative or symptomatic of biased policing and the City needs to measure whether these systems and processes have actually assisted in reducing racial disparities determined to be indicative or symptomatic of biased policing.

Mandate 6 was assessed for previous reporting periods starting with RP3. The Monitor found it on the right track at 50-74% complete for the past 1½ years, starting with RP6. In order to achieve substantial compliance with this mandate for the most recent reporting period, APD needed to establish its approach to analyzing any racial disparities in its policing within the community, including stops, arrests and UOF, and APD needed to analyze its CDC data and other data, to identify and then address issues, patterns, and trends.

MONITOR'S CURRENT ASSESSMENT

In RP9, the Monitor and APD continued to implement the following phased approach to compliance as established in RP8:

- A. Confirm that APD has the ability to extract and review race/ethnicity data for all types of community engagement.
- B. Determine how it will analyze data to determine whether any racial/ethnic disparities may be indicative of biased policing.
- C. Automate the process of obtaining and analyzing data in real-time in order to identify and address issues, patterns and trends, and to measure improvement.

A. Ability To Extract And Review Race/Ethnicity Data For All Types Of Community Engagement

In early RP9, APD developed the ability to extract and review race/ethnicity data for stops, arrests and UOFs for its Operational Review meetings, as described in Focus Item #2, which APD used throughout the remainder of RP9.

Later in RP9, APD advanced to producing automated dashboards with trend analyses by officer, shift, beat and district in order to identify disparities and address potentially obvious individual issues, recognize obvious patterns and/or trends on a department-wide basis. Below are anonymized examples of RP9 CDC and UOF dashboards and routine executive command reporting that APD used to enable comparisons by officer in July 2025. Similar dashboards were

also shared in forums such as the All Stakeholders meetings, Public Safety Committee meetings and City Council meetings, thereby providing visibility and transparency about racial/ethnic breakdowns of enforcement and UOF. These visual dashboards which are illustrated in Table 11 and Table 12 below demonstrate significant progress in APD’s ability to extract and perform initial assessments of APD’s stops, arrests and UOF racial data.

Table 11 – CDC Demographics D1 Operational Review Example (Anonymized)

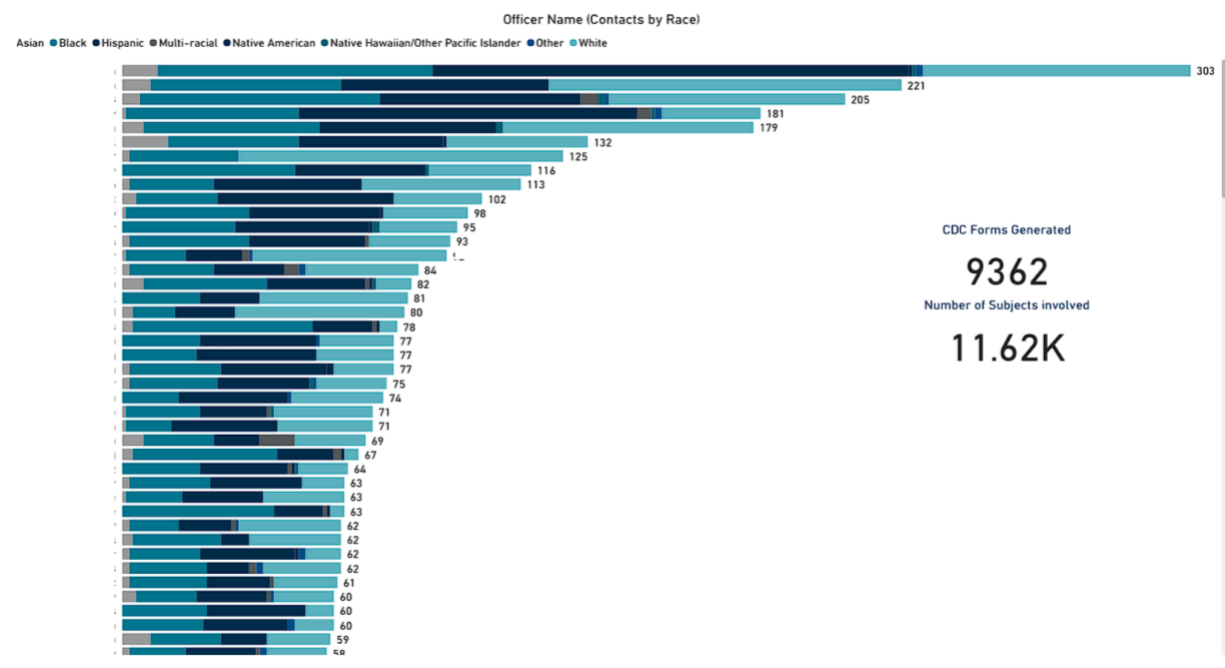
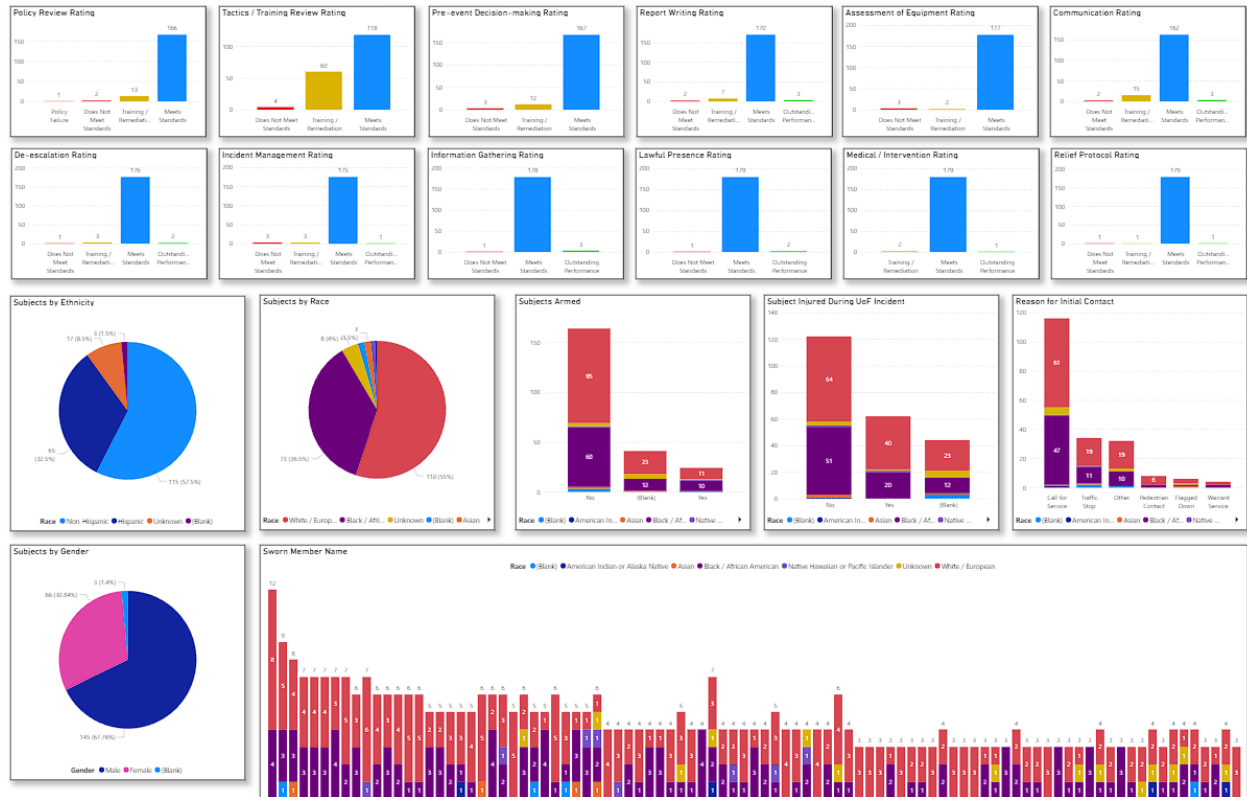


Table 12 – UOF Adjudication Dashboard – Demographics View (Anonymized)



As a next step, APD must ensure that its CDC data is complete, both for enforcement and non-enforcement encounters, in order for APD’s CDC dashboard reporting to be considered reliable. As discussed in the Monitor’s assessment of Mandates 33 and 39, APD’s CDC compliance rates for enforcement actions were over 95%, and were approximately 80% for non-enforcement actions, although refinement relative to determining levels of compliance for non-enforcement actions is in process as described elsewhere in this report.

B. Methodology For Assessing Disparities That Could Be Indicative of Biased Policing

In order to progress further, appropriate benchmarks and metrics must be adopted in order to be able to determine whether there are any racial or ethnic disparities that may be indicative of biased policing. The Monitor has been working with the parties to agree on such metrics, but in the meantime APD has been comparing victim, offender and UOF data. This approach is questionable. APD has sought to evaluate potential racial and ethnic disparities in arrests, summonses, and uses of force by comparing the demographic profiles of offenders and victims in crime reports with those of individuals subjected to force.

A meaningful analysis of potential bias must instead examine how similarly situated individuals are treated once they are subject to police authority – in stops, arrests and UOF. While offender

data may be valid for assessing potential bias in arrests, neither offender nor victim data provides a valid basis for evaluating potential bias in UOF incidents or in traffic enforcement. The appropriate analytical approach should assess how frequently enforcement outcomes occur, relative to comparable opportunities for such outcomes, across demographic groups, for example, arrests per encounter, summonses per stop, or UOFs per arrest, many of which APD is assessing. This framework would allow for the identification of disparities in officer actions, rather than disparities in reported crime, and thus provide a valid basis for understanding whether APD practices reflect bias or progress toward equitable policing. APD has developed and continues to work on developing metrics/dashboards to facilitate analysis of disparities that may exist.

The Monitor will work with APD to reach agreement on these metrics.

C. Automation of Racial Disparity Analysis and Reporting

When the above metrics are developed (as described in section B above), the Monitor will work with APD regarding the production of real-time dashboard reporting, trend analysis and other comparisons in order to identify and address issues, patterns and trends by officer, unit and district relative to assessing racial bias in policing, and to measure improvement. In addition, the Monitor has recommended earlier in this report that APD develop the ability to provide filtered side-by-side comparisons from one period to another so trends in APD's policing over time can be easily identified, including whether APD has changed in a positive manner, how it engages with all members of the community.

Further, the Monitor will work to establish guidelines for the use of these metrics in APD's Operational Review Meetings, and to provide concrete steps to analyze potential disparities and determine whether bias may be involved in policing.

In light of APD's developments above, most notably APD's extensive use of dashboards relevant to assessing racial disparity trends in stops, arrests and UOF, the Monitor finds this mandate continues to be on the right track, and is now 75-99% complete. The Monitor will assess this mandate again in the next reporting period.

PATH FORWARD

To achieve substantial compliance with the requirements of this mandate, APD must:

1. Have complete enforcement and non-enforcement data relating to all police encounters requiring a CDC, including stops, as well as arrests and UOF.

2. Establish its approach for analyzing racial disparities in its policing within the community on a department-wide basis.
3. Present its CDC data and other data to enable consistent comparison of current and prior metrics, identify trends, and address any emerging issues or patterns.
4. Develop SOPs to guide commander analysis and decision-making regarding racial disparities at the officer, shift, beat, and district level.

ASSESSMENT OF MANDATE 7 - ADDRESSING RACIAL BIAS IN POLICING – OBJECTIVES - TRANSPARENCY

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 7, as agreed to in the MADC, require the City to create full public transparency regarding how APD engages, arrests and uses force in the community, including any racial disparities in these enforcement actions. This requires APD to develop the means to capture relevant data in accordance with applicable state law, to develop, finalize, disseminate and implement appropriate policies, to periodically post relevant information on a public-facing website (regarding how APD engages, arrests and uses force in the community, including any racial disparities in these enforcement actions), and to implement an internal review process to ensure continued compliance.

Mandate 7 was assessed for previous reporting periods starting with RP3. The Monitor found it on the right track at 50-74% complete for the past 1½ years, starting with RP6. For APD to achieve substantial compliance with this mandate for the most recent reporting period, APD needed to provide public reporting on stops and arrests, and on racial disparities in stops, arrests and UOF. In addition, while APD's annual reports public [webpage](#) contained a UOF Report for the Year 2023, the most recent Annual Complaints and Discipline Report on APD's annual reports public webpage was for 2020.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD continued its efforts to be transparent with the community through:

- Continued monthly reporting of CDC data to the state Department of Public Safety, Division of Criminal Justice, which is posted on the state’s publicly searchable [portal](#),⁴² which enables reporting on stops by race. While this technically satisfies the requirements of this mandate, the Monitor believes the intent of the CD would be better served if the data was easier for the public to access. Accordingly, the Monitor recommends that APD enhance its transparency by publishing its stops data directly on its own website, in a format that enables understanding, rather than relying solely on the state-wide reporting portal.
- Regular updates to APD’s Online [Transparency & Accountability Portal](#) regarding agency demographics, crime statistics, UOF and APD’s commitment to transparency. The RP9 updates particularly relevant to Mandate 7 included UOF incident reporting by location, with information on subject and officer race, ethnicity and gender demographics, injuries, and impairment; and static line-graph metrics reporting⁴³ on calls for service, CDCs, arrests, complaints, vehicle pursuits and UOF with racial breakdowns for UOF, offenders (arrests) and victims. See Appendix B for the reporting available at the end of RP9 on August 15, 2025 for the period January 1 to July 22, 2025.
- Regular press conferences and YouTube recordings thereof (9 in RP9), as well as news, community outreach and critical incident review videos posted on the [Aurora Police YouTube channel](#).
- The development of multiple internal processes to review and assess the quality of APD’s data, and the development of Standard Operating Procedures (SOPs) relating to the collection and use of such data in APD’s Operational Reviews.⁴⁴ By regularly reviewing such data and looking for areas for improvement or concern, APD is monitoring the quality of such data.

In addition, in RP9, APD posted its report on its 2024 Annual Bias-Based Policing Complaint Review to APD’s annual public-facing Internal Affairs Unit [webpage](#). This review encompassed 54 alleged complaints of bias-based policing and the report concluded that all such complaints were unsubstantiated based on administrative investigations, as the allegations were unfounded, the

⁴² In a Calendar Year 2023 Report published in May 2025 by the Colorado Division of Criminal Justice entitled “Contacts and Use of Force in Colorado”, APD was noted as being the second highest reporting agency of CDC related information for 2023.

⁴³ As described on APD’s Commitment to Transparency section of its Transparency Portal, it is APD’s goal to provide periodic updates to its metrics until they are available on a public facing dashboard, which was in progress at the end of RP9.

⁴⁴ This SOP was created with assistance from the Monitor’s team and published internally in July 2025.

officers involved were exonerated because the act(s) in question happened but were lawful, justified and within policy, or the allegations did not involve APD officers. There was one other complaint that had a Notice of Suit, which was not yet resolved as of the end of RP9.

APD's UOF Report for the Year 2024 is expected to be completed and posted to APD's annual public reports webpage in RP10.

Based on the above, the Monitor finds APD is now in substantial compliance with the requirements for this mandate. The Monitor will evaluate this mandate in the next reporting period in order to confirm that APD continues to provide reliable full public transparency regarding how APD engages, arrests and uses force, including any racial disparities in these enforcement actions.

ASSESSMENT OF MANDATE 8 - ADDRESSING RACIAL BIAS IN POLICING – OBJECTIVES – POLICIES AND TRAINING

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 8, as agreed to in the MADC, require APD to improve its policies and training on officer stops, arrests, and UOF to give officers concrete guidance on how best to make critical decisions and exercise discretion while interacting with members of the community, including by acknowledging the role that bias can play in enforcement decisions by officers and by providing strategies to combat bias.

Mandate 8 was assessed for all previous reporting periods and the Monitor found it was in substantial compliance for the past year, since RP7.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, as described in the Monitor's assessment of Mandate 3A in this report, APD published several policies relevant to the CD; however, none of the new or updated policies specifically addressed officer decision-making or the influence of bias related to stops, arrests, or uses of force. In addition, as described in the Monitor's assessment of Mandate 4, the Monitor attended several training sessions, a few of which related to stops, arrests, and UOF, and all of which provided instruction and skills training on making critical decisions and exercising discretion while interacting with members of the community. The Monitor also attended APD's Managing Bias trainings, which acknowledges the role that bias can play in enforcement decisions, and offers strategies to combat any potential biases.

In light of the foregoing, the Monitor finds APD continues to be in substantial compliance with this mandate. The Monitor will assess this mandate again in the next reporting period, in

particular if there are any new or updated policies or trainings related to officer stops, arrests and UOF.

ASSESSMENT OF MANDATE 10 - ADDRESSING RACIAL BIAS IN POLICING – POLICY CHANGES – AMENDMENT OF EXISTING POLICIES – REVISION OF DIRECTIVE 6.01 (ARREST PROCEDURE)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 10, as agreed to in the MADC, require APD to review, revise and disseminate Directive 6.01 (Arrest Procedure) to prohibit discrimination based on protected class status and conform to the goals of the CD and applicable state and federal law relating to reducing racial and ethnic disparities that are indicative or symptomatic of biased policing, including by increasing the level of detail in the policy and providing examples of prohibited behavior.

Mandate 10 was assessed for previous reporting periods starting with RP5. The Monitor found it was in substantial compliance for the past 1½ years, since RP6.

MONITOR'S CURRENT ASSESSMENT

In RP9, no updates were made to APD's DM 6.01 "Arrest Procedure".

The Monitor attended and observed an academy class on "Colorado Revised Statutes," which addressed a range of laws and APD policies relevant to patrol work, including arrests and alternatives to arrest. The training effectively used realistic and interactive scenarios to reinforce policy expectations, ensuring recruits could connect statutory requirements to practical decision-making. The instructor's enthusiasm and engaging style contributed to a session that was both valuable and enjoyable.

In light of the foregoing, the Monitor continues to find this mandate in substantial compliance. The Monitor will assess this mandate in the next reporting period in order to assess continued compliance.

ASSESSMENT OF MANDATE 12 - ADDRESSING RACIAL BIAS IN POLICING – TRAINING - ACADEMY TRAINING (DEVELOPMENT)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 12, as agreed to in the MADC, require APD to develop comprehensive academy training that is consistent with APD's revised policies and incorporates scenario-based training on bias; deliberate decision-making, including avoiding

unnecessary escalation and teaching officers what they should do rather than what they can do; recordkeeping requirements relevant to potential bias; and specific articulation of the basis for encounters, including stops and UOF.

Mandate 12 was assessed for previous reporting periods starting with RP3. The Monitor found it in substantial compliance for the past year, starting with RP7.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, the Monitor inquired as to the status of APD's academy training on Managing Bias, and was informed that no changes were made to the curriculum. Instead, as discussed in the Monitor's current assessment for Mandate 4A, APD engaged the City's DEI expert to review all training curricula and recommend ways to incorporate bias-related content into APD's academy and in-service training. APD implemented the DEI expert's recommendation in RP9 by adding the question "How might Bias play a role?" into all recruit classes, thereby reaffirming deliberate decision-making and bias avoidance.

As a result of the foregoing, the Monitor continues to find this mandate in substantial compliance. Going forward, the Monitor will evaluate this mandate if changes are made to APD's existing training content for new recruits relating to bias, or if new curriculum is developed that incorporates content regarding how to manage bias in stops, arrests or UOFs.

ASSESSMENT OF MANDATE 13 - ADDRESSING RACIAL BIAS IN POLICING - TRAINING -ACADEMY TRAINING (DELIVERY)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 13, as agreed to in the MADC, require APD to deliver comprehensive academy training to all appropriate academy recruits/attendees on bias; deliberate decision-making, including avoiding unnecessary escalation and teaching officers what they should do rather than what they can do; recordkeeping requirements relevant to potential bias; and specific articulation of the basis for encounters, including stops and UOF.

Mandate 13 was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance for the past year, starting in RP7.

MONITOR'S CURRENT ASSESSMENT

In RP9, the Monitor attended and observed an academy class for recruits on Managing Bias. The content was the same as the in-service training previously reviewed by the Monitor, which the Monitor concluded covered all CD-required topics. As described in the Monitor's assessments for

Mandates 4A and 15, the instructor delivered the training in a competent and knowledgeable manner. While these are positive attributes, the Monitor encourages APD to embrace the concept of continuous improvement to further improve the delivery of this important training.

In light of the foregoing, the Monitor finds this mandate continues to be in substantial compliance. The Monitor will assess this mandate in the next reporting period in order to assess continued compliance relating to the delivery of bias training for academy recruits, including through observation and assessment of this training.

ASSESSMENT OF MANDATE 14 - ADDRESSING RACIAL BIAS IN POLICING – TRAINING - IN-SERVICE TRAINING (DEVELOPMENT)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 14, as agreed to in the MADC, require APD to develop comprehensive in-service training to police personnel, that is consistent with APD's revised policies and incorporates scenario-based training on bias; deliberate decision-making, including avoiding unnecessary escalation and teaching officers what they should do rather than what they can do; recordkeeping requirements; and specific articulation of the basis for encounters, including stops and UOF.

Mandate 14 was assessed for previous reporting periods starting with RP3. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, APD did not develop, add to, or revise its existing Managing Bias training content for in-service personnel, and no Managing Bias training was delivered to in-service personnel during RP9. Instead, as described in the Monitor's current assessment for Mandate 4A, APD asked the City's DEI expert to review all training curricula and make recommendations regarding how APD could best incorporate bias-related content into other courses for its in-service personnel and new recruits. These recommendations were addressed for APD's new recruit training. A high proportion of APD's in-service training is derived from APD's academy training, so APD expects that its in-service training will be similarly modified. The Monitor recommends that APD systematically integrate bias and deliberate decision-making into all relevant in-service training programs, mirroring the standards established for academy instruction and aligning with best practices and the CD's core objectives.

While updates to APD's full set of in-service training remains a work-in-progress, the Monitor continues to find this mandate in substantial compliance as APD's existing Managing Bias training content finalized in RP6 was found in substantial compliance and has not been modified since

then. The Monitor will assess this mandate in the next reporting period if changes are made to APD's existing training content for in-service personnel relating to bias, or if new curriculum is developed that incorporates content regarding how to manage bias in stops, arrests or UOFs.

To mirror the recommendation in the Monitor's assessment of Mandate 4A, the Monitor recommends that APD periodically update and strengthen its in-service training content—particularly its Managing Bias and decision-making modules—so improvements developed for recruits regarding the question “How might Bias play a role?” are incorporated throughout APD's refresher training for existing sworn personnel.

ASSESSMENT OF MANDATE 15 - ADDRESSING RACIAL BIAS IN POLICING - TRAINING -IN-SERVICE TRAINING (DELIVERY)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 15, as agreed to in the MADDC, require APD to deliver comprehensive training to all in-service police personnel on bias; deliberate decision-making, including avoiding unnecessary escalation and teaching officers what they should do rather than what they can do; recordkeeping requirements relevant to potential bias; and specific articulation of the basis for encounters, including stops and UOF.

Mandate 15 was assessed for previous reporting periods starting with RP4. The Monitor found it on the right track at 75-99% complete for the most recent reporting period, as comprehensive training had been delivered on the required topics; however, there were quality issues in the delivery of APD's in-service Managing Bias training.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, the Monitor attended a Managing Bias class for recruits at APD's training academy. The curriculum content is the same as APD's in-service training and was delivered by the City of Aurora's DEI expert. No in-service Managing Bias training was delivered during RP9.

During the recruit training, the Monitor did not have any concerns with delivery quality in RP9. In an effort to ensure that the training is delivered consistently to a high standard, APD advised that it intends to use only the City's DEI expert to deliver its Managing Bias training to new recruits and in-service personnel in the future. As described in the Monitor's RP7 and RP8 reports, the training includes well-designed scenarios and thought-provoking videos. The Monitor also observed a valuable and important dialogue among recruits from differing ethnic backgrounds, which highlighted the relevance of the material. Notwithstanding these positive observations, as

described in the Monitor's assessment of Mandate 4A, the Monitor urges APD to continually strengthen the delivery of its Managing Bias training, given the critical importance of this subject.

As a result of the foregoing, the Monitor finds this mandate is now in substantial compliance. The Monitor will assess this mandate in the next reporting period in order to assess continued compliance relating to the delivery of bias training to in-service personnel, including through observation and assessment of this training.

ASSESSMENT OF MANDATE 16 - ADDRESSING RACIAL BIAS IN POLICING – GOALS AND MEASUREMENT

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 16, as agreed to in the MADC, require APD to develop metrics in consultation with the Monitor and outside experts to measure improvements relative to the training required by Mandates 12-15 (on bias, deliberate decision making, recordkeeping and specific articulation of the basis for encounters, including stops and uses of force), in recordkeeping on police interactions/stops required by Mandate 36, and in the documentation and tracking of the number and type of UOF incidents required by Mandate 32, including misdemeanor arrest outcomes,⁴⁵ and UOF incidents involving arrests and summons issued for particular offenses including Failure to Obey a Lawful Order, Resisting Arrest and Criminal Trespass; to develop, finalize and disseminate appropriate policies to adequately address metric data collection and measurement of improvements; and to implement sufficient internal review and accountability processes designed to ensure continued compliance.

Mandate 16 was assessed for previous reporting periods starting with RP2. The Monitor found it on the right track at 50-74% complete for the past 1½ years, starting with RP6. In order to achieve substantial compliance with this mandate for the most recent reporting period, RP8, APD needed to measure improvements in each of the areas relevant to this mandate; and implement an internal review and accountability process.

⁴⁵ Data relating to misdemeanor outcomes obtained from the Office of Court Administration led the Monitor to determine that the outcome of these cases does not implicate violations of 4th or 14th Amendment Rights. Accordingly, the Monitor has agreed with the parties that the measurement of improvements with respect to misdemeanor outcomes would not be a meaningful metric, and the Monitor is not assessing this aspect further.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, as described elsewhere in this report, APD made significant progress with the implementation of PowerBI dashboards containing visual presentations of data relating to numerous aspects of policing, including calls for service, response times, reporting on CDC related contacts, enforcement data, as well as UOF data and related adjudications. These dashboards are distributed to Command, the information therein is reported monthly to Senior APD leadership and is presented every two months in connection with APD's Operational Review meetings for each district/SOB.⁴⁶ These dashboards enable comparisons between officers, shifts, beats and districts and compared to department-wide statistics for certain types of data required by this mandate: recordkeeping on police interactions/stops required by Mandate 36, and on the number and type of UOF incidents required by Mandate 32, as well as the arrests over UOF over time. In addition, APD's dashboards include charge-level details for UOF, and the severity and type of injuries from UOFs involving misdemeanor arrests, including Failure to Obey a Lawful Order, Resisting Arrest and Criminal Trespass.

While the Monitor commends APD for the above developments, APD's dashboards do not yet fully address the requirements of this mandate, as they do not present data to enable measurement of improvements relative to the training required by Mandates 12-15 (on bias, deliberate decision making, recordkeeping and specific articulation of the basis for encounters, including stops and uses of force); APD has not defined what would constitute improvement relating to such training metrics; nor has APD defined what data may be relevant for the measurement of the impact of training as required by Mandates 12-15 (on bias, deliberate decision making, recordkeeping and specific articulation of the basis for encounters, including stops and uses of force).⁴⁷

In RP9, APD developed an internal "Operational Review Process" (ORP) SOP to capture metric data collection, presentation and oversight, and to implement sufficient internal review and accountability processes designed to ensure continued compliance. This ORP SOP describes how data analytics and quantitative analysis are to be used to monitor officer conduct trends, identify both exceptional and substandard individual performance (as required by Mandate 67), strengthen internal oversight and audit mechanisms for officer behavior and complaint investigations (Mandate 68) and implement public-facing reporting to enhance transparency on

⁴⁶ Operational review meetings are held every two weeks, with each District (and SOB) being reviewed once every 8 weeks. See Focus Item #2 for further information regarding such Operational Reviews.

⁴⁷ During RP9, the Monitor provided APD with guidance regarding preliminary metrics expected to address the requirements of M16, several of which have not yet been implemented. The Monitor will work with APD to further define and refine the type of metrics necessary to fulfill the requirements of this mandate.

complaint trends and disciplinary outcomes. Although APD is reporting on certain metrics that demonstrate improvement, such as the ratio of UOFs to arrests which is covered in Focus Item #3, the ORP SOP does not adequately define how improvements are to be measured for each of the topics required by Mandate 16, and there is no guidance to enable consistent interpretation and decision-making regarding outliers.

In light of all the progress made in this reporting period, the Monitor finds this mandate is now on the right track at 75-99% complete. The Monitor will continue to evaluate progress on all five elements of this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD needs to further refine its metrics and reporting in order to measure improvements through side-by-side comparisons by period; implement metrics to assess improvements relating to training required by Mandates 12-15; and update its SOPs to be consistent with its practices as they are evolving including the use of comparisons, and to provide guidance to enable consistent interpretation and data-driven decision-making regarding outliers. With respect to training-related improvements, the Monitor recommends that APD measure the impact of training on metrics related to the specific topics mandated by the CD (on bias, decision-making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulating the basis for encounters), as well as student comprehension on such topics.

USE OF FORCE (MANDATES 17-32)

INTRODUCTION

Unnecessary and excessive uses of force—and uses of force that are perceived to be unnecessary or excessive by community observers—comprise perhaps the single greatest source of police-involved controversies. High-profile UOF incidents have, in every decade in recent history, stirred protest, condemnation, and reflection within aggrieved communities and the ranks of sworn members of police services alike.

Police departments have often defended their UOF practices as conforming to all constitutional minimum standards, including the requirement that all UOF be proportionate to any threat faced by officers. However, police departments face increasing pressure to enact policies and protocols that would reserve UOFs as secondary measures of resort even when force would otherwise be legally permissible.

The conversations surrounding UOFs and the controversies they have instigated have prompted a revisitation of the UOF policies for virtually every police department. An ideal set of policies would minimize unnecessary UOFs while maximizing the safety of police officers, those with whom they interact, and bystanders who may be caught in between. However, the development of such policies would, alone, be insufficient. Police departments must also commit to a robust and recurring training regimen that equips officers with specific skills, honed through scenario-based instruction, that allow them to achieve the goals of departmental policies in real world practice. Implementing these changes remains a primary objective for any modern police department.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

APD's Directive Manual contains sections that articulate APD's policies on the use of physical and deadly force; the use of less lethal devices, weapons, and techniques; the authorized use of a firearm; and an officer's duty to intervene when they witness conduct by another officer that violates applicable UOF requirements, among other force-related policies. Despite APD's collective UOF policies, significant deficiencies were identified in reviews conducted by the Colorado AG's Office.

In its September 15, 2021 report, the AG's Office found that APD had a pattern and practice of using force excessively. The report critiqued what it characterized as APD's practice of using force whenever force could be legally justified—even if only under the outer limits of available legal justifications—rather than limiting the UOF for when force was necessary. It further found that force was disproportionately used against persons experiencing mental health crises and persons of color, with force frequently justified as a response to a person's failure to obey a lawful order. The AG's report faulted APD's policies and culture for encouraging officers to default to the use of the maximally permitted level of force rather than non-force alternatives for gaining compliance from uncooperative subjects. The report noted that inadequate documentation by officers of UOF inhibited efforts to fully evaluate APD's UOF practices, but that available data and evidence suggested troubling trends. To remedy the adverse findings in the AG's report, the CD prescribes specific mandates, including a revision of existing force-related policies, the creation of new policies pertaining to coordination between APD and AFR, modifications to the Force Review Board (FRB), implementation of new UOF training, and the development of metrics to measure improvements relating to training, UOF incidents and complaints.

CONSENT DECREE'S OBJECTIVES

The CD seeks to create a culture of continuous improvement within APD that prioritizes de-escalation, when possible, in accordance with Colorado law and does not compromise officer

safety when force must be used. It further seeks to create a culture of collaboration between APD and AFR that is coordinated and emphasizes public safety, and the development of accountability measures that consistently identify excessive UOF, situations where force should not have been used even if it was legal, and recurring training and tactical issues related to UOF.

OPERATIONAL INTEGRITY ASSESSMENT RE: USE OF FORCE

Current Status:  Right track: 75-99% aligned with operational integrity criteria

The Monitor uses the following operational integrity criteria to assess APD's implementation of the requirements of the CD relating to "Use of Force":

1. Were UOFs at all levels (Tiers 1, 2A, 2B and 3) within policy, including not only the UOF, but with respect to related issues of de-escalation, intervention, relief and medical attention protocols for any given incident?
2. Was a timely review of each UOF performed by a supervisor?
3. Were the issues relative to each incident properly identified, including not only the force issues noted in item 1 above, but collateral issues involving lawful presence, body-worn camera compliance, professionalism, tactics, equipment, pre-incident planning, communications with the subject, documentation, and supervisor performance?
4. To the extent that issues were identified, have those issues been handled in a timely and appropriate manner through coaching, mentoring, training, and, when necessary, discipline?
5. Were there any issues with the operation of the FRB?
6. Were there any issues relative to a lack of coordination between APD and AFR?

For the previous reporting period, the Monitor found that APD was on the right track at 75-99% aligned with the above operational integrity criteria because all issues with respect to UOFs had been or were being appropriately remediated, FRB discussions included alternatives to UOF, and the previous backlog of FRB cases had been reduced.

MONITOR'S CURRENT ASSESSMENT

In the current reporting period, there were 364 UOFs, comprising 269 Tier 1s, 86 Tier 2As, 6 Tier 2Bs and 3 Tier 3s. The Monitor continued its review of all Tier 1 UOFs, as well as all Tier 2A UOFs. For both categories, the Monitor continued to document notable issues and collaborate thereon with Command Staff at APD's Operational Review meetings, as described in Focus Item #2.

The Monitor has, by and large, been very impressed with the quality of command level reviews which is a testament to the training that supervisors received on the implementation of APD's

Department-wide review protocol.⁴⁸ The methodology as taught aligns with the principle of continuous improvement, emphasizing the correction of small mistakes before they develop into larger issues. The Monitor notes that the backlog at FRB has now been eliminated now that Tier 2A reviews are handled by command staff, with FRB meetings happening less frequently given the FRB's reduced caseload. Because of this significant reduction, the Monitor recommends that all canine deployments with bites that require any degree of medical treatment be reviewed by the FRB.⁴⁹

With respect to issues identified in UOF assessments, the Monitor found that the issues raised have been appropriately remediated.

During the current reporting period, there was, for the first time, an issue, first identified by AFR command, with improper insertion by APD into medical treatment of a patient. Interestingly, the involved officer was suggesting that AFR not use a chemical sedative. That being said, any insertion by APD into the medical judgement and treatment of a patient who has been turned over for care to AFR, is inappropriate. This isolated incident was swiftly dealt with by APD and AFR and remediated through counseling of the involved officer. The resolution of the issue involved commendable collaboration between AFR and APD and the Monitor believes the issue was dealt with appropriately.

In Focus Issue #1, the Monitor outlined 5 officer-involved shootings (OIS) that occurred in RP9, with a specific focus on the OIS on August 30, 2025. The Monitor will be shadowing the administrative investigation of that OIS and the communications relative thereto, and will determine the extent to which both comported with applicable laws, policies and best practices.

As noted in Focus Issue #4, APD's change to its Pursuit Policy yielded a dramatic increase in the number of pursuits. For the most part, the Monitor is pleased with the reviews of these pursuits; however, during the current reporting period, there was one pursuit that resulted in a UOF that was identified as problematic by both the Monitor and APD. That incident resulted in complaints being issued that are currently in the administrative investigative process. The Monitor will report on the outcome of the administrative investigation in its next report.

During the current reporting period, APD issued DM 10.15 "Intervention Tools" which provides a framework for continuous improvement of its officers. The new directive includes different

⁴⁸ DM 05.08 "Use of Force Adjudication" was implemented in RP8.

⁴⁹ There exists a significant amount of controversy relative to the use of canines for apprehension purposes in policing. See, generally, *Defanged: Evaluating the Effects of Suspending a Police K9 Apprehension Program* https://ianadamsresearch.com/pdfs/defanged_asebp.pdf.

potential avenues for remediation, including Coaching for Improvement, Performance Improvement Plans, Corrective Measures and Enhanced Supervision.⁵⁰ The avenues for improvement stand separate from discipline which can occur in conjunction with any remediation process allowed by the policy.

Lastly, although some strides have been made with respect to the tracking of remediations, there is still room for improvement. It remains unclear whether the new AXON Standards system and the proposed incorporation of historic data into that system will be successful. The Monitor recommends that a system be developed integrating command and FRB reviews that would be searchable by officer. Reports generated from these reviews should provide an accurate record of adjudication decisions, officer training recommendations and policy compliance trends, ensuring that district commanders follow through on required actions.

In light of the above, in particular the elimination of the backlog of FRB cases and the prompt review of all UOFs, the Monitor finds operational integrity in this area continues to be on the right track at 75-99% aligned with the above operational integrity criteria relating to the UOF section of the CD. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

Lastly, as noted in Focus Item #1, in the overtime period of this reporting period, there was a fatal officer involved shooting involving a white officer acting without backup and a Black man. While the administrative review has not been completed, there are some notable policy issues that will need to be carefully reviewed and, if appropriate, addressed through policy or SOP modification, including:

- The making of a high-risk stop without less-lethal cover. This is an issue that has been present in multiple OISs over the past year and must be addressed. Simply put, whenever feasible, high-risk contacts with individuals in which lethal weapons are drawn should be performed with adequate manpower and less-lethal options with a coordinated plan to utilize the less lethal option if possible.
- The question of whether every patrol officer should be equipped with a taser and whether the carrying of the taser should be mandatory.
- The extent to which statements from APD should be made and how to ensure that such statements are not reasonably susceptible to a view that the statement is based on bias or is,

⁵⁰ See DM 10.15 “Intervention Tools”, included as Appendix F to this report.

in any way, prejudging the justification for the UOF. Any statements made should contain only verifiable facts derived from video of the incident itself.

PATH FORWARD

In order to achieve full operational integrity with this section of the CD and align with APD's commitment to continuous improvement, APD must:

1. *Best Practice Completion of the Administrative Reviews of RP9 OISs:* For each of the five OISs referenced in Focus Item #1, APD must conduct a thorough investigation and remediation process, including a comprehensive FRB review to determine, in each case, what, if anything, could have been done differently to achieve a better outcome.
2. *Strengthen Oversight & Accountability Processes:* Continue to strengthen systems of review, remediation, and accountability, including the recommendation of potentially broadening the FRB's focus to areas of heightened concern, such as all canine deployments with bites requiring medical attention.
3. *Improve Tracking of Decisions & Remediation:* The Monitor encourages APD to ensure a uniform and fully searchable system continues to operate when APD transitions to the AXON platform that consolidates data from Benchmark and AIM, integrates command and FRB reviews, and enables analysis by officer, ideally including push notifications relative to completion of remediation steps. As described in Focus Item #6, the AXON Standards system is expected to be implemented by early December 2025.
4. *Clarify Use of Intervention Tools vs. Discipline:* Provide guidance regarding when to use discipline in conjunction with other types of remediation as outlined in DM 10.15 "Intervention Tools", embedding this directive into day-to-day supervisory practice. In addition, APD needs to fully document all instances of policy violation. Coaching, mentoring and re-training may be the appropriate remediation for certain policy violations, but the officer's record must identify the fact and nature of such policy violations. The Monitor further recommends that APD consider developing a disciplinary matrix to enable consistent application of APD's intervention tools and appropriate remediation, in order to sustain a culture of continuous improvement that involves addressing emerging concerns before they escalate to a situation that warrants discipline.⁵¹

⁵¹ The Monitor recognizes and agrees with the concept promoted in DM 10.15 "Intervention Tools", that coaching, mentoring and re-training do not exclude the potential of disciplinary measures for the same set of circumstances, and should be considered as a potential first-line response for any substandard performance.

5. *Address Key Learnings from Problematic Pursuits:* APD should use its pursuit review process to identify and address patterns stemming from the recent policy change, ensuring that lessons learned from problematic pursuits are systematically incorporated into training and supervision.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

In prior reporting periods, the Monitor found 9 of the 17 mandates in substantial compliance relating to this section of the CD on “Use of Force”: Mandates 20A, 20B, 21, 22, 23, 24, 26, 29 and 30. The Monitor found seven of the remaining mandates on the right track at 75-99% complete (Mandates 17, 19, 25, 27, 28, 31 and 32), and the remaining mandate on the right track at 50-74% complete (Mandate 18).

THIS REPORTING PERIOD’S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of 12 of the 17 mandates in this section of the CD. Eleven of these mandates related to APD and one related jointly to APD and AFR. Six of APD’s mandates achieved substantial compliance this reporting period, and the remaining five APD mandates are on the right track. The Monitor found the one remaining mandate for APD and AFR jointly to be in substantial compliance. The Monitor’s detailed assessments of these mandates follow.

ASSESSMENT OF MANDATE 17 - USE OF FORCE – OBJECTIVES – POLICIES & TRAINING

Current Status:  - 75-99% Complete. In line with Monitor’s expectations.

The CD and compliance definition for Mandate 17, as agreed to in the MADC, require APD’s new or revised policies and trainings relevant to UOF as required by Mandates 18 to 32 to better equip officers to handle challenging situations in ways that: reduce the need to use force when possible and adequately explains and emphasizes de-escalation; ensure that when force is used, it is in compliance with state and federal law and promotes the concept of least amount of force used even if more force is legally justified; protect officer and community safety; and build a culture of continuous improvement through incident review, critique, feedback and the implementation of remedial or revised training techniques when needed.

Mandate 17 was assessed for previous reporting periods starting with RP2. The Monitor found it on the right track at 75-99% complete for the past 1½ years, starting with RP6. In order to achieve substantial compliance with this mandate for the most recent reporting period, APD needed to achieve substantial compliance with Mandates 18, 19, 25, 27, 28, and 32, and APD’s new UOF adjudication and tracking systems/processes needed to be implemented.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, APD made additional progress in meeting the requirements of Mandate 17. Specifically, pursuant to changes in July 2024, APD continued a more robust UOF adjudication process requiring supervisors to assess a comprehensive set of factors, including lawful presence, de-escalation, medical response, tactics, and policy application.

In addition, pursuant to the substantial overhaul of APD's SWAT SOPs effective October 2024, APD instituted a formal risk and force mitigation screen-down form. APD's comparative review of nine months pre- and post-policy change showed measurable reductions in deployments (down 36%), arrests (down 11%), UOF during SWAT deployments (down 35%), and execution of search warrants (down 26%). APD also denied nine deployment requests under the revised framework, reflecting a more deliberate approach that prioritizes de-escalation.

Further, APD's implementation of revisions to DM 05.08 "UOF Adjudication" in January 2025 allowed adjudication of additional UOF incidents at the command level, supported by standardized adjudication forms and mandatory tracking of cases requiring training or remediation. The Monitor, in furtherance of its evaluation of this mandate and others, reviewed every use of force evaluated at the command level, including the supervisory review conducted for each. The Monitor has been impressed with the quality of line-level supervisory oversight as well as command review of these incidents, with the majority of issues being dealt with immediately through coaching and mentoring by an involved-officer's direct supervisor. In addition, second-level reviews have often identified additional areas for remediation. By June 2025, APD completed a self-initiated internal review of this process, which confirmed the Monitor's view arising from testing compliance in timeliness, scoring, feedback, and training follow-up. Finally, APD implemented a UOF adjudication dashboard, providing command staff the ability to track compliance by department, division, team, and individual.

These efforts represent meaningful steps toward embedding de-escalation and continuous improvement into both policy and practice. The reductions in SWAT deployments and UOF incidents are noteworthy, though ongoing evaluation is needed to confirm these changes reflect durable cultural shifts rather than temporary trends.

In light of the foregoing, the Monitor finds that this mandate remains on the right track at 75–99% complete. The Monitor will continue to assess this mandate in the next reporting period in order to evaluate the quality and consistency of APD's adjudications, the effectiveness of its dashboards, and the long-term performance of its UOF tracking and remediation processes.

PATH FORWARD

To achieve substantial compliance with this mandate, APD must demonstrate substantial compliance with the 4 remaining UOF policy-related mandates that are not yet in substantial compliance (Mandates 19, 25, 27 and 28) to advance a culture of continuous improvement by strengthening its accountability and remediation practices, and by requiring updated training videos on effective and ineffective de-escalation.

ASSESSMENT OF MANDATE 18 - USE OF FORCE – OBJECTIVES – CULTURE OF DE-ESCALATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 18, as agreed to in the MADDC, require APD to create a culture of enforcement that prioritizes de-escalation, when possible, in accordance with Colorado law, but does not compromise officer safety when force must be used. This requires that APD's policies, training, and accountability measures prioritize de-escalation whenever possible; that UOF incidents indicate that officers have de-escalated when possible, without compromising officer safety; and that when UOF incidents reveal that de-escalation techniques could have been but were not employed, the reviewing entity identifies, documents, and formally communicates those issues back to the appropriate command staff, training staff, and the involved officer(s).

Mandate 18 was assessed for previous reporting periods starting with RP2. The Monitor found it on the right track at 50-74% complete for the past year, starting with RP7. For most recent reporting period, RP8, APD had reduced its FRB adjudication backlog to 15 cases, but APD's UOF Adjudication form and remediation tracking process and APD's bifurcation of its Tier 2A and Tier 2B adjudication processes had only been recently implemented.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD made great strides in its ability to capture and analyze data, including supervisory reviews of UOF incidents. The adjudications of Tier 1 and 2A UOF cases, each of which is also reviewed by the Monitor, have largely and appropriately been determined to "Meet Standards." APD emphasizes that training and remediation are approached as opportunities for improvement rather than punitive measures, an approach with which the Monitor fully agrees.

During the current reporting period, there was one UOF where de-escalation did not meet policy requirements. The case was identified, documented, and remediated through APD's established review process. The operationalization of APD's adjudication dashboard as a key tool for assessing whether supervisors and command staff are consistently evaluating de-escalation, documenting deficiencies, and tracking follow-up actions is commendable.

The change in APD's DM 05.08 UOF Adjudication policy, relative to enhanced and proscribed Command-level reviews of Tier 1 and 2A UOF cases, has had a multifold beneficial effect. It has driven down the time to final review of cases below 30 days (although not to the 21-day goal) and has vested responsibility for appropriate and measurable review of UOF cases at the command level. First line supervisors are properly held responsible for the appropriate adjudication of the cases, which in turn makes officers keenly aware that all UOFs will be evaluated, which in turn encourages them to conform their UOFs to expected standards.

While all of this progress is commendable, the Monitor found that two of the six cases deemed out of policy were not properly adjudicated or documented.⁵² One incident was more than six months old prior to adjudication and had multiple assessments not meeting standards. The other incident had training and command review recommended and is still in review. At the time of the Monitor's review, there was not appropriate documentation of corrective measures in AIM for these two cases. The Monitor discussed these cases with APD and confirmed that APD adequately addressed the findings in these cases.⁵³

Further, as described in Focus Item #7, APD's commendably self-initiated Tier 2A UOF Adjudication preliminary review identified numerous documentation shortcomings.

In sum, APD continued to build on the reforms introduced in prior reporting periods, particularly through the refinement of its adjudication processes and the use of dashboards to track compliance. The culture of approaching deficiencies as opportunities for coaching and training is a positive development. The backlog of FRB cases, previously a major concern, has been fully addressed following the bifurcation into Tier 2A and 2B categories, though timeliness and consistency of reviews will require continued monitoring.

Lastly, while APD's current UOF adjudication forms are comprehensive, the Monitor recommends that they be expanded to include a separate evaluation of officer professionalism. This category would capture conduct not otherwise detailed in the form, such as the use of profane or derogatory language, demeanor toward community members, and overall

⁵² In these cases, one remains in a pending review status (not yet beyond timeliness standards), and one took more than 30 days to be reviewed. The Monitor recognizes that there will be times when timeliness standards are not able to be met. In such cases, the reasons for not meeting timeliness standards should be explicitly addressed in the evaluation.

⁵³ In one case, an APD supervisor was found by APD to be failing in his reviews relative to both timeliness and documentation. This supervisor was held accountable and self-demoted. With respect to the second incident, APD found that the incident was purposely left open as the officer had started leave process and had HR-related issues that were not appropriate for documentation within the FRB Case. This officer resigned from APD immediately upon return and prior to leadership being able to begin the identified remediation plan.

comportment, not necessarily captured elsewhere on the form. Such an addition would strengthen APD's ability to reinforce standards of respect and professionalism as essential elements of constitutional and effective policing.

In light of the foregoing, the Monitor now finds this mandate in substantial compliance. The Monitor will assess compliance with the requirements of Mandate 18 in the next reporting period in order to confirm that: de-escalation is consistently employed and documented in all UOF incidents; supervisors and command staff reliably identify and communicate deficiencies in de-escalation; FRB and command-level adjudications are of high quality and self-assessments of potential deficiencies continue with appropriate remediations implemented; and UOF adjudications are completed in a timely manner, as defined by APD, and exceptions are explained and deemed reasonable.

ASSESSMENT OF MANDATE 19 - USE OF FORCE – OBJECTIVES – ACCOUNTABILITY MEASURES

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 19, as agreed to in the MADC, require APD to develop and/or improve its accountability mechanisms (e.g., supervisory/command level UOF reviews, FRB UOF reviews, adjudicated complaints of excessive or inappropriate force used, disciplinary outcomes, and the early intervention system and processes) to consistently identify excessive uses of force, situations where force should not have been used even if it was legal, and recurring training and tactical issues related to UOF. APD's accountability mechanisms must also be formalized/documented within finalized, disseminated and implemented policies and training/orientation for all appropriate staff. Further, APD must initiate appropriate remediation measures when necessary.

Mandate 19 was assessed for all previous reporting periods. The Monitor found APD on the right track at 75-99% complete for the most recent reporting period, RP8, because APD made progress with several elements of this mandate, but other elements were not yet fully addressed. APD was developing an early warning accountability mechanism, had implemented an updated UOF adjudication and remediation tracking process, and implemented an updated directive on internal investigations, disciplinary matters, and was using coaching, mentoring and re-training to correct identified deficiencies. APD did not yet have policies and training on its accountability mechanisms/systems; comprehensive, fully-operationalized and formalized accountability mechanisms that were being used consistently to hold officers accountable; an appropriate and

comprehensive early warning system⁵⁴ with qualitative reviews, being used consistently to identify and address potential at-risk officers; and comprehensive and reliable remediation tracking.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, APD still did not yet have a comprehensive and fully matured early warning system; although additional progress was made with respect to this issue in a number of ways.

In RP9, APD made progress on the development of a manual early warning system comprising UOF Adjudication, Officer Insights, CDC Compliance and District Operations dashboards.

APD delivered UOF adjudication training for all command officers which included scenario-based training, legal consideration, and feedback. Such training was intended to standardize the process for review, accountability and remediation relating to FRB UOF Reviews and District Level reviews.

In RP9, APD also developed and deployed a number different dashboards as part of its early warning accountability system, including its Officer Insights dashboard focused on individual officers, which presents a baseball card-like view of an officer's performance and overall history with APD, including calls for service, complaints, CDC compliance, hours worked and more based on data from APD's CAD system, Records Management System, Personnel Administrative Systems, Payroll and Scheduling and UOF dashboards. In addition, there is a dashboard which depicts different officers in particular units and compares various metrics with respect to each officer in a color-coded fashion, highlighting those exhibiting outstanding performance and those performing less than optimally when compared to their peers by showing the top 10% and bottom 10% of performers by category. Through a deeper dive into the data supporting the dashboard, supervisors can discern whether what appeared to be sub-optimal performance was actually that or an anomaly (false positive) which has not considered some other factor. While the Monitor applauds these efforts, as well as the training of supervisors in the use of APD's dashboards, in order to have a comprehensive, fully-operationalized and formalized accountability mechanism that is used consistently to hold officers accountable, there needs to

⁵⁴ The Monitor believes that a significant level of qualitative assessments of designated types of incidents is a true early warning or intervention system, identifying even small mistakes before they turn into larger mistakes, and that such a system must serve as the first line defense to substandard performance. Nonetheless, it is important, as a safety net, to have a system that tracks and assesses whether an officer may be a potential risk based on an aggregation of specific types of incidents or circumstances. Today, APD is utilizing a combination of AIM and Benchmark as their Early Intervention safety net, with the goal of moving to a single system in the Axon suite.

be standardization in how supervisors are required to review the dashboards and how they are expected to resolve what are presented as potential issues with individual officers. This standardization should take the form of a SOP for supervisors or be incorporated into APD's existing Operational Review Process SOP.

In RP9, a contract was awarded for the development and implementation of Axon Standards, an integrated investigatory and personnel management system for use by APD as described in Focus Item #6, that is expected to further standardize, improve and automate APD's accountability mechanisms. This contract included six phases of project implementation: project initiation – contract execution/planning, discovery/requirements gathering, design and build, test and validate, training, and go-live including deployment and post go-live support/lessons learned. The estimated contract start date was March 15, 2025, with a planned go-live milestone completion date of September 30, 2025. Since then, by the end of RP9, the project go-live completion date was extended to December 5, 2025.

It is still unclear how APD's excellent homemade accountability system of dashboards will integrate with Axon's new system which is set to deploy in early December, and what protocols will be implemented for the use of both systems. At a minimum, APD's accountability system must be used to research officers' histories when questions about potential sub-standard performance are raised through supervisory reviews or citizen complaints. This is one vital part of the accountability mechanism that the Monitor will assess in the next reporting period.

As regards the last element required by this Mandate, APD's accountability mechanisms are documented in APD's Quality Assurance SOP and Operational Review Process SOP, are in place, have been the subject of training for supervisors, and are working. Individual instances of sub-standard performance observed through reviews of uses of force, pursuits and complaints have been addressed appropriately.⁵⁵

In light of the above developments, the Monitor finds that additional progress has been made and that this mandate continues on the right track at 75-99% complete. The Monitor will continue to assess compliance with this mandate in the next reporting period.

⁵⁵ A missing component, although not directly implicated in the assessment of compliance of this Mandate, is the regular review of non-enforcement encounters that need to be checked for professionalism and compliance with various mandates of the CD. The Monitor will work with APD on the development of protocols for review of such encounters.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD needs to develop protocols (SOPs) for the use of an integrated approach to early intervention utilizing a combination of proprietary dashboards, Axon resources, and qualitative assessments. These protocols should include random qualitative assessments of non-enforcement actions, and should provide direction to the users of such dashboards/systems to enable comprehensive and consistent assessment of the data in such dashboards/systems to consistently hold officers accountable. Training needs to be developed and delivered relating to such protocols (SOPs).

ASSESSMENT OF MANDATE 20A - USE OF FORCE - OBJECTIVES - APD'S CULTURE OF COORDINATION AND COLLABORATION WITH AFR

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 20A, as agreed to in the MADC, require APD to create a culture of cooperation and collaboration with AFR to develop policies and address issues where both APD and AFR are affected/involved in public safety matters; if training is being conducted, APD is required to ensure a coordinated response with AFR; and APD officers are held accountable for violations of cooperative policies. This requires APD to meet regularly and coordinate with AFR to address mutual issues and trainings; and to have a cooperative joint response with AFR to incidents involving both APD and AFR.

Mandate 20A was assessed for all previous reporting periods and the Monitor found it in substantial compliance for the past 2 years, starting with RP5.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD continued to cooperate and collaborate with AFR in numerous ways, reinforcing their joint culture of collaboration in policy development, training and accountability.

Executives from APD's and AFR's Operations Divisions continued to participate in joint monthly meetings. APD and AFR representatives attended and hosted joint training sessions for their personnel, including the TEEX Joint Incident Command Training Classes, ASHER training, and training on the Hands-On Policy. APD and AFR also continued to share a joint training facility for both Police and Fire recruit and in-service trainings.

AFR also raised concerns with APD about an incident in late June 2025 involving an APD officer who attempted to direct AFR's medical care of a patient in a mental health crisis. The specifics of this incident were immediately reviewed by APD leadership. Swift remedial coaching was provided to the officer in question, including a review of control holds and transfer of care

protocols, as well as an explanation that it is not APD's role to persuade or dissuade medical personnel from administering medication. APD and AFR had several follow-up calls, meetings and reviews, including with AFR's Medical Director, which confirmed that AFR's concerns were addressed appropriately and in a timely manner with the officer in question who was held accountable for his actions. AFR informed the Monitor about this incident in mid-July.

While the Monitor considers this incident as an example of a cooperative joint response with AFR to situations involving both agencies, APD also concluded that coordination and communication with AFR could have been stronger, particularly with respect to role clarity. The Monitor recommends that the lessons learned from this incident, including what worked well and what could be improved, be incorporated into future joint APD/AFR training.

For the reasons stated above, although there was an isolated policy violation, the Monitor finds this mandate remains in substantial compliance and the Monitor will continue to monitor this mandate in the next reporting period.

ASSESSMENT OF MANDATE 20B - USE OF FORCE - OBJECTIVES - AFR'S CULTURE OF COORDINATION AND COLLABORATION WITH APD

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 20B, as agreed to in the MADDC, require AFR to create a culture of cooperation and collaboration with APD to develop policies and address issues where both APD and AFR are affected/involved in public safety matters; if training is being conducted, AFR is required to ensure a coordinated response with APD; and AFR firefighters are held accountable for violations of cooperative policies. This requires AFR to meet regularly and coordinate with APD to address mutual issues and trainings; and to have a cooperative joint response with APD to incidents involving both APD and AFR.

Mandate 20B was assessed for all previous reporting periods and the Monitor found it in substantial compliance for the past 2 years, starting with RP5.

MONITOR'S CURRENT ASSESSMENT

In RP9, AFR continued to cooperate and collaborate with APD, reinforcing their joint culture of collaboration in policy development, training and accountability, with examples as described in the Monitor's assessment of Mandate 20A above, including the isolated APD policy violation.

For the reasons stated above, the Monitor finds this mandate remains in substantial compliance and the Monitor will continue to monitor this mandate in the next reporting period.

ASSESSMENT OF MANDATE 24 - USE OF FORCE – FORCE REVIEW BOARD (RECENT CHANGES)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 24, as agreed to in the MADDC, require APD to discuss with the Monitor any proposed changes to FRB's processes including: (i) a standardized process to review each UOF, (ii) including academy commanders on the FRB to allow for more immediate feedback on training, (iii) including commanders in the FRB discussion of force incidents from that commander's unit, (iv) requiring commanders to follow up on training and tactical issues identified by the FRB with the patrol officers in each district, and (v) adding legal counsel to the FRB.

Mandate 24 was assessed for most of the previous reporting periods starting with RP1. The Monitor found it was in substantial compliance for 3 of the past reporting periods, namely RP5, RP7 and RP8.

MONITOR'S CURRENT ASSESSMENT

APD reported that no changes were made to FRB's processes in RP9, which the Monitor confirms based on attendance at the FRB meetings. In light of this, the Monitor finds this mandate remains in substantial compliance and the Monitor will continue to monitor this mandate in the next reporting period.

ASSESSMENT OF MANDATE 25 - USE OF FORCE – CHANGES TO PROCESS (FEEDBACK FOR TRAINING)

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 25, as agreed to in the MADDC, require APD to develop, disseminate and implement its approved and finalized policies related to the FRB processes, specifically the formal process of giving feedback to those in charge of academy and in-service training, District Commanders and AFR, including relating to incidents where no policy violation occurred but practices can be improved.

Mandate 25 was assessed for all previous reporting periods. The Monitor found it was on the right track at 75-99% complete for the past 2 years, starting with RP5. For the most recent reporting period, RP8, APD had recently developed an automated UOF adjudication/remediation process for Tier 1 and 2A UOFs; and had a manual process to track Tier 2B and 3 UOF adjudications and related remediation at the officer/supervisor level and systemically for the department as a whole.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD made additional progress relative to this mandate.

The process for identifying areas for improvement in all UOF cases was implemented with the introduction of the UOF adjudication form which tracks the assessment of various aspects of the review. Specifically, there are two distinct categories that were created related to performance requiring improvement. These two categories were separated out into “Training/Remediation Needed”, and “Does Not Meet Standards”. While the Monitor commends the implementation of these changes, the review of past performance of an individual officer as well as the overall history of that officer, is not documented as part of the FRB documentation and review but is instead reviewed by the FIU, Command staff and Deputy Chief over Professional Standards. In addition, APD’s tracking of remediation steps requires manual intervention, which has proven effective; however there is no formal documentation indicating that officer history was considered by the Deputy Chief of Professional Standards, and whether the incident observed is indicative of a systemic department-wide issue..

As regards this mandate’s requirement to formally give feedback to those in charge of academy and in-service training, District Commanders and AFR, including relating to incidents where no policy violation occurred but practices can be improved, there were several instances in which the FRB identified patterns relating to UOFs that were addressed by APD Leadership. Specifically:

1. In early 2025, the FRB identified a recurring concern with how patrol officers executed vehicle pins. Several reviews revealed that officers often advanced directly to a vehicle to effect an arrest, rather than surrounding the vehicle and ordering occupants to exit as required. The FRB discussed this pattern on multiple occasions and determined that corrective training was necessary across APD. The FRB Chair relayed these concerns to the Training Section Commander, leading to adjustments to in-service training planned for summer 2025. Recognizing that revisions to the pursuit policy were likely to increase the number of incidents ending with vehicle pins, APD’s executive leadership produced a training video to ensure consistent instruction. The video emphasized that pins must be treated as high-risk stops, with officers expected to conduct a surround-and-order-out procedure. The training was disseminated agency-wide and designated as mandatory.
2. In February 2025, the FRB identified concerns arising from several UOF incidents connected to off-duty employment. While the discussion centered on safety, it also underscored the need to ensure that officers working secondary jobs adhere to constitutional policing expectations. The FRB Chair referred these issues to both the Policy Unit and the Business Services Division Manager for review. The matters were subsequently taken up by the Policy Committee, resulting in revisions to DM 8.12 “Secondary Employment”, including the

creation of DM 8.12.11 “Actions Taken in a Secondary Employment Capacity”. This section directs officers not to enforce an employer’s internal rules and provides specific guidance regarding UOF reporting, CDC requirements, and compliance with the BWC Directive. In addition, APD’s executive team issued clarifications on staffing levels required for certain assignments and adopted measures to promote the safe deployment of off-duty personnel.

3. In March 2025, the FRB Chair raised questions regarding Taser deployments that warranted further review and potential training updates. Board members had observed recurring issues, including the need for independent justification of each Taser activation and clarity on how officers should transition to hands-on techniques. The FRB Chair directed the Board’s training representative to examine these concerns and provide recommendations. In April 2025, the Training Section Commander submitted a memo to the FRB Chair summarizing the review of policy and training. The memo confirmed that existing policy requiring independent justification for each trigger pull remained sound, but identified systemic gaps in training related to Taser transitions. In response, APD implemented a series of remedial measures, including incorporating Taser transition scenarios into recruit training using VR technology, adding Taser transition modules to third-quarter in-service training, and enhancing scenario-based training curricula.

In light of the above, the Monitor finds this mandate remains on the right track at 75-99% complete, and will continue to monitor compliance with this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD’s UOF adjudication remediation tracking must be fully operational with automatic notifications in order to confirm that appropriate and timely remediation and training is being conducted at both an individual and systemic level. In addition, the consideration of officer UOF, personnel and disciplinary history must be documented, with the history as examined being included in each FRB case file or record. For FRB cases, the Chief of Professional Standards’ consideration of officer history and potential systemic implications of the incident should be documented.

ASSESSMENT OF MANDATE 27 - USE OF FORCE – CHANGES TO PROCESS (MEASUREMENT OF USES OF FORCE)

Current Status:  - 75-99% Complete. In line with Monitor’s expectations.

The CD and compliance definition for Mandate 27, as agreed to in the MADC, require APD to develop, disseminate, and implement appropriate policies, procedures and data collection

methods to implement reliable ways to measure the frequency of UOF, compliance with policy, injuries to subjects, the safety of officers, the use of mental health holds to detain persons, and any other relevant measures of improvement; and APD's FRB is required to utilize the above information and detail during its review of force consistent with its policy.⁵⁶

Mandate 27 was assessed for all previous reporting periods. The Monitor found it on the right track at 75-99% complete for the past 1½ years, starting with RP6. For the most recent reporting period, RP8, APD had implemented suitable metrics to measure improvements relating to UOF, but did not yet have policies thereon. In addition, APD had implemented a manual workflow to track the completion of recommendations/deliverables arising from FRB adjudications and Operational Review meetings, but APD did not yet have the ability to systematically track all UOF adjudications and recommendations.

MONITOR'S CURRENT ASSESSMENT

During RP9, APD made significant progress in developing its capacity to analyze and visualize data. Information collected through the UOF Adjudication Form now feeds directly into a UOF Adjudication Dashboard, which captures not only details of the force used but also a breakdown of the review categories assessing overall officer performance during the incident. SOPs and training on use of the dashboard were developed and delivered in RP9, and such SOPs and training are now accessible to all command staff. While the UOF Adjudication Dashboard is reportedly utilized to prepare for APD's Operational Review meetings, the dashboard has not yet been fully incorporated into those meetings and it is unclear whether the data has been consistently utilized in the evaluation of individual officer histories when determining appropriate remediation or performance improvement measures. Moreover, there is no formal documentation of the consideration of officer history in FRB reviews.

APD also developed the Officer Insights Dashboard, which aggregates data on arrests, calls for service, hours worked, complaints, and total UOF incidents. These measures are compared against peer officers working similar assignments and shifts, though the analysis does not currently employ a denominator to normalize comparisons. The dashboard highlights the bottom 10% and top 10% of performers in each category for review by the appropriate command, thereby providing some comparison information, but requires analysis by command staff in order to understand whether the bottom/top performers represent an anomaly in light of other productivity information. The Monitor recommends that APD's Officer Insights Dashboard data

⁵⁶ While the FRB is primarily involved with the assessment of individual incidents, FIU and the Professional Standards Bureau analyze these metrics and reports on them in their annual public review of UOF.

be normalized by hours worked, thereby enabling more consistent and meaningful comparisons. Both dashboards function in real time, providing a comprehensive, quantitative view of officer performance by enabling comparisons of UOF rates alongside other measures of productivity and performance compared to standards. This capability gives command staff greater visibility into potential performance concerns and helps identify circumstances where a more detailed quantitative or qualitative review is warranted, as well as identifying those officers doing outstanding work.

As regards the tracking of UOF adjudications and remediation, APD does not assess the timeliness of closure for the current and prior period at APD's Operational Review meetings, and for the current division compared to the rest of the department. These metrics need to be tracked.

In light of the foregoing, the Monitor finds this mandate remains on the right track at 75-99%. The Monitor will continue to assess this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD needs to develop the protocols (SOPs) for the use of its dashboards, including direction to enable comprehensive and consistent assessment and determination of what, if any, coaching, intervention or remediation might be warranted for individual officers, supervisors, or units. In addition, the tracking of all UOF cases for timely completion of remediation (based on average days to closure), must be consolidated, automated and regularly reviewed as part of APD's Operational Review meetings compared to the prior period and compared to other divisions in order to gain insight into the extent to which remediation items are being addressed in a timely manner.

ASSESSMENT OF MANDATE 28 - USE OF FORCE – COLLABORATION WITH ACADEMY AND OTHER SECTIONS

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 28, as agreed to in the MADDC, require APD to develop, disseminate, and implement its FRB and training policies to require: 1) a member of the academy staff to serve on the FRB; 2) the academy member's expertise in training to be used in the evaluation of UOF cases; 3) the academy member's experience on the FRB to be used in the development of training; and 4) BWC footage shown during FRB reviews to be used in recruit and in-service training, including footage depicting successful use of de-escalation, other techniques by APD officers, and incidents where improvement is recommended or needed.

Mandate 28 was assessed for all previous reporting periods. The Monitor found it on the right track at 75-99% complete for the past 2 years, starting with RP5. In order to achieve substantial

compliance with this mandate for the most recent reporting period, APD needed to memorialize into policy and procedures the process for including BWC footage in its recruit and in-service training, including footage depicting successful use of de-escalation and incidents where improvement was recommended or needed.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD updated DM 05.08 entitled "UOF Adjudication" to enable a sworn member of any level of the review process to recommend that material from a UOF incident be used for training, but the policy does not establish a *requirement* to periodically use BWC footage from FRB reviews, including both examples of successful de-escalation and incidents where improvement is warranted.

In RP9, APD provided a list of BWC videos referred and utilized for training and the Monitor observed that, in fact, videos were being utilized as intended, including BWC footage from 6 UOF incidents in 2025 and none from 2024. The list of incidents utilized for training purposes identifies the type of class that the BWC footage was used for, and includes a brief description of the footage; however, the list does not clearly identify whether the footage depicted successful use of de-escalation or incidents where improvement was recommended or needed; and it does not identify the type of audience for such trainings (recruit or in-service).

For the reasons above, the Monitor believes progress has been made, and finds that this mandate remains on the right track at 75-99% complete. The Monitor will continue to assess this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD needs to revise its policy to require periodic assessment of BWC footage reviewed by the FRB for potential training use, rather than just identifying the approval process for doing so. The policy should specify that training material must include both positive examples, such as successful de-escalation or effective tactical decision-making, and incidents where performance improvements are recommended. While not every UOF adjudication will yield training material, the policy should obligate APD to regularly identify and incorporate a representative set of BWC footage into recruit and in-service training. Further, the Monitor recommends that APD's BWC footage training log be enhanced to identify the type of audience (recruit or in-service), when it was presented (years/months), and whether the footage depicted successful use of de-escalation or incidents where improvement was recommended or needed.

ASSESSMENT OF MANDATE 29 - USE OF FORCE TRAINING (SCENARIO-BASED)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 29, as agreed to in the MADC, require APD to develop and deliver scenario-based UOF training to substantially all police personnel who interact with the public by the deadlines in the CD, and to deliver UOF training annually thereafter.

Mandate 29 was assessed for previous reporting periods starting with RP4. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

As described below and in the Monitor's assessment of Mandate 31, in RP9, APD continued providing UOF related trainings, all of which included scenario-based training:

- *Joint AFR/APD Training:* covered the response to persons experiencing a medical or behavioral health crisis.
- *Joint AFR/APD "ASHER" (Active Shooter Hostile Event Response) Training:* prepares police, fire, EMS, and other first responders to work together effectively during an active shooter or other hostile event. The emphasis is on interagency coordination, rapid decision-making, and life-safety priorities. This training was provided for all recruits; joint ASHER training will be provided to in-service members in the coming months.
- *Arrest and Control Training ("ACT") Self Defense Training:* teaches various self-defense techniques and appropriate responses to varying levels of resistance, and understanding what actions are reasonable and permissible by law.

In light of the foregoing, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to assess this mandate in the next reporting period.

ASSESSMENT OF MANDATE 31 - USE OF FORCE – TRAINING (JOINT APD & AFR TRAINING)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 31, as agreed to in the MADC, require APD to develop and deliver its approved UOF training, which includes joint police and fire on-scene coordination as appropriate, and all appropriate APD and AFR personnel are required to complete the training.

Mandate 31 was assessed for all previous reporting periods. The Monitor found it on the right track at 75-99% complete for the past year, starting with RP7. By RP8, APD had developed the required joint training with AFR, delivered such training to APD personnel; however, the joint training had not yet been delivered to AFR personnel.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, the Monitor attended an "ASHER" (Active Shooter Hostile Event Response) training session and an AFR/APD training session on the use of the WRAP device. These observations reflect the agencies' efforts to promote a two-way exchange of communication through joint training. The Monitor was impressed with the quality of both trainings and appreciative that the departments prioritized realistic preparation for active shooter incidents and other hostile events. Key strengths of the training included:

- Emphasis on evidence-based best practices, including scenario-driven exercises that replicate the stress, uncertainty, and rapidly evolving conditions of an actual crisis.
- Decision-making under pressure, allowing trainees to build skills needed to act quickly, coordinate effectively, and protect the public in life-threatening situations.
- Practical, hands-on experience that moves beyond classroom instruction to directly support officer readiness.
- Focus on both technical proficiency and collaborative response, ensuring APD and AFR can work seamlessly with partner agencies, schools, and community organizations.
- Commitment to safeguarding the community through training that is realistic, rigorous, and responsive to current public safety challenges.

In RP9, APD also hosted three sessions of the nationally recognized TEEX 2-Day Training on Joint Response and Incident Management, which incorporates the Incident Command System (ICS) and scenario-based examples. This course was delivered to supervisors and leadership from APD, AFR, and Aurora 911.

APD also provided tracking documentation demonstrating that the majority of APD members viewed a training video covering the APD/AFR joint response to persons experiencing a medical or behavioral health crisis to assist in recognizing the nature of the crisis and stressing the balance in the roles and coordination of both APD and AFR members. AFR has also attested that at least 85% of its personnel have now viewed the training video and practical hands-on application.

Going forward, APD plans to provide additional in-person scenario-based training to its frontline officers and provide ASHER training to its in-service personnel. These additional training sessions

will include AFR members who will “talk/walk-through” scenarios and tabletop examples to reinforce the training and provide APD members with the opportunity to ask questions directly to AFR members.

In light of the foregoing, the Monitor finds this mandate is now in substantial compliance. The Monitor will continue to assess this mandate in the next reporting period by observing future joint training sessions.

ASSESSMENT OF MANDATE 32 - USE OF FORCE – GOALS & MEASUREMENT

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 32, as agreed to in the MADDC, require APD to develop metrics to measure improvements in: a) participation in ABLE, crisis intervention, and other voluntary trainings; b) the number and type of use-of-force incidents; and c) community and officer complaints.

Mandate 32 mandate was assessed for previous reporting periods starting with RP2. The Monitor found it on the right track at 75-99% complete for the past year, starting with RP7. In order to achieve substantial compliance for RP8, APD needed to develop metrics or analyses to measure improvements relating to UOFs with concerns/violations and complaints requiring remediation.

MONITOR’S CURRENT ASSESSMENT

During RP9, as noted throughout this report, APD made significant progress in its use of data. With respect to this Mandate, APD applied data across multiple dashboards designed to support analysis and comparison of UOF metrics.

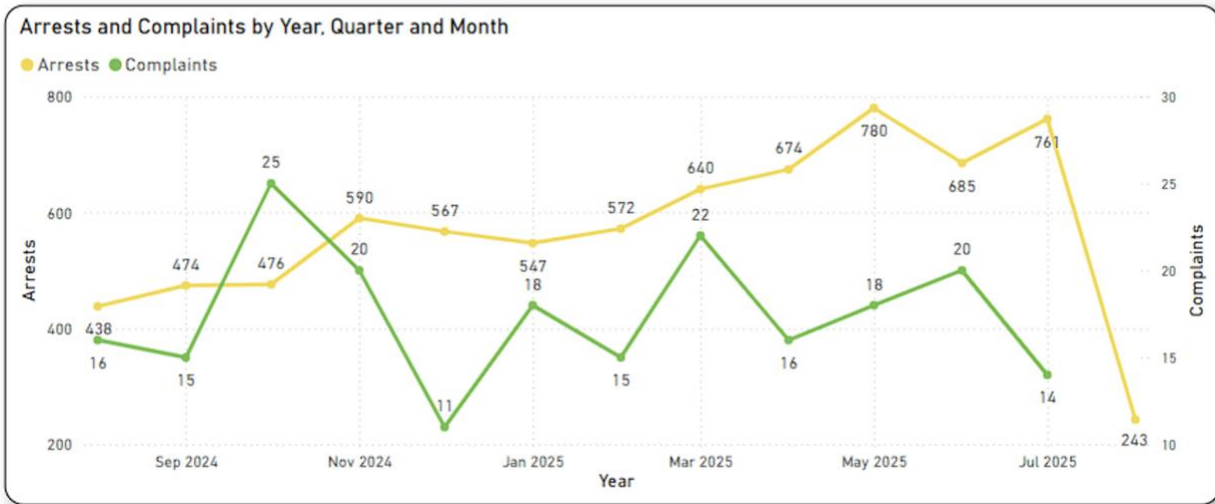
Of note, APD analyzed UOF metrics from August 2024 through August 2025. This analysis revealed that in October 2024, APD recorded 476 arrests with 25 internal complaints which was the high for the prior twelve months. This period coincided with Chief Chamberlain’s arrival, during which he initiated significant policy and leadership changes. Under his direction, APD adopted a more data-driven approach, instituting monthly crime statistics meetings, implementing Hotspot Policing with command-level reporting, and revising discipline and UOF policies to provide clearer guidance, stronger processes, and heightened supervisory accountability.

In the months following October 2024, arrest numbers rose significantly, reaching a peak of 780 in May 2025. At the same time, crime fell by approximately 23% over the reporting period. Despite this increase in enforcement activity, APD’s highest monthly complaint total in 2025 was 22. The data suggest that APD has simultaneously reduced crime, increased productivity, and

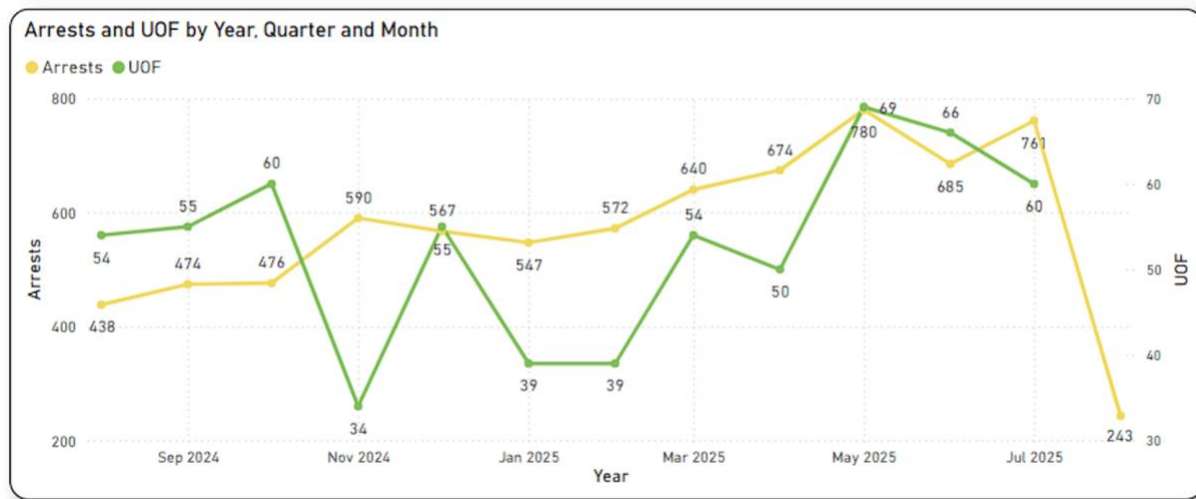
maintained a lower proportionality of complaints relative to overall contacts. UOFs per arrest varied over the timeframe from a high of 69 to a low of 34.

While the Monitor applauds these efforts, the Monitor recommends that in order to easily compare and analyze the relevant data, dashboards should be modified/improved by providing the ability to compare data side-by-side from one designated period to another by officer, unit, district, and departmentwide. The Monitor also recommends that filters be expanded to allow for selection based on the assessment of performance (meets standards, training recommended, and does not meet standards), and that standard ratios be adopted and reported regularly to allow for easy comparison.

Arrests and Complaints Aug 2024-August 2025:



Arrests to UOF's – August 1, 2024-August 10th, 2025



In light of the above, the Monitor now finds this mandate in substantial compliance. The Monitor will continue to assess the requirements of this mandate in the next reporting period in order to confirm continued compliance.

PATH FORWARD

Although Mandate 32 is now in substantial compliance, the Monitor recommends that APD improve its current dashboards to include a comparison dashboard, allowing for easy comparison of data between different time periods, and/or different personnel (at the officer, unit, district and department levels); and that filters by assessment level be included.

DOCUMENTATION OF STOPS (MANDATES 33-39)

INTRODUCTION

The issue of when police are permitted to interrupt someone's liberty by arresting them, detaining them, or even engaging them in investigative questioning lies at the heart of the U.S. Constitution's Fourth Amendment and its prohibition against unreasonable seizures. The U.S. Supreme Court has, for decades, issued opinions in cases arising under the Fourth Amendment that collectively set the constitutional floor for when police seizures (also known as "police stop",

“Terry Stops”⁵⁷ or simply as “stops”) are permitted and how they must be conducted. These opinions, and the body of case law they comprise, form the bulk of federal authority on police stops. However, state, and local governments are empowered to enact legal standards that exceed federal constitutional minimums. Additionally, many state courts have interpreted state laws and constitutions as requiring stricter limitations on police stops than would otherwise be permitted under federal case law.

The cumulative body of law on police stops resulted in the demarcation of different kinds of encounters that are governed by different legal standards. For example, stops that involve the fullest deprivation of liberty, that is, arrests, are permitted only when there is probable cause to believe that a person committed an unlawful offense. In contrast, stops involving less severe deprivations—like temporary detentions during police investigations—are governed by a more permissive standard: reasonable suspicion to believe that a person committed or is presently committing an unlawful offense. For individual police officers, knowing how to identify which legal standards apply to a given interaction with a member of the public is crucial for ensuring the officer’s conduct meets all applicable requirements.

In the aggregate, knowing the total number of stops committed by officers—and the number of each kind of stop (vehicular, pedestrian, or other non-vehicular), and what police action followed the stop (frisk, search, seizure)—is critical for public safety oversight. Data on police stops are relevant when evaluating a police department’s adherence to the principles and requirements of constitutional policing and can help identify areas of both success and needed improvement. Accordingly, some states, including Colorado, have imposed data collection mandates on police departments, requiring them to document police stops and issue regular reports.

Colorado’s requirement, enacted under a landmark law enforcement reform law in 2020 (Senate Bill 20-217, or “SB20-217”), requires each local police department, including APD, to report “[a]ll data relating to contacts conducted by its peace officers.” The law defines the term “contact” to mean “an interaction with an individual, whether or not the person is in a motor vehicle, initiated by a peace officer, whether consensual or nonconsensual, for the purpose of enforcing the law or investigating possible violations of the law.” This definition encompasses the kinds of contacts governed by federal and state constitutional law. “Contact” data that must be reported under the law include the demographics of each individual stopped; data relating to the times, dates, and locations of contacts; the outcomes of contacts, including arrests, warnings, and property seizures; and actions taken by police officers during the contact, including frisks and searches.

⁵⁷ “Terry Stop,” takes its name from the 1968 U.S. Supreme Court case—Terry v. Ohio—that first articulated the federal constitutional minimum standard for conducting such stops.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

In its September 15, 2021 Report, the Colorado AG’s Office noted that APD had a pattern and practice of failing to abide by the data collection mandates enacted under SB 20-217. The law requires that officers have a legal basis for any “contact” (as defined in the law) with a member of the public and imposes strict recordkeeping requirements whenever any such contact is made. The AG’s Report found that, under policies that have been in place since 2020—after SB20-217 was enacted—APD officers conducted stops without recording them. As a result, oversight efforts have been hampered by a lack of documentation over APD’s enforcement and investigative conduct. The AG’s Report also found that APD’s policies did not provide adequate guidance to officers on when an officer may conduct a Terry Stop or investigative stop.

CONSENT DECREE’S OBJECTIVES

The CD seeks the development of a documentation system that complies with state law, allows for prompt and transparent review of officer behavior, and improves the ability of APD to identify successes and areas for improvement.

OPERATIONAL INTEGRITY ASSESSMENT RE: DOCUMENTATION OF STOPS

Current Status:  Right track: 75-99% aligned with operational integrity criteria

The Monitor uses the following operational integrity criteria to assess APD’s implementation of the requirements of the CD relating to “Documentation of Stops”:

1. Were all stops reviewed by supervisors or the Monitor constitutional and within policy?
2. Were all unconstitutional stops reviewed by supervisors identified?
3. Was collection of contact data through APD’s CDC forms, substantially compliant with the requirements to collect such data for enforcement and non-enforcement actions?
4. Was there any significant under-reporting or misreporting of data required to be included in CDCs?
5. Were issues of non-compliance self-identified by APD?
6. To the extent that any stops were found to be unconstitutional or non-compliant with CDC requirements, were they remediated in an appropriate and timely manner through mentoring, coaching, training, and, when necessary, discipline for the relevant individual officers, supervisors, units and/or APD as a whole?
7. Was the data properly reported to the State in accordance with State requirements?

To assess whether APD officers are engaging the community equitably and documenting discretionary contacts in accordance with CD requirements, the Monitor considers data from

both enforcement and non-enforcement actions. While enforcement actions (such as traffic stops, pedestrian stops, arrests, warrants and UOF) are inherently subject to legal authority and therefore routinely documented, the CD further requires that APD capture demographic and contextual information from non-enforcement contacts—that is, officer-initiated interactions pursuant to the investigation of criminal activity where no enforcement or detention ultimately occurs. Collecting data on both types of contact enables APD and the Monitor to evaluate whether officers are exercising discretion and conducting community interactions in a manner that is consistent, bias-free, and reflective of equitable service delivery across all demographic groups.

For the previous reporting period, the Monitor found that APD was on a cautionary track at 50-74% aligned with the operational integrity criteria above. CDC form completion rates were only 82.5% for enforcement actions (Arrests, Non-traffic Citations, and Traffic Citations), indicating significant under-reporting of required data; APD's efforts to address such under-reporting was limited; and CDC completion rates for non-enforcement actions was unknown (including for warnings, investigative encounters, and other in-person officer-initiated interactions for purposes of investigating or enforcing a possible violation).

MONITOR'S CURRENT ASSESSMENT

During RP9, many of the deficiencies identified in prior reporting periods were addressed by APD, and no instances of unconstitutional stops were found in the Monitor's reviews⁵⁸. While CDC form completion rates for enforcement actions were greater than 95% for RP9, a major accomplishment achieved through a sustained effort at identification of those enforcement encounters requiring CDCs and an automated process by which exceptions were noted and addressed, CDC completion rates for traffic warnings were below 79% as shown in Table 13 below,⁵⁹ and CDC completion rates for other types of non-enforcement actions are difficult to quantify, although it is conceivable that non-enforcement actions in which a CDC would be required could approach the number of enforcement actions requiring a CDC.

⁵⁸ In RP10, the Monitor will be conducting reviews of incidents other than Uses of Force and Complaints in an effort to assess whether all encounters with individuals are constitutional.

⁵⁹ For these purposes, the Monitor is considering traffic warnings to be non-enforcement actions. It is clear that there are numerous other types of calls that do not result in enforcement actions that also fall in the area of non-enforcement actions. The total number of such non-enforcement actions is difficult to quantify but conceivably could approach the total number of enforcement actions. The Monitor will work with APD in the next reporting period to make further progress in developing and implementing a methodology to assess CDC compliance for non-enforcement actions.

Table 13 – CDC Compliance Rates for RP9

Type of Contact	Total Required	Total Completed	CDC Compliance by Type of Contact
Traffic Enforcement	8,084	8,064	99.8%
Non-Traffic Enforcement	3,368	3,362	99.8%
Arrest (Criminal) Enforcement	4,060	4,004	98.6%
Traffic Warning	1,804	1,421	78.8%
Total Tracked	17,316	16,851	97.2%

Although there was an effort to identify and assess those instances in which CDCs were necessary for non-enforcement actions, such efforts were incomplete and insufficient to make a determination of compliance. APD attempted to review those instances in which warnings were given, but it was determined that these instances included situations requiring CDCs and situations that did not. As a result, automation of the process did not yield meaningful data. APD estimated compliance in “Warning” situations which did require CDC completion at approximately 79%, substantially below an acceptable level. The second method of assessment undertaken by APD involved testing a random sample of all types of calls, for each district, on an alternating month basis for APD’s Operational Reviews as described in Focus Item #2. While this type of testing was useful for preliminary analysis, the methodology, sample size and frequency of testing is insufficient to accurately measure compliance levels.

As noted in the Operational Integrity section for Racial Bias in Policing, as a result of uncertainty regarding compliance rates for non-enforcement actions, the Monitor undertook a random review of “Suspicious Persons” calls for a one-week period across the Department.⁶⁰ This review raised significant questions as to when a CDC is required by policy for non-enforcement actions, and how officers understand their obligations.

The Monitor reviewed APD’s policy in detail with APD, and after review, found that there is ambiguity as to whether CDCs were required in each of the cases preliminarily identified as requiring a CDC by the Monitor.

There are two policies that are implicated in the decision-making process of an officer as to whether a CDC is required for a non-enforcement action: DM 8.50 Contact Data Collection and DM 8.52 Constitutional Policing, The Monitor will review these policies with APD in the upcoming reporting period in order to remove any ambiguity through modifications and/or clarifications of

⁶⁰ The Monitor chose this call type in light of the tragic incident involving a “suspicious person” call that served as a catalyst for the implementation of the CD.

the policies in order to provide officers with the best possible guidance as to whether a CDC form is required.

The Monitor believes that the determination of whether a CDC is required in non-enforcement actions turns on the officer's state of mind: if the officer believes (or reasonably should believe) they are investigating a crime or violation, and directs inquiry to a person who is not clearly a witness or victim of the crime or violation, the contact is investigatory and would require the completion of a CDC.

The Monitor notes that "Suspicious Person" calls are not the only non-enforcement situation that occurs in the field, and an overall compliance rate for non-enforcement actions would have to take all such situations into account. The Monitor also acknowledges that it is unclear what percentage such non-enforcement actions represent relative to the total number of encounters (enforcement and non-enforcement) requiring a CDC, but that it is unlikely that the number of non-enforcement actions exceeds the number of enforcement actions.

The Monitor will be working with APD to confirm the appropriate modifications and/or clarification to the relevant policies and on an appropriate quality assurance process for non-enforcement actions. This will likely include greater first line supervisory review of call types for which a CDC may be required and incident reviews of specific incident types.

The failure to fully document all police encounters requiring CDCs is a fundamental risk to APD's ability to comply with both the CD and state law. Without accurate stop data, oversight efforts are compromised, and patterns of potential biased policing or unconstitutional stops cannot be fully identified or remediated.

In light of the foregoing, in particular APD's work on enforcement actions and its attempts to ascertain compliance levels for non-enforcement actions, the Monitor finds that APD is now on the right track at 75-99% aligned with the operational integrity criteria above. This upgrade from Cautionary Track is made with the belief that APD is committed to doing its best to determine compliance rates for non-enforcement actions. The Monitor has every reason to believe that an appropriate methodology to determine compliance rates for non-enforcement actions can be worked out with and approved by the Monitor. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PATH FORWARD

In order to achieve full operational integrity for this section of the CD, APD must:

1. *Track CDC Compliance for Non-Enforcement Encounters:* Implement an approved methodology to track CDC compliance rates across all districts and units for non-enforcement encounters.
2. *Implement Supervisory Oversight & Accountability for CDC Non-Enforcement Non-Compliance:* Ensure command staff regularly review and assess CDC completion rates, with accountability for officers who fail to comply with CDC completion for non-enforcement encounters.
3. *Automate Exception Reporting for Real-Time Monitoring of CDC Compliance for Both Enforcement and Non-Enforcement Encounters:* Determine if the methodology agreed upon can be automated in some way with exception reporting through a dashboard, thereby enabling real-time monitoring and intervention.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

For previous reporting periods, the Monitor found Mandates 34 to 38, inclusive, in substantial compliance, and the Monitor found Mandates 33 and 39 on a cautionary track at 50-74% complete.

THIS REPORTING PERIOD'S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of two of the seven mandates in this section of the CD and found both are now on the right track at 75-99% complete. The Monitor's detailed assessments of these mandates follow.

ASSESSMENT OF MANDATE 33 - DOCUMENTATION OF STOPS - OBJECTIVES

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 33, as agreed to in the MADC, require APD to develop its stops documentation system in compliance with Colorado state law and provide the requisite stops information to the Division of Criminal Justice (DCJ) and Colorado Department of Public Safety (DPS) for publication. APD's system is required to verify that the system permits reviews of officer behavior, and the use of the data within the system has the potential for identifying successes and areas for improvement related to individual officers and/or policy updates or training opportunities.

Mandate 33 was assessed for all previous reporting periods. The Monitor found it was on a cautionary track at 50-74% complete for the most recent reporting period, RP8, as APD had developed a CDC compliance dashboard and exception reporting system for enforcement stops,

but such processes were not fully utilized; APD had not yet developed a CDC compliance process for non-enforcement actions (including for warnings and investigative encounters); and APD developed a process to enable the analysis of CDC data at the officer or systemic level that was not operational until after the end of the prior reporting period.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD fully met the requirements of this mandate to report its CDC results to the State.

Also in RP9, APD implemented its CDC compliance dashboards and exception reporting processes to enable analysis of CDC compliance at the officer and systemic level. By the end of RP9, APD's compliance rate for enforcement stops (those resulting in an arrest or citation) was close to 98%. However, as noted elsewhere in this report, the methodology for assessing a compliance rate for non-enforcement stops requiring the completion of a CDC form, ultimately was not agreed upon with the Monitor. Two methods were attempted by APD, but neither provided a statistically reliable way of making the determination. The Monitor will work with APD on the development of this methodology, which is likely to include a sampling methodology of certain types of dispatch calls.

The dashboard developed by APD relative to CDC's makes analysis of a variety of different factors including potential racial disparities relatively easy. However, as with other dashboards, the Monitor believes that the ability to compare data with different parameters is important and recommends that this ability be added to the current set of dashboards. In addition, it would be helpful for push notifications to be given to command staff relative to CDC anomalies that are detected by analysis of the data. The Monitor will be working with APD to develop these capabilities.

As a result of the developments for RP9, the Monitor finds that APD is now on the right track at 75-99% complete with the requirements of Mandate 33. The Monitor will continue to assess this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with the requirements of this mandate:

- APD needs to develop the ability to reliably assess CDC compliance for non-enforcement actions.
- APD needs to implement CDC compliance assessments for enforcement and non-enforcement actions showing trends, improvements or lapses in compliance over time.

In addition, the Monitor recommends that APD implement a “push notification” exception reporting system relating to CDC compliance, and that APD’s CDC assessments include determining how long CDC compliance takes to achieve, and whether any changes occur in compliance across different shifts.

ASSESSMENT OF MANDATE 39 - DOCUMENTATION OF STOPS – GOALS AND MEASUREMENTS

Current Status:  - 75-99% Complete. In line with Monitor’s expectations.

The CD and compliance definition for Mandate 39, as agreed to in the MADDC, require APD to develop, finalize, and disseminate the policies required in Mandates 34-37, and implement an internal review process to monitor compliance with stops-related policies and training. This mandate also requires full implementation of related policies and training, which requires that CDC forms are completed as required, reviewed for accuracy and used to inform policy, training and remediation efforts. In addition, this mandate requires that appropriate accountability measures are utilized in instances of individual failure to comply with contact-related policies and/or training.

Mandate 39 was assessed for previous reporting periods starting with RP2. The Monitor found it on a cautionary track at 50-74% complete for the past year. For RP8, APD’s CDC completion rate for 2024 enforcement actions was 82% and was unknown for non-enforcement actions; there were no structured efforts to address compliance gaps until the end of RP8; and there were no accountability measures.

MONITOR’S CURRENT ASSESSMENT

In RP9, APD made significant progress in meeting the requirements of this mandate. APD achieved a rate of compliance of approximately 97% for enforcement actions and approximately 80% for non-enforcement actions based on two non-enforcement action tests:

- "Warnings," that is, situations in which a warning was given rather than a summons, were analyzed by APD. Unfortunately, it appears that not all warnings are for instances that would require a CDC form to be completed, so the measurement was found to be less than accurate, and could not, under the current reporting structure, be automated.
- In addition, a random sample of 10 cases from each District were reviewed by APD’s Constitutional Policing Unit ahead of APD’s Operational Review meetings. The methodology for these every-two-month assessments was developed by APD’s executive team with guidance from the City’s Chief Auditor thereon, and goes beyond just measuring for CDC compliance. In these assessments, approximately 80% of the non-enforcement situations which needed a CDC had one completed.

The Monitor notes that CDC completion rates for non-enforcement actions are difficult to quantify, although it is conceivable that non-enforcement actions in which a CDC would be required could approach the number of enforcement actions requiring a CDC.

In addition to the above developments, many of the deficiencies noted in the Monitor's RP8 report were also corrected, yet not all of the requirements for compliance called out in RP8 have been implemented. Specifically:

1. *Progress in Addressing Under-Reporting:* APD now has a structured methodology to analyze, identify, and remediate gaps in compliance. That methodology is working well for enforcement actions, but has not yet proven itself for non-enforcement actions.
2. *Tracking of Non-Enforcement Contacts:* Although APD has begun systemically looking at some non-enforcement actions, specifically "warnings", other non-enforcement instances requiring a CDC have gone largely unmeasured. While the Monitor appreciates the efforts of APD's Constitutional Policing Unit in assessing a sample of each District's (and SOB's) encounters, the sample size is too small and not targeted toward potential non-enforcement actions. Further, given that methodology, the 80% compliance rate is significantly below an acceptable level for these actions. As detailed in the Monitor's Operational Integrity section for Bias-Free Policing, because it is unclear what percentage of the total CDCs required are for enforcement versus non-enforcement actions, an overall compliance rate for CDC completion is impossible to calculate. In RP10, the Monitor will work with APD to provide clearer guidance to officers regarding CDC requirements for non-enforcement actions, and to arrive at an accepted protocol for testing CDC compliance with non-enforcement actions.
3. *Accountability Measures:* APD has initiated remedial action at the individual officer level for those who failed to complete CDC forms.

As a result of the foregoing, Mandate 39 is now on the right track at 75-99% complete. The Monitor will continue to assess this mandate in the next reporting period.

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD will need to continue its efforts to identify and ensure CDC compliance with both enforcement actions and non-enforcement actions. The Monitor will work with APD to develop an improved methodology for the testing of non-enforcement actions for compliance. Potential methods include: (1) a fulsome review of suspicious persons calls; (2) an analysis of all activity for each district for a discreet period of time concentrating for these purposes on calls that might require a CDC form; (3) mandatory periodic supervisory reviews of a random sample of BWC videos; and (4) mandatory supervisory oversight of completion of forms by APD's officers.

USE OF KETAMINE & OTHER CHEMICAL RESTRAINTS (MANDATES 40-48)

INTRODUCTION

The term “chemical restraint” comprises a broad category of chemicals that are administered for the purpose of reducing aggression, violence, or agitation in people experiencing acute mental distress, including those experiencing what had often been classified as “excited delirium.”⁶¹ The diagnosis was used to describe a medical emergency characterized by a combination of acute confusion, distress, agitation, and aggression, often triggered by the consumption of stimulant narcotics like cocaine, methamphetamine, phencyclidine (PCP), and lysergic acid diethylamide (LSD). However, recent discussion about how excited delirium diagnoses is disproportionately used against Black people have been raised to spur the discussion about whether and how the term should be used in the medical field. This discussion emerged most recently after the murder of George Floyd when an officer at the scene was heard saying, “I am worried about excited delirium or whatever.” While delirium is well-defined and described in the *Diagnosics and Statistical Manual of Mental Disorders*, excited delirium is not listed in the manual.

Among the drugs most commonly used as a chemical restraint is ketamine, which is categorized as a dissociative anesthetic due to its sedative and amnesiac qualities.

Although administration of chemical restraints in emergency crisis situations is a common medical practice, the use of chemical restraints is not without controversy. Opponents of the practice have alleged that chemical restraints are disproportionately used against vulnerable populations and that they are often administered as a measure of first resort in lieu of other effective crisis management strategies like de-escalation. Critics also assert that chemical restraints are often incorrectly dosed, leading to life-threatening complications for patients who are improperly monitored post-administration. AFR, up until the death of Elijah McClain, used the drug ketamine as a chemical restraint, but has since suspended its use by AFR paramedics. Today, AFR uses two slower-acting chemical sedatives, Versed and Droperidol, for those situations which, in the medical judgement of paramedics on the scene, the chemical sedative is medically appropriate. Which sedative to use in any given situation is situationally based with Droperidol presenting potentially less risk in certain situations. This medical judgement is reviewed in every instance by the Medical Director of AFR.

⁶¹ Excited delirium is a controversial diagnosis, typically diagnosed in young adult males, disproportionately black, who were physically restrained at the time of death, most often by law enforcement. ([Position Statement](#) on Concerns About Use of the Term “Excited Delirium” and Appropriate Medical Management in Out-of-Hospital Contexts, American Psychiatric Association.) The term has been banned in Colorado since April 4, 2024.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

After the death of Elijah McClain, AFR's use of ketamine as a chemical restraint was scrutinized by multiple bodies, including the Colorado AG's Office and an Independent Review Panel (IRP) commissioned by the Aurora City Council. The IRP concluded that AFR personnel committed multiple errors throughout their treatment of Elijah McClain, including during their administration of ketamine, to chemically restrain him. These errors included an inadequate assessment of Mr. McClain's medical condition prior to administering ketamine, inaccurate estimations of Mr. McClain's body weight for purposes of determining a correct dose of ketamine to administer, and a failure by AFR paramedics to assert control over Mr. McClain's treatment after their arrival on the scene.

The AG's Office further found that AFR had a pattern and practice of administering ketamine illegally. These patterns and practices including administering ketamine reflexively upon the request of a police officer, without first conducting a proper medical evaluation of a patient, administering ketamine doses that exceeded those allowed under AFR protocols, failing to adequately monitor patients post-administration, and a failure by AFR medical supervisors to follow agency protocols to prevent future violations by AFR paramedics.

As a response to the controversy surrounding Mr. McClain's death, the Colorado state legislature enacted a new law prohibiting the administration of ketamine on "police-involved patients unless a justifiable medical emergency required its use." The law further removed "excited delirium" as a recognized basis for administering ketamine for such individuals. Since April 2021, AFR has agreed not to use ketamine as a chemical restraint and, via AFR policy, prohibited its use. Nonetheless, the City, for the term of the Decree, has agreed to abide by review protocols set forth in the Decree for the use of any other chemical as a restraint.

The CD requires the Monitor to "periodically review AFR's use of chemical sedatives as chemical restraint to confirm policy compliance." It further requires the Monitor to "review and analyze the coordination of policies of APD and AFR to ensure that members of APD do not recommend, suggest, or otherwise encourage the use of any chemical restraint in the field by AFR," requiring the decision to apply such chemical restraints to be made only by qualified AFR personnel pursuant to applicable medical protocols. Finally, the CD imposes procedural requirements for reviewing any proposal by AFR to resume the use of ketamine as a chemical restraint at any point during the Monitorship period.

CONSENT DECREE'S OBJECTIVES

The CD prohibits the use of ketamine by AFR during the Monitorship period without explicit approval from the Monitor, and requires the monitoring of the circumstances of the use of any chemical sedative by AFR.

OPERATIONAL INTEGRITY ASSESSMENT RE: USE OF CHEMICAL SEDATIVES

Current Status:  Operational integrity fully achieved

The Monitor uses the following operational integrity criteria to assess AFR's implementation of the requirements of the CD relating to the "Use of Ketamine & Other Sedatives as a Chemical Restraint":

1. Is there any indication that ketamine is being used by AFR?
2. Is there any indication that the use of any other chemical sedative is outside policy?
3. Is there any indication that any APD officer has suggested the use of a chemical sedative or in any other way tried to influence the medical judgement of AFR personnel?
4. If ketamine was used, or if any other chemical sedatives were used outside policy, did AFR supervisors identify such uses? And were any instances of inappropriate uses of chemical restraints appropriately remediated in a timely manner through mentoring, coaching, training and, when necessary, discipline?

For the previous reporting period, the Monitor found that the above operational integrity criteria were fully achieved.

MONITOR'S CURRENT ASSESSMENT

For the current reporting period, both AFR and the Monitor continued to review all uses of chemical sedatives, including the review of BWC videos and related reports. Neither AFR nor the Monitor found any instances in which ketamine was used by AFR, and found each use of other chemical sedatives, specifically Versed or Droperidol, to be reasonable and within policy, and without any influence from APD, other than for one incident in which an APD officer attempted to influence the treatment of a patient under the care of AFR by advocating that no sedative be used by AFR. The AFR firefighters ignored the APD officer's comments in their decision-making. AFR informed APD and the Monitor about this incident, as described in the Monitor's assessment of Mandate 20A, and the matter was quickly remediated by APD, with coaching and mentoring of the involved officer. Neither AFR, APD nor the Monitor consider this to be a systemic issue, but rather an isolated incident that APD swiftly managed.

In light of the foregoing, since the isolated incident was identified and appropriately remediated in a timely manner, the Monitor finds operational integrity in this area to be fully aligned with the above operational integrity criteria relating to “Use of Ketamine & Other Sedatives as a Chemical Restraint”. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

The Monitor found all nine mandates in this section, Mandates 40 to 48, in substantial compliance for the past 2-3 years, starting with RP1 or RP2.

THIS REPORTING PERIOD’S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor again assessed the status of all nine mandates in this area of the CD and found that all nine of these mandates remain in substantial compliance. The Monitor’s detailed assessments of these mandates follow.

ASSESSMENT OF MANDATE 40 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 40, as agreed to in the MADC, require the City to confirm that ketamine is not being used in the field without explicit approval by the Monitor after appropriate consultation with AFR’s Medical Director.

Mandate 40 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1, because AFR had removed ketamine from its protocols effective September 15, 2020, thus prohibiting its administration. Ketamine has not been available for use by AFR’s paramedics for any situations since then.

MONITOR’S CURRENT ASSESSMENT

For RP9, AFR reiterated that it has no intention to add ketamine back into its treatment protocols. As such, the Monitor continues to find this mandate in substantial compliance and will continue monitoring this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 41 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 41, as agreed to in the MADC, require AFR to develop, disseminate, and implement an approved policy in compliance with state law and waiver requirements relating to the use of chemical restraints, and any use of chemical restraints in the field adhered to AFR's policies.

Mandate 41 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

For RP9, consistent with AFR's approved policy and practices since prior to the CD, AFR reviews all calls where a chemical sedative was administered to sedate a combative patient, which are then reviewed 100% by AFR's Medical Director as part of AFR's Continuous Quality Improvement process described in the Monitor's current assessment of Mandate 47 below.

In light of the foregoing, the Monitor therefore finds this mandate remains in substantial compliance and the Monitor will continue to review this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 42 - USE OF KETAMINE AND OTHER SEDATIVES AS CHEMICAL RESTRAINT – OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 42, as agreed to in the MADC, require AFR to develop, disseminate, and implement an approved policy related to the use of chemical restraints, that joint APD/AFR training adequately covers this topic, and that APD members or policies do not recommend, suggest or otherwise encourage the use of any chemical restraints by AFR in the field. The CD and compliance definition also require that any decision to use chemical restraints in the field was made by qualified members of AFR only in accordance with the applicable medical protocols in effect and approved by AFR's Medical Director in compliance with C.R.S. § 26-20-104 et seq.

Mandate 42 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

In RP9, AFR and APD personnel continued to follow their respective policies with respect to the use of chemical restraints as evidenced by AFR's review of 100% of the BWC videos from incidents involving the administration of a chemical sedative in RP9, and the Monitor's review of BWC footage of all incidents submitted to the Monitor by AFR. There was one exception, which is considered an isolated incident, that is described in the Monitor's assessment of Mandate 20A, wherein an officer attempted to direct AFR's medical care of a patient. AFR personnel ignored the APD officer's comments and followed the applicable medical protocols in effect and approved by AFR's Medical Director. Other than this incident, the Monitor found that all other instances followed APD and AFR policies relating to the use of chemical sedation, namely that AFR members treated patients without any recommendations or suggestions from APD, and that AFR's field reports appropriately documented the actions of law enforcement on scene during any call in which a chemical sedative was administered.

The Monitor therefore finds that this mandate remains in substantial compliance and the Monitor will continue to review this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 43 - USE OF KETAMINE AND OTHER SEDATIVES AS CHEMICAL RESTRAINT – OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 43, as agreed to in the MADC, require APD and AFR to meet and resolve any issues regarding the use of chemical restraints.

Mandate 43 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

As described above and in the Monitor's reports for previous reporting periods, AFR removed ketamine from its treatment protocol on September 15, 2020. Since then, including for RP9, AFR confirmed that it has no plans to add ketamine back into its treatment protocols. In addition, there are no unresolved issues regarding the use of chemical restraints.

The Monitor therefore continues to find this mandate in substantial compliance and the Monitor will continue to review this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 44 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – POLICY CHANGES IF KETAMINE IS USED

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 44, as agreed to in the MADDC, require AFR to not use ketamine, or if AFR seeks to resume the use of ketamine as a chemical restraint, AFR will seek approval of a new policy from the Monitor and Medical Director prior to implementation that dictates appropriate dosage recommendations and assessment of the level of patient agitations that would lead to the use of ketamine in the field.

Mandate 44 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

As described above and in the Monitor's reports for previous reporting periods, AFR removed ketamine from its treatment protocol on September 15, 2020. Since then, including for RP9, AFR has not sought to reinstate the use of ketamine, AFR confirmed that ketamine is not available for use by AFR's paramedics for any situations, and AFR reiterated that there is no intention to add ketamine back into its treatment protocols in the future.

The Monitor therefore continues to find this mandate in substantial compliance and the Monitor will continue monitoring compliance with this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 45 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – PROCESS CHANGES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 45, as agreed to in the MADDC, require AFR to have a policy relating to post-incident analysis that was approved by the Monitor and AFR is required to conduct post-incident reviews for each application of ketamine as a chemical restraint.

Mandate 45 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

For the current reporting period, the Monitor found AFR continues to be in substantial compliance as ketamine was not used, so there was no need to conduct any post-incident reviews related thereto.

The Monitor therefore continues to find this mandate in substantial compliance and the Monitor will continue monitoring this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 46 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – EVALUATION OF CHEMICAL SEDATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 46, as agreed to in the MADC, require AFR to develop a process to periodically review its use of chemical sedation in the field to determine what improvements should be made to policy or training at AFR or APD, including assessing: 1) whether the symptoms justified sedation under law and policy, 2) the involvement of police officers before or during a patient's sedation, and 3) what factors increase the risk of adverse outcomes to patients or providers.

Mandate 46 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

For RP9, AFR continued to review BWC footage for all calls involving the use of sedatives to manage combative patients. The reviews were conducted by AFR's Medical Director pursuant to its Continuous Quality Improvement program and AFR logs such reviews, which the Monitor has access to. The Monitor reviewed the respective incidents from February to June 2025 and confirmed that AFR's assessments appropriately assessed whether any improvements should be made to policy or training at AFR or APD, including for the isolated incident in late June 2025 in which an APD officer attempted to influence AFR's medical care of a patient, which is described more fully in the Monitor's assessment of Mandate 20A above. It is important to note that AFR demonstrated full transparency by self-reporting this procedural violation prior to any involvement by the Monitor.

In light of the foregoing, the Monitor continues to find this mandate in substantial compliance and will continue to monitor this mandate in the next reporting period in order to confirm the 6-month retrospective reviews continue to assess whether improvements are required regarding the use of chemical sedation in the field to manage combative patients.

ASSESSMENT OF MANDATE 47 - EVALUATION OF CHEMICAL SEDATION

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 47, as agreed to in the MADC, require AFR to summarize its periodic reviews of the uses of chemical restraints to the Monitor at least twice a year, starting 6 months from the effective date of the CD; and confirm that the summary includes at a minimum, information about the number of times AFR used chemical sedation as a chemical restraint, the symptoms justifying sedation, the type of chemical restraint used, whether AFR followed policy, what information police officers provided to AFR for compliance with C.R.S. § 18-8-805, and basic information about the use of chemical sedation such as the tabular data included on pages 97-98 of the AG's Report.

Mandate 47 was assessed for previous reporting periods starting with RP2, and the Monitor found it in substantial compliance for all such assessments, for almost 3 years.

MONITOR'S CURRENT ASSESSMENT

During the current reporting period, AFR continued its review of 100% of calls involving the use of chemical sedatives to manage combative patients, having started such reviews prior to the CD's enactment. In September 2025, AFR's Medical Director completed his review of AFR's data related to the use of chemical sedation for calls from January 1 through June 30, 2025, pursuant to AFR's Continuous Quality Improvement program. Similar semi-annual reviews were conducted for each of the past 3 years. The recent Medical Director's report summarized, for each month:

- a) information about the number of times AFR used chemical sedation as a chemical restraint
- b) whether physical restraints were applied
- c) whether verbal de-escalation was performed
- d) whether AFR's pre-sedation checklist was used
- e) whether post-sedation monitoring requirements were met
- f) whether care was delivered according to AFR's protocols
- g) whether law enforcement was on the scene and recommended the use of a sedative
- h) the type of chemical sedation given, and
- i) whether adverse effects arose in post-sedation for such chemicals.

In the Monitor's RP8 report, the Monitor made the following recommendations, each of which were implemented to a certain degree in the Medical Director's recent semi-annual report for January to June 2025, which the Monitor appreciates.

- The Monitor recommended that the Medical Director's semi-annual reports identify the nature of the symptoms justifying sedation in order to comply with one of the requirements

of Mandate 47. The Medical Director's January to June 2025 semi-annual report addressed this in summary form: "the majority of the uses of the medications were [for] patients who were agitated, aggressive or violent to EMS crews, making safe care of the patient impossible without the use of medication." In addition, the report described consultations with a physician who ordered the use of sedation in a small number of cases.

- The Monitor recommended that policy exceptions be reviewed and summarized in the Medical Director's semi-annual report, and that the Medical Director explicitly assess whether any AFR EMS providers need additional training. The Medical Director's January to June 2025 semi-annual report concluded that no changes were required to the protocols based on his review, and identified 4 cases where involved crews were counselled because they did not give supplemental oxygen after the use of a sedative. The report also identified several exceptions to items c, d and e listed above in the charts attached to the Medical Director's narrative report, but did not provide particulars regarding the circumstances of such exceptions. Of note, there were 3 incidents without verbal de-escalation, 1 incident where the pre-sedation checklist was not used, and 5 incidents for which post-sedation monitoring requirements were not met. The Monitor recommends that all types of policy exceptions be summarized in the Medical Director's semi-annual report, along with the remediation that addressed such policy exceptions.

In light of the foregoing, the Monitor finds this mandate remains on the right track, and in substantial compliance. The Monitor will continue monitoring this mandate in the next reporting period in order to confirm continued compliance, and to assess whether the Monitor's further recommendation above is being addressed and documented in the Medical Director's report.

ASSESSMENT OF MANDATE 48 - USE OF KETAMINE AND OTHER SEDATIVES AS A CHEMICAL RESTRAINT – GOALS AND MEASUREMENT

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 48, as agreed to in the MADC, require that AFR does not use ketamine, or if AFR uses ketamine, that AFR does so only when symptoms appropriately justify the sedation, when AFR has not been influenced in its decision to use ketamine by APD, and AFR has administered the appropriate dosage of ketamine.

Mandate 48 was assessed for all previous reporting periods, and the Monitor found it in substantial compliance for all such assessments over the past 3 years, starting with RP1.

MONITOR'S CURRENT ASSESSMENT

For the current reporting period, the Monitor found AFR continues to be in substantial compliance as ketamine was not used, and AFR was not influenced by APD regarding the use of ketamine. As such, the Monitor continues to find this mandate in substantial compliance and will continue monitoring this mandate in the next reporting period.

RECRUITMENT, HIRING & PROMOTION (MANDATES 49-66)

INTRODUCTION

Police departments have faced difficulty hiring over the past decade, but those difficulties have been severely exacerbated by high-profile policing controversies whose impact extends beyond the departments in which the controversies originated. Police departments have seen diminished interest in pursuing a career in policing by prospective recruits and diminishing officer morale has led to higher-than-normal attrition in many departments. These trends have been linked by some to recent developments like protests for racial justice and the perception among many officers that public opinion turned against the profession. Given this dynamic, it is not surprising that problems in recruitment, hiring and retention are at an all-time high.

APD has not been immune to the national trends concerning officer recruitment, hiring, and promotion. In fact, the trends in APD have been stark, with nearly 20% of APD officers leaving the agency in the 18-month period between January 2020 and July 2021, as noted by the Colorado AG's September 15, 2021 Report. Officers interviewed by representatives of the AG's Office cited a series of factors that contributed to the department's high rate of attrition in this period, including lack of community support, lack of direction and accountability within the department, and concerns about the overall trajectory of the policing profession. The AG's Report noted that APD's retention problems, in particular, have led to staffing insufficiencies and a loss of institutional experience throughout the department's ranks, from patrol officers to higher executives.

Although the AG's Report found that AFR had not experienced the same difficulties relating to departmental turnover, morale, and community relations, AFR leadership has nonetheless expressed concern over the uncertain impact that recent legislation will have on the agency and its personnel, as well as liability concerns that could affect their work. The AG's Report further noted recent controversies that could impact recruitment efforts, including the use of racially derogatory language by a since-terminated Deputy Chief.

Any significant overhaul of the recruitment and hiring processes for APD and AFR necessarily implicates Aurora's CSC, which is empowered to control hiring of police and fire personnel. The

Aurora City Charter, as noted by the AG’s Report, “grants the Commission sole responsibility for the examination and certification of all entry-level applicants to the police and fire departments.” In practice, this has been broadly interpreted and established in CSC practices, in a way that removed any significant input from the Departments in entry-level hiring. Any proposal to change how police officers, firefighters, or EMS personnel are hired thus required a modification of the hiring process to provide for greater input from APD and AFR with the final decision on candidate selection resting with APD or AFR.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

APD’s high attrition rate led to concerns that critical policing functions will either be left unstaffed or will be staffed by newer recruits who lack significant experience and must rely on a shrunken pool of senior officers for mentorship and guidance. An associated worry is that these deficiencies could increase the number of critical incident events or worsen their outcomes.

To identify potential solutions to APD’s personnel problems, the CD mandates a revisitation of the City’s recruitment and hiring of police officers and fire fighters.

These processes have historically been bifurcated between APD/AFR and the CSC, with APD/AFR handling candidate recruitment and CSC exclusively responsible for the hiring process, including making final hiring decisions. Notably, the CSC also oversees both the promotion and disciplinary process for APD and AFR. The CD requires both agencies to work with the CSC to review and identify potential changes to minimum qualifications for new recruits and lateral hires, among other mandates. The goal of these mandates is to improve the transparency and accountability of the City’s recruitment of key first-responder personnel and the civil service process that dictates their hiring.

CONSENT DECREE OBJECTIVES

The CD seeks to transform APD’s and AFR’s recruiting and hiring processes to create a more diverse and qualified workforce. It further seeks APD’s and AFR’s commitment to develop a culture of continuous improvement within each agency and to become better police and fire departments overall. Finally, the CD seeks to improve transparency, accountability, and predictability in each agency’s discipline review process, and to improve the role of the CSC in APD and AFR hiring, promotion, and discipline. With regard to hiring, the CD mandates that APD and AFR have a much greater role in the hiring process and have the final say as to which candidates are ultimately selected for hire.

OPERATIONAL INTEGRITY ASSESSMENT RE: RECRUITMENT, HIRING & PROMOTION

Current Status:  Right track: 75-99% aligned with operational integrity criteria

The CD requires APD and AFR to create a more diverse and qualified workforce. Since the CD focuses on recruiting and hiring, HR must provide accurate and timely workforce reporting for both the start and end of each period of the CD, in addition to providing reporting on hiring process outcomes and adverse impacts in the hiring process. Having said this, workforce diversity is the result of the combined effects of recruiting and hiring new recruits and lateral hires as well as attrition. While attrition is not a direct focus of the CD, regular reporting on attrition rates would provide APD and AFR with a more complete picture of workforce changes and help identify opportunities to improve and sustain diversity within the organization.

The Monitor notes that timely outcomes and adverse impact reporting following the start of each Academy are essential, as this marks the completion of the hiring process. Reporting at this stage enables early identification of demographic disparities and supports compliance with equal employment requirements. Delaying analysis until after the Academy conflates training outcomes with hiring decisions and limits the opportunity to address potential bias in the hiring process.⁶²

The Monitor therefore uses the following operational integrity criteria to assess the City's implementation of the requirements of the CD relating to "Recruitment, Hiring & Promotion":

1. Have APD's and AFR's recruitment and hiring practices resulted in a more diverse and qualified workforce?
2. If not, could the City or its agencies reasonably have done more to have placed the City in a position to do so? Did HR provide appropriate reporting and detailed information relative to the hiring process to APD and AFR so as to allow each agency the best opportunity to identify areas for improvement in their ability to increase diversity?
3. Did APD's and AFR's promotional practices reflect the agreed upon changes in their promotional processes?
4. Did APD's and AFR's disciplinary practices reflect the agreed upon changes in their disciplinary processes?

For the previous reporting period, the Monitor found that the City was on the right track at 75-99% aligned with the operational integrity criteria above because the City's RP8 recruitment

⁶² Such reporting could also be produced after the end of the Academy and then again at the end of the probationary period in order to assess whether there are any adverse impacts in the Academy training and probationary process.

and hiring practices resulted in a more racially and gender diverse workforce for APD; however, AFR's RP8 hiring process had not yet concluded. In addition, the City's promotional and disciplinary practices reflected the agreed upon changes in such practices.

MONITOR'S CURRENT ASSESSMENT

For the current reporting period, as noted in the Monitor's assessments of Mandate 49A and 49B below, hiring practices for APD's RP9 Academies resulted in hiring recruits who were more diverse (by race and gender) than APD's sworn workforce; and hiring practices for AFR's RP9 Academy resulted in hiring recruits who were more racially diverse but less gender diverse than AFR's sworn workforce.

In support of the requirement for APD and AFR to hire a more diverse and qualified workforce, in RP9, HR provided timely and reliable data to APD and AFR during and after each agency's RP9 hiring processes concluded; HR provided outcomes reporting to the CSC in April relating to APD's January 2025 Academy; and HR provided outcomes reporting to the Monitor and APD in mid-August relating to APD's May 2025 Academy. Such outcomes reporting included analyses that suggested a lower hiring rate for BIPOC applicants compared to white applicants, but there was no commentary or assessment of recommended next steps by HR, APD or the CSC. Further, HR's reporting did not compare workforce diversity at specific points in time.

During RP9, representatives from APD, AFR, the CSC, National Testing Network (NTN) and the Monitor met numerous times regarding NTN's cut-score review, in an effort to better understand the implications of different entrance exam cut scores on BIPOC applicants. Unfortunately, the results were inconclusive. The Monitor believes a concerted effort was undertaken in RP9 to address APD's hiring disparities relating to race arising primarily from APD's entrance exam; however, more can be done. In the next reporting period, the Monitor will work with the City, CSC, APD, AFR and HR to consider and address the Monitor's recommendations regarding next steps as discussed here and in the assessment of Mandates 49A and 49B below, as well relevant recommendations in the Monitor's December 2024 Hiring Comparison Report that are not yet addressed.

In contrast, while AFR received data from HR relating to its June Academy hiring process in mid-August 2025, HR was unable to provide outcomes and adverse impact reporting to AFR relating to the June Academy until late September 2025. Such reporting was delayed due to restructuring of the City's HR department, and AFR does not have personnel with the technical skills that would be needed if AFR was to do their own analyses of its underlying hiring data.

Finally, APD's and AFR's promotional and disciplinary practices were consistent with the current version of the CSC's Rules & Regulations.

For the reasons stated above, the Monitor finds the City remains on the right track at a level of 75-99% aligned with the above operational integrity criteria relating to “Recruitment, Hiring & Promotion”. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PATH FORWARD

In order to achieve full operational integrity relating to recruitment, hiring, and promotion, the City must establish timely, standardized, and recurring reporting on APD’s and AFR’s workforce diversity and hiring processes that includes both data and interpretive analysis of hiring outcomes and potential adverse impacts for all new recruit and lateral hires.

In addition, the Monitor recommends that the City build or support AFR’s capacity to review and act on hiring process outcomes in real time.

The Monitor will collaborate with the City, APD, AFR, HR and the CSC regarding the above.

PREVIOUS FINDINGS OF SUBSTANTIAL COMPLIANCE

Mandates 49A, 49C, and 50 to 66, inclusive, were found in substantial compliance for previous reporting periods. Mandate 49B was found to be on the right track at 75-99% complete.

THIS REPORTING PERIOD’S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of 7 of the 20 mandates in this section of the CD. One mandate related to APD was found to be in substantial compliance, and one related to AFR was found to be on the right track. The five remaining mandates related to CSC were all in substantial compliance. The Monitor’s detailed assessments of these mandates follow.

ASSESSMENT OF MANDATE 49A - RECRUITMENT, HIRING, AND PROMOTION – OBJECTIVES (APD)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 49A, as agreed to in the MADC, require the City to transform its recruiting and hiring processes to create a more diverse and qualified workforce and establish APD’s commitment to a culture of continuous improvement and becoming a better police department. This requires the City to implement policies and plans relating to APD’s recruitment, hiring, promotion and discipline processes as described in Mandates 50-52, 54, 56, 58, 60-64 and 66.

Mandate 49A was assessed for all previous reporting periods. The Monitor found it in substantial compliance starting with RP8, because APD had increased the racial and gender diversity of its workforce in this period; APD was receiving reliable, timely hiring data from HR; and APD/HR undertook efforts to reduce the perceived disparate impact of APD’s entrance exam.

MONITOR’S CURRENT ASSESSMENT

In RP9, APD hired 27 new recruits for APD’s May-Nov 2025 Basic Academy and 10 lateral recruits in 3 lateral recruit academies. Based on reports provided by HR regarding the outcomes from the new recruit hiring process, coupled with APD’s lateral recruit reporting, APD’s new recruits hired in RP9 were **more** racially diverse and **more** gender diverse than APD’s existing sworn workforce as of December 31, 2024. See Table 14 below for more details.⁶³

Table 14 – APD Entry-Level & Lateral Recruit Diversity Outcomes for Academies Starting in RP9

	Dec 31, 2024 Workforce		Jan 2025 (RP8) Entry-Level Recruits		May 2025 (RP9) Entry-Level Recruits		2025 (RP9) Lateral Recruits		TOTAL RP9 RECRUITS		Aug 15, 2025 Workforce	
	#	%	#	%	#	%	#	%	#	%	#	%
BY RACE:												
BIPOC	171	26%	24	48%	15	56%	5	50%	44	51%	197	28%
White	476	72%	25	50%	12	44%	5	50%	42	48%	486	69%
Not Identified	18	3%	1	2%	0	0%	0	0%	1	1%	20	3%
TOTAL	665	100%	50	100%	27	100%	10	100%	87	100%	703	100%

	Dec 31, 2024 Workforce		Jan 2025 (RP8) Entry-Level Recruits		May 2025 (RP9) Entry-Level Recruits		Jul 2025 (RP9) Lateral Recruits		TOTAL RP9 RECRUITS		Aug 15, 2025 Workforce	
	#	%	#	%	#	%	#	%	#	%	#	%
BY GENDER:												
Female	69	10%	9	18%	4	15%	1	10%	14	16%	76	11%
Male	594	89%	41	82%	23	85%	9	90%	73	84%	625	89%
Not Identified	2	0%	0	0%	0	0%	0	0%	0	0%	2	0%
TOTAL	665	100%	50	100%	27	100%	10	100%	87	100%	703	100%

While the above tables demonstrate APD’s ability to achieve its overall diversity goals as mandated by the CD, HR’s detailed hiring outcomes analyses revealed that females and several races appear to have been adversely impacted in the hiring process, with the highest drop rates for APD’s physical fitness test and written entrance exam. These results are consistent with the type of results discussed in the Monitor’s RP8 and RP7 reports, and the Monitor’s Hiring Comparison Report dated December 2024. In addition, the above table shows that the proportion of females hired for the May 2025 Academy are lower than for the January 2025

⁶³ In January 2025, APD hired 50 entry-level recruits for its January-July 2025 Basic Academy, who were more diverse (in both race and gender) than APD’s existing workforce. See the Monitor’s RP8 report for further details.

Academy, and that the size of the entry-level recruit class was smaller for May than for January 2025.

In an effort to address the perceived written entrance exam racial disparities, during RP9, the CSC, HR and APD asked APD's entrance exam vendor, the National Testing Network (NTN), to undertake a "cut-score" review and assess the relationship between test scores and hiring results.⁶⁴ Based on NTN's cut-score analysis of passing rates from 2019-2024, NTN concluded the following:

- The selection rate was lower for Asian candidates than for Caucasian candidates, but there were no clear signs of adverse impact as the sample sizes were too small, and there was not enough data to make a clear recommendation for change.
- The NTN test components did not correlate with or predict Academy graduation or FTO completion.

This test included assessing the impact of changes to the cut-scores for each of the three test components (the video situational judgement test, and English-language reading and report writing tests), but assumed no changes were made to the administration or content of APD's entrance exam. As a result of this review, APD recommended to the CSC that APD keep its current cut-scores and testing process with a commitment to re-assess in April 2026.

For the next assessment of APD's entrance exam, the Monitor recommends that consideration be given to using elimination rates in addition to passing rates when computing adverse impacts (to address NTN's sample size concern).⁶⁵ If adverse impacts are identified in APD's entrance exam, the Monitor further recommends that the underlying causes of such impacts be examined through adverse impact analyses of APD's entrance exam components, and that APD/HR and the CSC consider the implications on different racial groups of offering the situational video test in other languages for candidates with English as a second language.⁶⁶ The Monitor also recommends that APD consider assessing each scenario in the situational video for cultural appropriateness across racial groups. The Monitor will work with the CSC, APD and HR in the next reporting period on these recommendations.

⁶⁴ A "cut-score review" considers the implications to each gender and racial group of adjusting the minimum passing score for each test component of the entrance examination. A similar cut-score review was completed for AFR as described in the Monitor's assessment of Mandate 49B below.

⁶⁵ NTN's focus on passing rates reduced sample sizes to levels that were too small to determine whether adverse impact existed for certain racial groups.

⁶⁶ English language skills are already tested in the reading and writing tests.

In addition to the recommendations described immediately above, the Monitor included numerous recommendations in its December 2024 Hiring Comparison Report to address both gender and racial disparities in APD's hiring processes. The Monitor encourages APD to formally consider and address any remaining recommendations.⁶⁷ An important and relatively easy improvement that has not yet been addressed would be for APD's job postings to explicitly encourage diverse applicants to apply, or to convey that APD is an inclusive employer, and/or to include a link within APD's job postings to APD's current Recruiting Strategic Plan.⁶⁸

While APD's new recruits are more gender diverse than APD's existing workforce, APD's female recruit percentage is still well below the goals set out in the [30x30 Initiative](#) to increase the representation of women in police recruit classes to 30% by 2030, including identifying and removing barriers to women's recruitment, retention and promotion, tracking and analyzing data on hiring and advancement by gender, building mentorship and leadership programs for women, and reporting progress. Although the 30x30 initiative and related goals are not mandated by the CD, the Monitor recommends considering further improvements to APD's recruiting and hiring processes to align with the 30x30 goals, as they are reflective of best practices in policing, supported by decades of research that shows the benefits women officers bring to policing agencies.

One particular area relevant to APD's efforts to hire more women warrants further evaluation: APD's physical fitness testing scoring methodology. The Monitor's December 2024 Hiring Comparison Report found that APD's Beep Test component disproportionately disadvantaged female applicants due to APD's stepped scoring approach, which results in lower composite scores for applicants with mid-range performance. While the Beep Test itself is valid, the scoring structure may over-penalize otherwise qualified candidates, and therefore warrants further review. Consistent with national research and initiatives such as the 30x30 initiative, the Monitor recommends that APD assess whether a linear scoring methodology and continued monitoring of outcomes by gender and race would better support equitable hiring while maintaining valid performance standards.

⁶⁷ The Monitor's key recommendations are summarized in the Executive Summary of the Monitor's [December 2024 Hiring Comparison Report](#), on pages 10-11. Further details regarding these recommendations start at page 90 of that report.

⁶⁸ APD's 2023 (or any subsequent) Recruiting Strategic Plan is not available on APD's recruiting website, nor on the City of Aurora's official website.

Other recommendations relevant to improving APD's female representation are described in the Monitor's December 2024 Hiring Comparison Report, and there are recommendations in links contained within the 30x30 Initiative's "[What Works: Research Guide](#)".

The Monitor noted that the size of the May 2025 Academy (with 27 new recruits) was much less than the size of the January 2025 Academy (with 50 new recruits). HR informed the Monitor that APD's previous larger class sizes created challenges for training once recruits graduated. HR supported APD's decision to shift from two academies to three academies starting with the May 2025 Academy. This adjustment eased scheduling pressures, improved officer safety, and allowed training to run more smoothly. Although this approach may appear to result in fewer hires per academy, HR and APD expect that the three-academy model will produce more hires overall throughout the year. HR also noted that APD will not turn away qualified candidates and will make accommodations if larger academy classes are needed.

As regards whether APD is creating a more qualified workforce, APD's hiring process for its May 2025 Entry-Level Academy and July 2025 Lateral Recruit Academy continued to include the same tests as described in the Monitor's recent reports. There is nothing to indicate that APD relaxed its testing processes, nor that APD's recruits for its May Entry-Level and July 2025 Lateral Academy are not as qualified as in prior periods.

As regards the hiring process communications, data and reporting relating to APD's RP9 hiring processes, the Monitor's RP7 and RP8 reports, and the [Monitor's 2024 Hiring Comparison Report](#) discussed numerous communications, data and reporting issues relating to APD's hiring process. In RP9, HR, APD and the CSC made numerous commendable improvements that worked well in RP9:

- APD's Division Chief and HR Director met on a weekly basis throughout RP9, with monthly higher-level meetings and day-to-day ad-hoc operational meetings as needed, as recommended in the Monitor's 2024 Hiring Comparison Report.
- HR provided APD with access to its live hiring data and related analyses on a 24x7 basis throughout APD's May 2025 hiring process. This enabled APD to have timely information to proactively engage with its applicants before they withdrew or dropped out of the hiring process. As a result, APD's attrition rate improved (dropped) from APD's attrition rate of 55% for APD's January 2025 Academy to APD's attrition rate of 53.3% for APD's May 2025 Academy. While APD and HR remain in ongoing communication and are actively working to improve communication with applicants throughout the testing and background process, further improvements arising from the analysis and use of APD's hiring process data would be needed to further reduce the extent of attrition in APD's hiring process.

- HR provided hiring outcomes and adverse impact reporting to APD in August 2025, approximately 3 months after the start of the May 2025 Academy. These reports provide the type of information needed to understand and consider adjustments to APD’s recruiting and hiring strategy. It is essential for APD to receive hiring process outcomes reports from HR up to the start of the relevant Academy as soon as the hiring process is concluded.⁶⁹ The Monitor further recommends that HR provide reporting to APD regarding workforce demographics before and after each CD reporting period as discussed in the Operational Integrity section above. Together, such reports will allow APD to consider and enhance its strategies to take corrective action as may be required for the next or future hiring cycles.

In the spirit of continuous improvement, in RP9, APD also commenced using VidCruiter, a structured video interviewing and applicant management platform, to support its recruitment and hiring process for APD’s future academies. This tool enables applicants to complete live video interviews, which are then reviewed, scored and decided upon by APD personnel using standardized scoring rubrics. VidCruiter helps candidates complete interviews quickly, records and transcribes responses using AI-driven interview notes and summaries, delivers real-time AI-generated interview feedback for interviewers to reduce bias, and provides faster scoring. This tool preserves the interpersonal evaluation of traditional interviews, while adding greater efficiency, fairness, and accountability, and reducing departmental costs. In addition, by broadening access to applicants outside Aurora, and reducing interviewer bias, VidCruiter also aligns with APD’s recruiting priorities regarding diversity and inclusion. The Monitor considers APD’s use of VidCruiter as a positive development.

CONCLUSION

In light of APD’s racial and gender diversity for its May 2025 New Recruits Academy and July Lateral Academy compared to the diversity of APD’s workforce, coupled with the improvements to APD’s hiring process, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to assess this mandate in the next reporting period, and will assist APD, HR and the CSC as required to make further improvements relating to recruitment and hiring as outlined above.

⁶⁹ Such reporting could also be produced after the end of the Academy and then again at the end of the probationary period in order to assess whether there are any adverse impacts in the Academy training and probationary process.

ASSESSMENT OF MANDATE 49B - RECRUITMENT, HIRING, AND PROMOTION – OBJECTIVES (AFR)

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 49B, as agreed to in the MADC, require the City to transform its recruiting, hiring and promotional processes to create a more diverse and qualified workforce and establish AFR's commitment to a culture of continuous improvement and becoming a better fire department. This requires the City to implement policies and plans relating to AFR's recruitment, hiring, promotion and discipline processes as described in Mandates 50-51, 53, 55, 57, 59-64 and 66.

Mandate 49B was assessed for all previous reporting periods. The Monitor found it on the right track at 75-99% complete for the most recent reporting period, RP8, because AFR was collaborating regularly with HR and the CSC in order to better understand AFR's entrance exam results; however, AFR's June 2025 hiring process had not yet concluded so the diversity outcomes from that hiring process were not yet known.

MONITOR'S CURRENT ASSESSMENT

In RP9, AFR hired 33 new recruits for AFR's June 2025 Basic Academy. AFR also hired 3 lateral recruits into AFR's Pre-Hire Program, however all 3 candidates declined prior to the commencement of AFR's April 2025 Lateral Academy. Based on data provided to the Monitor by AFR regarding the outcomes from AFR's new recruit hiring process,⁷⁰ and confirmed in reporting provided by HR in late September 2025, AFR's new recruits hired in RP9 were **more** racially diverse but **less** gender diverse than AFR's existing sworn workforce as of December 31, 2024. See Table 15 below for more details.

⁷⁰ This data was provided to AFR by HR.

Table 15 – AFR Entry-Level Recruit Diversity Outcomes for Academy Starting in RP9

	Dec 31, 2024 Workforce		June 2025 Entry- Level Hires		Aug 14, 2025 Workforce	
	#	%	#	%	#	%
BIPOC	97	21.1%	14	42.4%	111	23.3%
White	359	78.2%	16	48.5%	356	74.6%
Not Identified	3	0.7%	3	9.1%	10	2.1%
TOTAL	459	100.0%	33	100.0%	477	100.0%

	Dec 31, 2024 Workforce		June 2025 Entry- Level Hires		Aug 14, 2025 Workforce	
	#	%	#	%	#	%
Female	31	6.8%	2	6.1%	32	6.7%
Male	428	93.2%	29	87.9%	445	93.3%
Not Identified	0	0.0%	2	6.1%	0	0.0%
TOTAL	459	100.0%	33	100.0%	477	100.0%

While the above tables demonstrate AFR’s ability to achieve its overall diversity goals as mandated by the CD relating to race, the diversity goals relating to gender were not achieved. Further, the Monitor’s analysis of candidate drop rates by various stages in the hiring process as provided by HR revealed that females and all BIPOC races appear to have been adversely impacted at various stages in the hiring process, with the highest drop rates relating to females and BIPOC applicants who did not schedule or complete AFR’s entrance exam, as well as BIPOC failures in AFR’s entrance exam.

In RP9, in an effort to address the perceived written entrance exam racial disparities in prior hiring processes, the CSC, HR and AFR asked NTN, AFR’s entrance exam vendor, to undertake a “cut-score” review and assess the relationship between test scores and hiring results.⁷¹ Based on NTN’s cut-score analysis of passing rates from 2019-2024, NTN concluded the following:

- The PSSA integrity test eliminates about 10% of AFR’s candidate pool.
- The selection rate was lower for African-American candidates than for Caucasian candidates, but there were no clear signs of adverse impact as the sample sizes were too small, and there was not enough data to make a clear recommendation for change.

⁷¹ A “cut-score review” considers the implications to each gender and racial group of adjusting the minimum passing score for each test component of the entrance examination. A similar cut-score review was completed for APD as described in the Monitor’s assessment for Mandate 49A above. NTN’s cut-score review for AFR included analysis with and without the PSSA test.

- The situational video and Public Safety Self-Assessment (PSSA) integrity test scores predicted who was eventually hired, and low math scores slightly predicted academy resignation.

This test included assessing the impact of changes to the cut-scores for four of the five test components (the video situational judgement test, the PSSA integrity test, and the mechanical reasoning and math tests). NTN also considered the implications of including and excluding the PSSA test, but did not assess the impact of changing the cut-score for the reading test, and assumed no changes were made to the administration or other content of AFR's entrance exam. As a result of this review, AFR recommended to the CSC that AFR keep its current cut-scores and testing process with a commitment to re-assess in April 2026.

For the next assessment of AFR's entrance exam, the Monitor recommends that consideration be given to using elimination rates in addition to passing rates when computing adverse impacts (to address NTN's sample size concern).⁷² If adverse impacts are identified, the Monitor further recommends that the underlying causes of such impacts be examined through adverse impact analyses of AFR's entrance exam components and that AFR/HR and the CSC consider the implications on different racial groups of offering the situational video test and PSSA in other languages for candidates with English as a second language.⁷³ The Monitor also recommends that AFR consider assessing each scenario in the situational video and PSSA integrity tests for cultural appropriateness across racial groups, and that AFR consider whether the PSSA integrity test is aligned with AFR hiring goals. The Monitor will work with the CSC, AFR and HR in the next reporting period on these recommendations.

In addition to the recommendations immediately above, the Monitor included numerous recommendations in its December 2024 Hiring Comparison Report that were intended to reduce gender and racial disparities in AFR's hiring processes. The Monitor encourages AFR to formally consider and address any remaining recommendations.⁷⁴

As regards whether AFR was able to create a more qualified workforce, AFR's hiring process for its June 2025 Entry-Level Academy continued to include the same type of testing as described in

⁷² NTN's focus on passing rates reduced sample sizes to levels that were too small to determine whether adverse impact existed.

⁷³ English language skills are already tested in the reading and writing tests.

⁷⁴ The Monitor's key recommendations are summarized in the Executive Summary of the [Monitor's December 2024 Hiring Comparison Report](#), on pages 10-11. Further details regarding these recommendations start at page 90 of that report.

the Monitor's recent reports. There is nothing to indicate that AFR relaxed its testing processes, nor that AFR's recruits were not as qualified as in prior periods.

As regards the hiring process communications, data and reporting relating to AFR's RP9 hiring process, the Monitor's assessment of Mandate 49A above, the Monitor's RP7 and RP8 reports, and the [Monitor's 2024 Hiring Comparison Report](#) discussed numerous communications, data and reporting issues that were also relevant to AFR's hiring process. In RP9, HR, AFR and the CSC made commendable improvements to address such issues, that generally worked well in RP9:

- AFR and HR continued to meet on a weekly basis throughout RP9, with monthly higher-level meetings and day-to-day operational meetings as needed.
- HR provided AFR with access to its live hiring data and related analyses on a 24x7 basis throughout AFR's June 2025 hiring process. This enabled AFR to have timely information to proactively engage with its applicants before they withdrew or dropped out of the hiring process. As a result, AFR's attrition rate improved (dropped) from AFR's 2024 attrition rate of 44% to AFR's 2025 attrition rate of 40%. While AFR and HR remain in ongoing communication and are actively working to improve communication with applicants throughout the testing and background process, further improvements arising from the analysis and use of AFR's data would be needed to further reduce the extent of attrition in AFR's hiring process.
- HR provided hiring data to AFR in August, approximately two months after the start of AFR's June 2025 Academy, and hiring outcomes and adverse impact reporting was provided in late September 2025. More timely reporting is essential. The Monitor further recommends that HR provide reporting to AFR regarding workforce demographics before and after each CD reporting period as discussed in the Operational Integrity section above. Together, timely workforce demographics, hiring process outcomes and adverse impacts reporting would allow AFR to consider and enhance its strategies to take corrective action as may be required for the next or future hiring cycles.

In the spirit of continuous improvement, in late RP9, AFR also commenced using VidRecruiter, a structured video interviewing and applicant management platform recently adopted by APD, to support its recruitment and hiring process for its 2026 Academy. The features and benefits of this tool are described in the Monitor's assessment of Mandate 49A above for APD. Again, the Monitor considers AFR's use of VidCruiter as a positive development.

CONCLUSION

As a result of the foregoing, the Monitor believes progress was made in RP9 relative to the workforce diversity and improvement goals of the CD for AFR, and finds that this mandate remains on the right track at 75-99% complete. The Monitor will continue to assess compliance

with this mandate in the next reporting period, and will assist AFR, HR and the CSC as required to make further improvements relating to recruitment and hiring as outlined above.

PATH FORWARD

The City will achieve substantial compliance with this mandate when AFR is able to demonstrate the ability to create a more diverse and qualified workforce as required by the CD, including with respect to both race and gender.

ASSESSMENT OF MANDATE 49C - RECRUITMENT, HIRING, AND PROMOTION – OBJECTIVES (CSC)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 49C, as agreed to in the MADC, require the City in collaboration with the CSC to transform the City's recruiting and hiring processes to create a more diverse and qualified workforce for APD and AFR, and to establish APD's and AFR's commitments to a culture of continuous improvement in order to become better police and fire departments.

Mandate 49C was assessed for previous reporting periods starting with RP3. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

In RP9, the CSC discussed potential changes to the CSC Rules and Regulations at its April 15, 2025 meeting, then formally adopted changes at its May 13, 2025 meeting. These changes addressed three recommendations in the Monitor's December 2024 Hiring Comparison Report, the specifics of which are described in the Monitor's assessment of Mandate 2C.

Further, HR presented adverse impact findings from the entry-level hiring process for APD's January 2025 Academy at the CSC's April 15, 2025 meeting, with an in-depth presentation from National Testing Network (NTN) regarding cut scores used in the entry-level Police and Fire examinations at the CSC's June 10, 2025 meeting. This June meeting was the conclusion of six months of collaborative meetings involving CSC staff, AFR, APD, HR, NTN and the Monitor to assess and address the adverse impacts in APD's and AFR's entrance exams. As discussed in the Monitor's current assessment of Mandates 49A and 49B above, the Monitor has specific recommendations for the next assessment of APD's and AFR's entrance exams.

In light of the foregoing, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to assess compliance with this mandate in the next reporting period, and will assist the CSC as required to make further improvements relating to recruitment and hiring.

ASSESSMENT OF MANDATE 50 - RECRUITMENT, HIRING, AND PROMOTION – OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 50, as agreed to in the MADDC, require the CSC to improve transparency, accountability, and predictability of its review of discipline, and to have a standardized and codified disciplinary review process.

Mandate 50 was assessed for previous reporting periods starting with RP2. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

In RP9, CSC staff reported at the CSC's April 15, 2025 meeting that there were no new appeals requiring CSC review, and at the June 10, 2025 meeting CSC staff announced two new AFR disciplinary appeals with hearing dates being scheduled. Disciplinary appeals were not mentioned in the minutes of any other CSC meetings in RP9. The Monitor supports the approach taken at the April meeting, where CSC staff confirmed that no new disciplinary appeals had been received since the prior CSC meeting. To keep the process transparent and complete, the Monitor recommends that future CSC meetings consistently include a brief statement confirming that no new appeals have been received, or announcing the receipt or progress of recent appeals.

The minutes from all of the CSC's meetings in RP9, the CSC's Rules for Disciplinary Appeals, and documentation relating to the status of all appeals continued to be published on the CSC's Disciplinary Appeals [webpage](#) in RP9.

In light of the above, the Monitor finds this mandate remains in substantial compliance and the Monitor will continue to assess whether CSC continues to publish the results of its disciplinary reviews and the CSC's disciplinary review process on its webpage in the next reporting period.

ASSESSMENT OF MANDATE 51 – RECRUITMENT, HIRING AND PROMOTION - OBJECTIVES

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 51, as agreed to in the MADDC, require the CSC to improve transparency and the accountability of its work such that community members understand the role that the CSC plays in hiring, promotion and discipline, and requires the City to have programs, processes and procedures for ensuring transparency and sustaining community engagement and relations related to CSC's work.

Mandate 51 was assessed for previous reporting periods starting with RP2. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

During RP9, the CSC continued to publish monthly agendas and approved minutes from past regular meetings to its [webpage](#) in order to provide fulsome information to the community about the CSC's role in hiring, promotion, and discipline. Details about the CSC's work and its decisions in hiring, promotion, and discipline were included in such minutes. Further, in an effort to encourage broader participation, the CSC continued to offer remote links to CSC meetings for anyone wishing to attend virtually, and the meeting agendas in RP9 included the CSC's email address in order to request this link. In addition, the City Clerk's [webpage](#) within the City of Aurora website makes it clear that the CSC's meetings are open to the public.

In light of the foregoing, the Monitor finds this mandate remains in substantial compliance. The Monitor will continue to assess this mandate in the next reporting period.

ASSESSMENT OF MANDATE 61 - RECRUITMENT, HIRING, AND PROMOTION – CSC (PROMOTION)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 61, as agreed to in the MADC, require the CSC to work with the Monitor and outside expert to make changes, if any, to the promotional process in order to be consistent with the goals and objectives of the CD.

Mandate 61 was assessed for previous reporting periods starting with RP5. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR'S CURRENT ASSESSMENT

In RP9, at its May 13, 2025 meeting, the CSC approved a one-time trial use of a five-member panel in the Captain Assessment Center, including one APD member (Commander or above) and one Civil Service Commissioner, until a formal rule could be drafted.⁷⁵ While the minutes of that meeting note that the CSC's current Rules & Regulations already allow for 3 to 5 assessors, including two external assessors and one citizen, leaving space for an APD or AFR representative without a rule change, the Monitor agrees that a formal rule is warranted since the CSC's Rules & Regulations are silent on whether APD or AFR may serve in a scoring role in the promotional assessment process. Otherwise, no changes were made in RP9 to the official promotional rules contained in Section III of the CSC Rules & Regulations. The most recent revisions to this section

⁷⁵ This process was further considered by the CSC at its October CSC meeting, but a conclusion was not reached. The Monitor will comment on the status of this in the Monitor's next report.

were effective March 12, 2024, to address the Monitor’s recommendations in its “[Assessment of the Promotional Process of the Civil Service Commission](#)” dated June 22, 2023.

As regards implementation of the promotional rules, CSC staff confirmed that the annual promotional testing process in RP9 continued to be administered consistent with the CSC’s March 12, 2024 Rules & Regulations. Online orientations implemented in RP7 for each of the following seven Civil Service ranks continued to be offered to any candidates interested in promotion to these civil service ranks:

APD Civil Service Ranks:	Police Agent, Sergeant, Lieutenant, and Captain
AFR Civil Service Ranks:	Fire Engineer, Lieutenant, and Captain

By Charter, promotions for the following eight non-Civil Service ranks are at the discretion of the Chief’s Command Staff, and incumbents serve as at-will employees:

APD Non-Civil Service Ranks:	Police Chief, Assistant Chief, Deputy Chief and Commander
AFR Non-Civil Service Ranks:	Fire Chief, Assistant Chief, Battalion Chief, and Commander

Based on the foregoing, the Monitor finds this mandate continues to remain in substantial compliance. The Monitor will continue to assess this mandate in the next reporting period in order to confirm continued compliance.

ASSESSMENT OF MANDATE 66 - RECRUITMENT, HIRING, AND PROMOTION – CSC (TRANSPARENCY)

Current Status:  - Substantial Compliance

The CD and compliance definition for Mandate 66, as agreed to in the MADCD, require the CSC to conduct as much of its business as possible so that the public may easily access it by website, and specifically identify what is not public and the basis for keeping it not public.

Mandate 66 was assessed for previous reporting periods starting with RP5. The Monitor found it in substantial compliance for the past 1½ years, starting with RP6.

MONITOR’S CURRENT ASSESSMENT

In RP9, the CSC continued to publish monthly agendas with remote links for members of the public to join such meetings, meeting materials, and approved official minutes from past regular meetings on the CSC’s [webpage](#). The meeting minutes included discussion and approval of the changes to the CSC Rules & Regulations as described in the Monitor’s assessments of Mandates 2C and 3C above; and key points from NTN’s presentation regarding its cut-score review as described in the Monitor’s assessment of Mandates 49A, 49B and 49C. In addition, the

CSC minutes also reflected updates to the CSC regarding APD's and AFR's upcoming hiring processes and HR provided an update at the CSC's April 15, 2025 meeting regarding the hiring process outcomes for APD's January 2025 Basic Recruit Academy.

The CSC meeting minutes also included a notification about two appeals of fire discipline, and CSC staff provided regular summaries of the outcome of appeals of entry-level qualifications.

In light of the extent of information published in the CSC's meeting minutes and on the CSC's webpage, the Monitor finds this mandate remains in substantial compliance. The Monitor will assess compliance with this mandate in the next reporting period to confirm that: CSC meeting agendas and minutes continue to be posted to the CSC's webpage; the agendas and minutes continue to identify as much as possible about the work performed by the CSC; the CSC's public reporting specifically identifies what elements of the CSC's business is not public and the basis for keeping such topics non-public; and the CSC continues to be transparent in its reporting of disciplinary and disqualification appeals.

ACCOUNTABILITY & TRANSPARENCY (MANDATES 67-68)

INTRODUCTION

Institutional accountability and transparency are indispensable in any organization that strives for legitimacy. Police departments are frequently at the center of public calls for accountability and transparency, because of the unique authority bestowed upon them under the law and because their mission to use their authority on behalf of the communities they serve. Without accountability and transparency, communities and police departments alike are impaired in their ability to evaluate the alignment between each other's interests and expectations. To the extent that legitimacy is highest when this alignment is congruous, it should be in the best interest of any department to hold itself accountable to, and be transparent with, its community constituency. Further, the most legitimate departments recognize that "accountability" and "transparency" are not simply singular goals to be achieved but are rather components of an institutional ethos that informs departmental policy and administration. To this end, the most accountable and transparent police departments—and by extension the most legitimate—are those whose accountability and transparency policies and practices are motivated by an ethic of continuous institutional improvement in pursuit of those ideals. Demonstrations of this ethic include implementing the accountability mechanisms discussed in the Focus Item, *"Systems to Ensure Best Policing Practices"*, contained in the Monitor's first report, including enhanced supervision and early intervention programs that monitor agency personnel for behavioral signs that could indicate the potential for future misconduct, allowing for remedial interventions

before misconduct manifests. Successful implementation of these interventions can increase both accountability and transparency by acknowledging the potential and predictability of adverse officer conduct and by improving how agencies respond to the risk of such conduct, minimizing its likelihood.

HISTORY & BASIS FOR CONSENT DECREE MANDATES

The Colorado AG's Office Report dated September 15th, 2021 noted four potential accountability mechanisms for police departments: internal discipline, lawsuits, community feedback, and external oversight. In each of these areas, the report noted significant room for improvement within APD and the City more broadly. For example, the report noted that APD maintained aggregate data in a way that made it difficult to appreciate the scope or scale of alleged misconduct by APD officers, with cases being tracked but not the number of allegations within those cases. This finding tracked closely with community feedback gathered by Aurora residents, who, according to the report, "expressed a desire to have more information about critical incidents promptly disclosed," with many feeling that APD's investigations and reviews are "largely hidden from the public." Even the AG's own investigators expressed difficulties in being able to assess the scope of misconduct among APD's officers, with the report claiming that the investigators could not determine how many APD officers within a given sample were disciplined after undergoing the department's disciplinary process. Further, the report noted that civil liability against individual officers has not been an effective accountability measure since APD and the City have failed to provide direct feedback to officers whose conduct resulted in legal liability for the City. Data concerning legal liability, for example, is not tracked within an early warning database that could flag potential interventions to ensure officers conduct themselves lawfully and appropriately. The CD aims to improve on current practices to maximize accountability and transparency both internally within departmental stakeholders and externally with APD's service community. Among its goals are tracking officers' disciplinary outcomes, identifying trends and patterns of misconduct, and improving APD's public reporting.

CONSENT DECREE OBJECTIVES

The CD seeks the development of systems for APD to regularly and easily identify trends and patterns in the conduct of its officers for use in decision-making and for transparency to the public.

EARLY INTERVENTION

The Monitor's first report noted that the use of early warning or early intervention systems dates to the late 1990's. The systems and the premises upon which they were built have not changed

significantly since then. The systems allow police departments to track certain indicators⁷⁶ which when aggregated may cross an established threshold and therefore deem the officer to be “potentially at-risk.” A designated supervisor is then tasked to investigate and determine whether the officer is actually at-risk and, if so, to suggest appropriate remediation.

While an important safety net which does have its place, in today’s world this is not truly “early” intervention. Rather, because it relies on an aggregation of different events, and does not require investigation until there is some multitude of events that have already occurred, it is, in fact, late intervention.

The better, and more pro-active approach to identify and correct the behavior of potentially at-risk officers is to enhance first-line supervision with appropriate systems and support. Enhanced supervision permits front-line supervisors and the department alike to track and, essentially, continuously monitor officer performance along multiple metrics. This methodology mandates that an officer’s immediate supervisor be involved in efforts to identify and remediate concerning behaviors and through the requirement to document those supervisory reviews, allows upper-level management within the department to supervise its supervisors.

With the movement of the Monitorship into an Operational Integrity phase and the introduction of Operational Review meetings, the Monitor and APD are attempting to ensure that true intervention is accomplished through the identification of issues observed through intense review of all tier 1 uses of force, pursuits, as well as incidents that have given rise to a complaint or lawsuits. In addition, arrest data, traffic summons data, and contact data are all examined for compliance issues, with a sample of underlying incidents being reviewed as well

OPERATIONAL INTEGRITY ASSESSMENT RE: ACCOUNTABILITY & TRANSPARENCY

Current Status:  Right track: 75-99% aligned with operational integrity criteria

The Monitor uses the following operational integrity criteria to assess APD’s implementation of the requirements of the CD relating to “Accountability & Transparency”:

1. Is APD utilizing data from its systems to analyze trends and patterns in conduct by officers and supervisors, including relating to disciplinary outcomes and sustained complaints about officers’ law enforcement activities?

⁷⁶ These indicators can include, among others, stops, uses of force, civilian complaints, lawsuits, failure to appear, failure to qualify and negative performance evaluations.

2. Is APD utilizing data from its systems to address the cause of any trends or patterns and hold officers and supervisors accountable for their conduct?
3. Is APD properly utilizing its systems to track officer conduct with appropriate indicators to help identify potentially at-risk officers?
4. Is APD properly developing policies and training its supervisors to utilize such systems and to analyze trends and patterns by officer, shift, beat and district?
5. Is APD publicly reporting on trends or patterns in the conduct of officers/supervisors by shift, beat or district?
6. Has APD developed an internal review and accountability process designed to ensure continued compliance?

For the previous reporting period, the Monitor found that APD was on the right track at 50-74% aligned with the operational integrity criteria above because APD had developed reporting tools to extract, analyze and review trends and patterns in its data relating to the conduct of officers and supervisors in each district; however, APD was not consistently utilizing such tools to hold officers and supervisors accountable for their conduct. In addition, APD was publicly reporting on certain trends and patterns by district.

MONITOR'S CURRENT ASSESSMENT

In RP9, APD made significant progress in terms of the development of dashboards, but protocols for utilization of the dashboards remains somewhat elusive. This includes how to use and report on metrics for individual officers. While the Constitutional Policing Unit is responsible for Quality Assurance (QA) and is therefore conducting some assessments, its full potential has not been reached. There is a need to broaden the random and/or targeted testing of officers through review of body-worn camera video, at both the supervisory level and the QA level.

In addition, the dashboards developed in RP9 do not integrate the number of civil suits as required by the CD;⁷⁷ and do not allow for easy comparison amongst districts, units, beats and officers over time.

Moreover, while areas of concern are being highlighted on a specific dashboard now being utilized as an early intervention system, APD's SOPs do not include protocols for consistently identifying officers at potential risk, the process to review those so identified and then the process for remediating those who have been found to be at risk. The recent implementation of

⁷⁷ The Monitor is not suggesting that the full details of lawsuits or complaints be openly available through the dashboard, rather that the numbers of lawsuits and complaints is an important component of early intervention and the dashboard is the tool that APD is utilizing for that purpose.

DM 10.15 “Intervention Tools” provides excellent tools for remediation,⁷⁸ and represents a positive development aligned with APD’s philosophy of continuous improvement, as it is designed to support officers’ development rather than impose a purely punitive approach. The policy specifies that such tools are not a substitute for complaint and discipline procedures when misconduct or other violations are identified, indicating that intervention tools are an element of APD’s broader accountability processes; however, it is not clear when these or other tools are mandated for use relative to specific situations, officers or supervisors.⁷⁹

The Monitor recommends that going forward all developed metrics for officers identified as potentially at risk should be reviewed at APD’s Operational Review meetings, together with the remediation implemented and their outcomes. This “baseball card” view would provide a single, easily understood profile of the officers in question, thereby enabling comprehensive assessment thereof. Lastly, it is not clear how historical data will be incorporated into APD’s dashboards and to what extent Axon’s Early Intervention module will be utilized.

Because of APD’s efforts at the end of RP9, the Monitor concludes that APD remains on the right track at 75-99% aligned with operational integrity criteria. The Monitor will continue to assess the operational integrity of this section of the CD for future reporting periods.

PATH FORWARD

In order to achieve full operational integrity relating to accountability and transparency, APD must:

1. *Reintroduce Individual Officer Statistics at APD’s Operational Review Meetings:* Accountability must be reinforced within APD’s review structures, ensuring that officer performance, compliance, and trends in conduct are systematically analyzed and remediated.
2. *Introduce Random and/or Targeted Reviews at the First-Line Supervisor Level:* Working with the Monitor, APD must determine the number of videos per quarter that supervisors will review, using a rubric to be developed, to assess adherence to best-practice policing. These reviews should also measure compliance with other requirements of the CD, including CDC compliance in non-enforcement actions.

⁷⁸ The tools range from Coaching for Improvement, Enhanced Supervision and Performance Improvement Plans.

⁷⁹ See Appendix F for a copy of DM 10.15 “Intervention Tools”.

3. *Operationalize Data-Driven Early Intervention Efforts:* APD must establish protocols for identifying at-risk officers and supervisors, supported by a structured system for determining actual risk and implementing appropriate remediation.
4. *Add Civil Suits to Officer Profile:* Civil suits must be included in officer profiles to ensure a complete picture of potential risk factors and to support more comprehensive oversight.
5. *Develop a Quality Assurance Protocol for Disciplinary Investigations:* APD must ensure the fairness, impartiality and adjudication of Command and IA administrative disciplinary cases.

PREVIOUS FINDINGS OF COMPLIANCE

The Monitor found that neither of the mandates relating to accountability and transparency were in substantial compliance for the previous reporting periods.

THIS REPORTING PERIOD'S ASSESSMENTS OF INDIVIDUAL MANDATES IN THIS SECTION

For the current reporting period, the Monitor assessed the status of both mandates in this section of the CD, both of which relate to APD. Both mandates are now 75-99% complete and on the right track.

ASSESSMENT OF MANDATE 67 - ACCOUNTABILITY AND TRANSPARENCY – OBJECTIVES

Current Status:  - 75-99% Complete. In line with Monitor's expectations.

The CD and compliance definition for Mandate 67, as agreed to in the MADC, require the City to develop and disseminate systems that permit APD to identify trends and patterns in the conduct of its officers with indicators including lawsuits, complaints, misconduct, UOF and other repeated conduct; and that such systems have the ability to track among other things, conduct by officer, supervisor, shift, beat and district. In addition, APD is required to develop, disseminate and deliver policies and training on the use of such systems to its current and newly promoted supervisors; and APD is required to develop an internal review and accountability process to ensure continued compliance.

Mandate 67 was assessed for previous reporting periods starting with RP2. The Monitor found it on a cautionary track at 50-74% complete for the most recent reporting period because APD was tracking conduct by officer but not by supervisor, shift, beat or district; was not flagging patterns of concern in officer behavior in an integrated manner; and APD did not have an internal review and accountability process to evaluate officer risk factors, nor to ensure supervisors were held accountable if they were not monitoring and addressing concerns at the officer level.

MONITOR'S CURRENT ASSESSMENT

During RP9, APD made substantial progress in meeting the requirements of Mandate 67, developing a plan for the integration of the Axon system, but moreover, in creating a dashboard that flags potentially at-risk officers, and allows a drill down to officer level statistics. That being said, the system does not include the number of civil suits, a required component the system mandated in the CD, and does not have policies or procedures relative to thresholds defining potentially at risk officers nor for the mandatory review and adjudication of all instances in which an officer is deemed to be potentially at risk.⁸⁰ It still remains unclear whether historical records regarding information contained in AIM and Benchmark will successfully transition into the new Axon system.

In addition, while the Monitor has been shown how APD intends to utilize its Officer Insights dashboard as an integrated Early Intervention System, which calls out areas of concern by identifying officer in the top and bottom 10%,⁸¹ it is unclear what protocols have been proscribed for adjudicating those concerns and how and where those adjudications will be documented. Specifically, what crosses a threshold for review and what the review entails, exactly. Additionally, there are no guidelines for adjudication, or suggested guidelines for remediations, leaving substantial room for significant variances among supervisors. While the Monitor commends the development of DM 10.15 "Intervention Tools" for potential remediations, the interface between those remediations and the use of the Officer Insights dashboard as an early intervention tool remains unclear.⁸²

Another area that is not yet addressed involves the CD requirement to analyze relevant metrics by district, unit and beat. The developed system does not currently have those abilities. In addition, comparisons are difficult due to the construct of the dashboard.

In light of the significant progress made, Mandate 67 is now on the right track at 75-99% complete. The Monitor will continue to assess this mandate in the next reporting period, including the effectiveness of APD's EIS before, during and after the transition to Axon.

⁸⁰ It is important to note that the criteria for potentially-at-risk in the City's own system is limited to job performance issues and does not cover officer wellness issues. It is expected that either the Axon system or a revised City system will be capable of flagging officers potentially at risk from an officer wellness perspective.

⁸¹ In APD's presentation of the top and bottom 10%, although hours worked is included in the Officer Insights dashboard, officer performance data is not normalized for hours worked, thereby potentially skewing the results significantly.

⁸² See Appendix F for a copy of DM 10.15 "Intervention Tools".

PATH FORWARD

In order to achieve substantial compliance with this mandate, APD must:

1. *Add the Capability to Track and Report the Number of Civil Suits:* Civil suits remain an important component of a traditional early intervention tool and is a requirement of the CD – APD’s current and future systems must facilitate the tracking and reporting of the number of civil suits by officer, district, and unit.
2. *Successfully Transition from Benchmark and AIM:* APD must successfully transition from its legacy systems to Axon and ensure that historical data is not lost. With the new Axon system slated to come online by early December, the Monitor will assess the actual transition in the next reporting period.
3. *Policies and Procedures for Consistent Assessment and Remediation of Issues, and Tracking of Remediation Steps:* APD must establish clear thresholds and response protocols for consistently identifying officers at risk based on the full range of each officer’s activities and conduct, and for investigating root causes, and must use such data to develop and implement corrective actions. The assessment, adjudication and remedial steps must all be documented and remediations must be tracked and cleared when completed.
4. *Ensure Supervisors are Trained and Equipped:* APD must provide formalized training for supervisors on the assessment, adjudication, remediation and clearing of remediations and the documentation of each of these steps in APD’s accountability process. Ideally, whatever is developed will include a push notification system.
5. *Create a Filter for District, Unit and Beat:* APD must establish a Power BI filter for district, unit and beat and ideally will include a mechanism for side-by-side comparison of officers, beats, units and districts. This could be accomplished in a dashboard or page of a dashboard.

ASSESSMENT OF MANDATE 68 - ACCOUNTABILITY AND TRANSPARENCY - GOALS & MEASUREMENTS

Current Status:  - 75-99% Complete. In line with Monitor’s expectations.

The CD and compliance definition for Mandate 68, as agreed to in the MADC, require APD to plan for, then develop and implement a system that tracks disciplinary outcomes, identifies trends or patterns of sustained complaints about officers’ law enforcement activities, and publicly reports such information. APD is also required to develop internal policies/SOPs on the use of such systems and processes, and to disseminate sufficient training or orientation on such systems and processes to all appropriate supervisory and investigative staff. There must also be sufficient accountability measures for failures to utilize the system or to publicly report on the data, and

APD must develop and implement an internal review and accountability process designed to ensure continued compliance.

Mandate 68 was assessed for previous reporting periods starting with RP2. The Monitor found it on the right track at 50-74% complete for the past year, starting with RP7. Areas remaining to be addressed included deficiencies in APD's internal investigation process and protocols; APD was not tracking trends in disciplinary outcomes; and APD was not publicly reporting on trends in sustained complaint investigations and disciplinary outcomes.

MONITOR'S CURRENT ASSESSMENT

For RP9, the Monitor again reviewed complaint investigations at both the command level and through APD's Internal Investigations Bureau. This review showed that general investigative protocols were being followed and that the investigative reports met the requirements described in Focus Item #4 of the Monitor's RP8 report. Areas for further improvement are as follows:

1. *No Structured Oversight Methodology:* APD has not developed a protocol for structured internal oversight relative to complaint investigations.
2. *Public Accountability & Transparency:* APD has continued to publicly post disciplinary decisions on its website, maintaining a degree of transparency and accountability. Annual public reporting (for 2024) with respect to Crime and Use of Force were completed in RP9 and posted on APD's Annual Reports [webpage](#), and APD's 2024 Annual Bias Policing Report and 2024 Closed IA Case Report were both completed and posted to APD's Internal Affairs Unit [webpage](#) in RP9. However, there is no public reporting of trends or patterns of sustained complaints as required by this mandate; the most recent such reporting was for 2020 and is posted on APD's Annual Reports [webpage](#).

Based on the foregoing, the Monitor finds this mandate remains on the right track and is now at 75-99% complete. The Monitor will continue to assess compliance with the requirements of this mandate, including reviewing a sample of cases to confirm whether investigations and the reports of investigative results are conducted in a fair and impartial manner, consistent with best practices outlined in Focus Item #4 of the Monitor's RP8 report. In addition, the Monitor will assess whether APD has established a structured oversight mechanism and improved its transparency and accountability relating to discipline.

PATH FORWARD

In order to achieve substantial compliance with this mandate:

1. *Establish a Structured Oversight Mechanism:* APD must conduct regular assessments of complaint investigations to ensure consistency, thoroughness, and proper documentation.
2. *Enhance Transparency & Accountability:* APD must provide public reporting on trends or patterns of disciplinary outcomes from sustained complaints regarding officers' law enforcement activities. In addition, the Monitor recommends that annual reporting relating to Crime, Use of Force or Bias Policing be completed by March 31 of the year immediately following the reporting period.

V. CONCLUSION

During the current reporting period, APD has demonstrated significant progress toward achieving the goals and requirements of the CD. APD has continued to refine its policies, expand training, and institutionalize processes that reinforce accountability, professionalism, and a culture of continuous improvement. It has also emerged from the cautionary track on those mandates identified in RP8 as requiring heightened attention, demonstrating tangible improvement in both performance and accountability across those areas. Overall, the progress achieved thus far reflects a meaningful commitment by both the Department and City leadership to reform not as a temporary response, but as an enduring practice.

For each of the mandates that are not yet in substantial compliance, the Monitor has provided a “Path Forward” and has consolidated those tasks in Appendix L to act as a “punch list” of all remaining tasks. The Monitor has also provided a series of recommendations which, unlike the mandated requirements, are not actions required by the Consent Decree. Rather, they are suggestions outside the immediate scope of the decree that would strengthen and improve the relevant department.

In addition, the Monitor detailed five officer-involved shootings that occurred either in the current reporting period or shortly after this period’s conclusion. Each is a tragedy, and a critical test of APD’s policy, training and supervision and administration review process. The Monitor’s team will be reviewing each of the related administrative investigations for conformance with best practice for these hugely important investigations, and with respect to the August 30, 2025, officer-involved shooting, will be “shadowing” that investigation as described in this report. These reviews will focus on the quality of decision-making, adherence to policy, de-escalation efforts, and professionalism throughout the incident and its subsequent review process.

In the period ahead, the Monitor’s team will work extensively with APD to solidify outstanding tasks and provide additional guidance, where necessary. This collaboration will include the development of quantitative metrics that allow for the measurement of enforcement outcomes, the identification of trends, and the assessment of whether there is any indication of biased policing. These metrics will be critical to ensuring that reforms are not only implemented but also evaluated in ways that promote transparency, equity, and public confidence.

The Monitor recognizes and commends the significant strides made during this reporting period. The path to full compliance is now clearer and within reach. The work ahead will focus on making these advancements both measurable and enduring, leading to a department that models constitutional, effective, and community-centered policing.

APPENDICES

APPENDIX A: REPORT CARD MATRIX

REPORT CARD MATRIX Legend on page 10		YEAR 1				YEAR 2		YEAR 3		YEAR 4		YEAR 5	
		RP1 2/15/22- 5/15/22 (3months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
POLICIES & TRAINING GENERALLY													
OPERATIONAL INTEGRITY re: POLICIES & TRAINING GENERALLY: APD/AFR must adhere to the following operational excellence criteria: APD/AFR distributed all CD-related policies and revisions thereof; all APD/AFR members attended training thereon; and all new policies/trainings were approved by Monitor													
1A	Policies & Training Generally (APD): APD must develop/implement policies to address 32 APD policy-driven mandates, and develop/deliver training as required by 17 training-driven mandates, plus policy to hold officers accountable for policy violation												
1B	Policies & Training Generally (AFR): AFR must develop/implement policies to address 10 AFR policy-driven mandates, and develop/deliver training require by 2 training-driven mandates, plus policy to hold firefighters accountable for policy violation												
2A	Policy & Training Development, Review & Implementation (APD): APD must implement an appropriate governance process that: decreases the length of time for APD policy/training development, review and implementation (for all 32 policy mandates and 17 training mandates); is documented; plus standards are being adhered to												
2B	Policy & Training Development, Review & Implementation (AFR): AFR must implement an appropriate governance process that: decreases the length of time for AFR policy/training development, review and implementation (for all 10 policy mandates and 2 training mandates); is documented; plus standards are being adhered to												
2C	Policy Development, Review & Implementation (CSC): CSC must implement an appropriate governance process that: decreases the length of time for CSC policy development, review and implementation (for all 8 CSC policy mandates); is documented; plus standards are being adhered to												
3A	Submission of New Policies for Review (APD): APD must submit all CD-related policies, procedures or rules to the Monitor for review and approval before implementation												
3B	Submission of New Policies for Review (AFR): AFR must submit all CD-related policies, procedures or rules to the Monitor for review and approval before implementation												
3C	Submission of New Policies for Review (CSC): CSC must submit all CD-related policies, procedures or rules to the Monitor for review and approval before implementation												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
4A	Incorporation of Best Practices & Scenario-based Training (APD): APD must incorporate best practices into CD-required training, including greater use of scenario-based training												
4B	Incorporation of Best Practices & Scenario-based Training (AFR): AFR must incorporate best practices into CD-required training, including greater use of scenario-based training												
5A	Sharing of Training Plans (APD): APD must share all training plans with Monitor for approval prior to finalization												
5B	Sharing of Training Plans (AFR): AFR must share all training plans with Monitor for approval prior to finalization												
ADDRESSING RACIAL BIAS IN POLICING													
OPERATIONAL INTEGRITY OF BIAS-FREE POLICING: APD must adhere to the following operational excellence criteria: no indication of racial bias in any incident; if any were found, they were self-identified by APD, appropriately investigated and remediated; and any quantitative data regarding protected-class disparities analyzed to determine cause													
6	Addressing Racial Bias in Policing - Objectives- Metrics: City must measurably change APD engagement with community including reducing racial disparities in contacts, arrests and uses of force												
7	Addressing Racial Bias in Policing – Objectives - Transparency: City must create full public transparency on APD contacts, arrests and uses force including racial disparities in each category												
8	Addressing Racial Bias in Policing – Objectives - Policies and Training: APD must improve policies and training in contacts, arrests and uses of force giving concrete guidance on decision-making and discretion, including role of bias and strategies to combat bias												
9	Addressing Racial Bias in Policing – Policy Changes – Amendment of Existing Policies - Revision of Directive 8.32 (Biased-based policing): APD must review and revise its biased-policing policy to prohibit discrimination including more detail and examples												
10	Addressing Racial Bias in Policing – Policy Changes – Amendment of Existing Policies - Revision of Directive 6.01 (Arrest Procedure): APD must review and revise its arrest policy to prohibit discrimination including more detail and examples												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
11	Addressing Racial Bias in Policing – Creation of New Policies Stops: APD must draft policies on contacts/stops with practical guidance for decision making on the exercise of discretion												
12	Addressing Racial Bias in Policing – Training - Academy Training (Development): APD must develop Academy training on bias, decision making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulating basis for encounters												
13	Addressing Racial Bias in Policing – Training - Academy Training (Delivery): APD must deliver Academy training on bias, decision making, avoiding unnecessary escalation, doing what should be done, recordkeeping requirements and articulation of basis for encounters												
14	Addressing Racial Bias in Policing – Training – In-Service Training (Development): APD must develop in-service based training on bias, decision making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulation of basis for encounters												
15	Addressing Racial Bias in Policing – Training – In-Service Training (Delivery): APD must deliver in-service training on bias, decision making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulation of basis for encounters												
16	Addressing Racial Bias in Policing – Goals and Measurement: APD must develop metrics to measure improvement in training, recordkeeping of police interactions, documentation and tracking of uses of force, and misdemeanor arrest outcomes for specified offenses												
USE OF FORCE													
OPERATIONAL INTEGRITY re: USE OF FORCE: APD must adhere to the following operational excellence criteria: officers used appropriate levels of force; UOFs were reviewed on a timely basis; all UOF issues were identified by supervisors and remediated in a timely/appropriate manner; no issues with FRB operation nor coordination with AFR													
17	Use of Force - Objectives – Policies and Training: APD must create improved policies to handle situations that reduce need to use force, and ensure UOFs are compliant with state and federal law, protect officer and community safety, and build a culture of continuous improvement												
18	Use of Force - Objectives – Culture of De-escalation: APD must create a culture that prioritizes de-escalation in compliance with Colorado law, without compromising officer safety												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
19	Use of Force - Objectives – Accountability Measures: APD must develop/improve accountability mechanisms to consistently identify excessive UOFs, situations where force should not have been used even though legal, and recurring training or tactical issues related to UOF												
20A	Use of Force - Objectives - Culture of Coordination and Collaboration Between APD and AFR (APD): APD must create a culture of collaboration between APD and AFR regarding policies, training and accountability												
20B	Use of Force - Objectives - Culture of Coordination and Collaboration Between APD and AFR (AFR): AFR must create a culture of collaboration between APD and AFR regarding policies, training and accountability												
21	Use of Force - Policy Changes: APD must adopt CJJ UOF Policies in collaboration with Monitor by UOF Policy Deadline												
22	Use of Force - Amendment of Existing Policies: City must make appropriate changes to policies on Use of Physical and Deadly Force (5.03), Reporting & Investigating UOF (5.04), Dealing with Persons with Mental Health Disorders (6.13), Coordination with AFR (9.06), and limits on UOF												
23	Use of Force - Creation of New Policies: City must create a policy, procedure or other directive to facilitate comprehensive joint coordination policy between APD and AFR												
24	Use of Force – Force Review Board (Recent Changes): APD must discuss proposed changes to FRB processes with Monitor												
25	Use of Force - Changes to Process (Feedback for Training): APD must develop, disseminate and implement approved FRB policies, including formalizing feedback for training on incidents where no policy violation occurred												
26	Use of Force - Changes to Process (Review in Context): APD must change FRB policy to ensure review is in context of overall circumstances of encounter including mental capacity of suspect												
27	Use of Force - Changes to Process (Measurement of Uses of Force): APD must modify policies to develop reliable metrics for frequency of UOF, compliance with policy, injuries to subjects, officer safety, mental health holds and other relevant metrics												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
28	Use of Force – Collaboration with Academy and Other Sections: APD must develop, disseminate and implement its FRB and Training policies to include Academy staff on the FRB, and require BWC to be used to train showing good and bad techniques for de-escalation and other tactics												
29	Use of Force – Training (Scenario-based training): APD must develop and deliver scenario-based UOF Training by completion deadline												
30	Use of Force – Training (De-escalation training): All APD UOF/de-escalation training must be completed by UOF Training completion deadline												
31	Use of Force – Training (Joint APD & AFR Training): APD must develop and deliver its approved UOF training, including joint APD/AFR coordination, to all appropriate APD/AFR personnel												
32	Use of Force – Goals & Measurement: APD must develop metrics to include at least ABLE training, crisis intervention training, number and type of UOF incidents and complaints												
DOCUMENTATION OF STOPS													
OPERATIONAL INTEGRITY re: DOCUMENTATION OF STOPS: APD must adhere to the following operational excellence criteria: all stops reviewed were constitutional and within policy; no indication of unreported or misreported stops; supervisors identified any unconstitutional stops and any unreported/misreported stops; and APD appropriately remediated all issues with stops; and all stops data properly reported to state													
33	Documentation of Stops - Objectives: APD must develop a stops documentation system that complies with state law, allows for prompt and transparent review of officer behavior and allows APD to identify successes and areas for improvement												
34	Documentation of Stops – Policy Changes (General Principle): APD must develop policies that conform with state law, reduce the need for multiple trainings and policy updates, and allows information to flow into a system that links officer information with stop info												
35	Documentation of Stop – Policy Changes - Creation of New Policies (Legal Requirements for Stops): APD must create a new policy that provides legal guidance on the different types of contacts officers make including an encounter, a detention (Terry stop) and arrests												
36	Documentation of Stops- Policy Changes – Creation of New Policies (Recordkeeping Requirements): APD must create a new policy for implementing the collection of data under CRS provisions												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
37	Documentation of Stops – Training Plan Development: APD must develop a training plan in consultation with the Monitor for implementing new policies and for revisions of current policies												
38	Documentation of Stops - Training – Training (Delivery): APD must train all personnel who interact with the public on its stops policies												
39	Documentation of Stops - Goals & Measurements: APD must finalize the above policies, effectively train, and monitor compliance with such policies; monitoring will include review of BWC videos, review of reports and ride alongs												
USE OF KETAMINE & OTHER SEDATIVES AS A CHEMICAL RESTRAINT													
OPERATIONAL INTEGRITY re: USE OF KETAMINE & OTHER CHEMICAL RESTRAINTS: AFR must adhere to the following operational excellence criteria: no indication of use of ketamine or other chemical restraints outside policy; if there were any, supervisors identified any such uses; all inappropriate uses were appropriately remediated													
40	Use of Ketamine & Other Chemical Restraints – Objectives: Ketamine must not be used in the field without explicit approval by the Monitor after appropriate consultation with AFR's Medical Director												
41	Use of Ketamine & Other Chemical Restraints – Objectives: AFR must develop, disseminate and implement an approved policy on any use of chemical sedatives in accordance with state law and waiver requirements												
42	Use of Ketamine & Other Chemical Restraints – Objectives: AFR must develop, disseminate and implement an approved policy requiring any use of chemical restraints to be based solely on a medical determination without recommendation or suggestion by APD												
43	Use of Ketamine & Other Chemical Restraints – Objectives: APD/AFR must meet and confer with the Monitor regarding any issues with the use of chemical restraints												
44	Use of Ketamine & Other Chemical Restraints – Policy Changes if Ketamine is Used: If Ketamine is sought to be used in the field again, AFR must work with Monitor to develop policies and procedures for same												
45	Use of Ketamine & Other Chemical Restraints – Process Changes: AFR must develop a post-incident analysis procedure for Ketamine if being reintroduced												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
46	Use of Ketamine & Other Chemical Restraints – Evaluation of Chemical Sedation: AFR must review each chemical sedative utilization to determine if use was warranted under policy and law, whether police officers were involved in decision, and risk factors												
47	Use of Ketamine & Other Chemical Restraints – Evaluation of Chemical sedation: AFR must provide semi-annual summaries of its reviews required in Mandate 46 with basic tabular data and in compliance with CRS 18-8-805(2)(b)(1)												
48	Use of Ketamine & Other Chemical Restraints – Goals and Measurement: AFR must not use ketamine, or if AFR uses ketamine, AFR will only do so when symptoms justify its use, when AFR has not been influenced by APD and appropriate dosage was administered												
RECRUITMENT, HIRING & PROMOTION													
OPERATIONAL INTEGRITY re: RECRUITMENT, HIRING & PROMOTION: City must adhere to the following operational excellence criteria: APD's/AFR's recruitment and hiring practices resulted in hiring a more diverse qualified cohort of recruits; APD's/AFR's recent promotions and disciplinary outcomes followed agreed promotional/disciplinary processes; and HR provided appropriate data/reporting during/post each hiring process													
49A	Recruitment, Hiring & Promotion – Objectives (APD): APD must transform its recruitment and hiring process to create a more diverse and qualified workforce and create a culture of continuous improvement												
49B	Recruitment, Hiring & Promotion – Objectives (AFR): AFR must transform its recruitment and hiring process to create a more diverse and qualified workforce and create a culture of continuous improvement												
49C	Recruitment, Hiring & Promotion – Objectives (CSC): The City and CSC must transform the City's recruiting and hiring processes to create a more diverse and qualified workforce for APD and AFR, and establish APD and AFR's commitments to a culture of continuous improvement												
50	Recruitment, Hiring & Promotion – Objectives: The CSC must improve transparency, accountability and predictability in discipline review including by facilitating CSC standardization and codification of elements of the disciplinary review process												
51	Recruitment, Hiring & Promotion – Objectives: The CSC must improve transparency and accountability in its work to enable community understanding of CSC's role in hiring, promotion and discipline; and City must have processes to sustain community engagement re: CSC's work												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
52	Recruitment, Hiring & Promotion – Recruitment (APD): APD must review and revise its recruitment and hiring programs to attract and hire a diverse group of qualified individuals through a plan that has clear goals, objectives and action steps												
53	Recruitment, Hiring & Promotion – Recruitment (AFR): AFR must review and revise its recruitment and hiring programs to attract and hire a diverse group of qualified individuals through a plan that has clear goals, objectives and action steps												
54	Recruitment, Hiring & Promotion – Recruitment (APD): APD's recruitment plan must include an examination of minimum qualifications for both new recruits and lateral hires in consultation with the CSC												
55	Recruitment, Hiring & Promotion – Recruitment (AFR): AFR's recruitment plan must include an examination of minimum qualifications for both new recruits and laterals in consultation with the CSC												
56	Recruitment (Outreach for Diversity) (APD): APD's recruitment plan must include an outreach to community leaders and stakeholders, to increase the diversity of APD's applicant pool and identify candidates that are committed to community policing and have skills to succeed												
57	Recruitment (Outreach for Diversity) (AFR): AFR's recruitment plan must include an outreach to community leaders and stakeholders, to increase the diversity of AFR's applicant pool and identify candidates and have skills to succeed												
58	Recruitment, Hiring & Promotion – Recruitment (APD): APD's recruitment plan must include broad distribution of career opportunities and details pertaining thereto in the metro Denver area, and makes the same info available on the website with direct contact to recruiting member												
59	Recruitment, Hiring & Promotion – Recruitment (AFR): AFR's recruitment plan must include broad distribution of career opportunities and details pertaining thereto in the metro Denver area, and make the same info available on the website with direct contact to recruiting member												
60	Recruitment, Hiring & Promotion – CSC (Hiring of Entry-Level Police Officers & Firefighters): APD and AFR must assume a much more active role in the hiring of individuals from the eligibility lists and have the final say on which candidates get hired												

REPORT CARD MATRIX Legend on page 10		RP1 2/15/22- 5/15/22 (3 months)	RP2 5/16/22- 8/15/22 (3 months)	RP3 8/16/22- 11/15/22 (3 months)	RP4 11/16/22- 2/15/23 (3 months)	RP5 2/16/23- 8/15/23 (6 months)	RP6 8/16/23- 2/15/24 (6 months)	RP7 2/16/24- 8/15/24 (6 months)	RP8 8/16/24- 2/15/25 (6 months)	RP9 2/16/25- 8/15/25 (6 months)	RP10 8/16/24- 2/15/26 (6 months)	RP11 2/16/26- 8/15/26 (6 months)	RP12 8/16/26- 2/15/27 (6 months)
MANDATE NUMBER	TITLE AND SYNOPSIS	COMPLIANCE DETERMINATIONS											
61	Recruitment, Hiring & Promotion – CSC (Promotion): The CSC must work with the Monitor and outside expert to make changes to the promotional process to be consistent with the goals of the CD												
62	Recruitment, Hiring & Promotion – CSC (Discipline - Timeliness): The CSC must revise rules that reduce the time for a hearing; and strongly consider not allowing a full de novo review of disciplinary cases												
63	Recruitment, Hiring & Promotion – CSC (Discipline): The CSC must revise its rules regarding the content of decisions so as to contain a plain statement of the actual allegation, defenses, findings and basis of decision that public can understand												
64	Recruitment, Hiring & Promotion – CSC (Discipline): The CSC must revise its rules to make as much of its business easily accessible to the public including discipline decisions, requests for continuance, and identification with reasons for any non-public material												
65	Recruitment, Hiring & Promotion – CSC (Outside Expert): The City and CSC must hire an outside expert to assist in developing best practices for recruiting and hiring												
66	Recruitment, Hiring & Promotion – CSC (Transparency): The CSC must conduct as much of its business as possible so that it is easily accessible from its website and shall identify any business which is not being conducted in a way that is publicly available												
ACCOUNTABILITY & TRANSPARENCY													
OPERATIONAL INTEGRITY re: ACCOUNTABILITY & TRANSPARENCY: City must adhere to the following operational excellence criteria: APD is using data re: trends and patterns to assess/address the causes and hold officers and supervisors accountable for their conduct; is identifying potentially at-risk officers; is publicly reporting on trends/patterns in officer/supervisor conduct; and has an internal review and accountability process													
67	Accountability & Transparency - Objectives: The City must develop systems that regularly and easily identify trends and patterns in the conduct of its officers with the ability to track conduct by officer, supervisor, shift, beat and district												
68	Accountability & Transparency - Goals & Measurements: The City must develop a system that tracks disciplinary outcomes, identification of trends or patterns of sustained complaints, and provides public reporting thereon												

LEGEND	SUBSTANTIAL COMPLIANCE*	ESTIMATED 75-99% COMPLETE*	ESTIMATED 50-74% COMPLETE*	ESTIMATED 25-49% COMPLETE*	ESTIMATED 0-24% COMPLETE*
RIGHT TRACK (IN LINE WITH MONITOR'S EXPECTATIONS)					
CAUTIONARY/MISSED DEADLINE TRACK (UNCERTAIN IF MONITOR'S EXPECTATIONS WILL BE MET OR DEADLINE MISSED)					
WRONG TRACK OR UNACCEPTABLY OVERDUE (MONITOR'S EXPECTATIONS NOT BEING MET)					
NOT EVALUATED IN THE INDICATED REPORTING PERIOD	[CELL INTENTIONALLY LEFT BLANK]				
TO BE EVALUATED IN THE NEXT REPORTING PERIOD					

* For operational integrity, instead of measuring completeness, the measurement relates to alignment with operational excellence criteria

APPENDIX B: APD DATA TRANSPARENCY REPORTING

Aurora Police Department Data Transparency

Calls for Service, Contact Data, Arrests, Uses of Force, and Pursuit Data Views

Version 1.1
Updated 7/10/2025

Date

1/1/2025 7/22/2025

District

All

Shift

All

Team

All

Officer Name

All

CFS

199.28K

CDC

28.83K

Arrests

4401

UOF

343

Traffic Stop (CDC)

15.76K

Traffic Citations

9583

G.O.

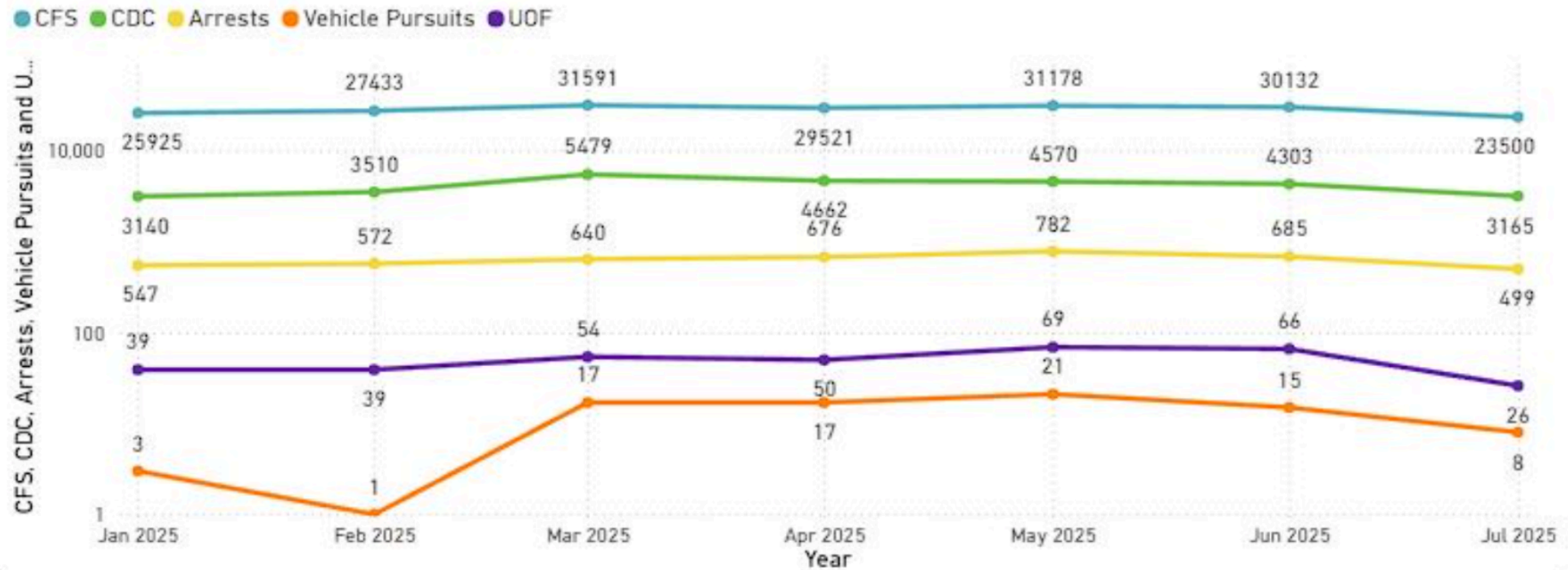
21.26K

Pursuits

91

Aurora Police Department Data Transparency

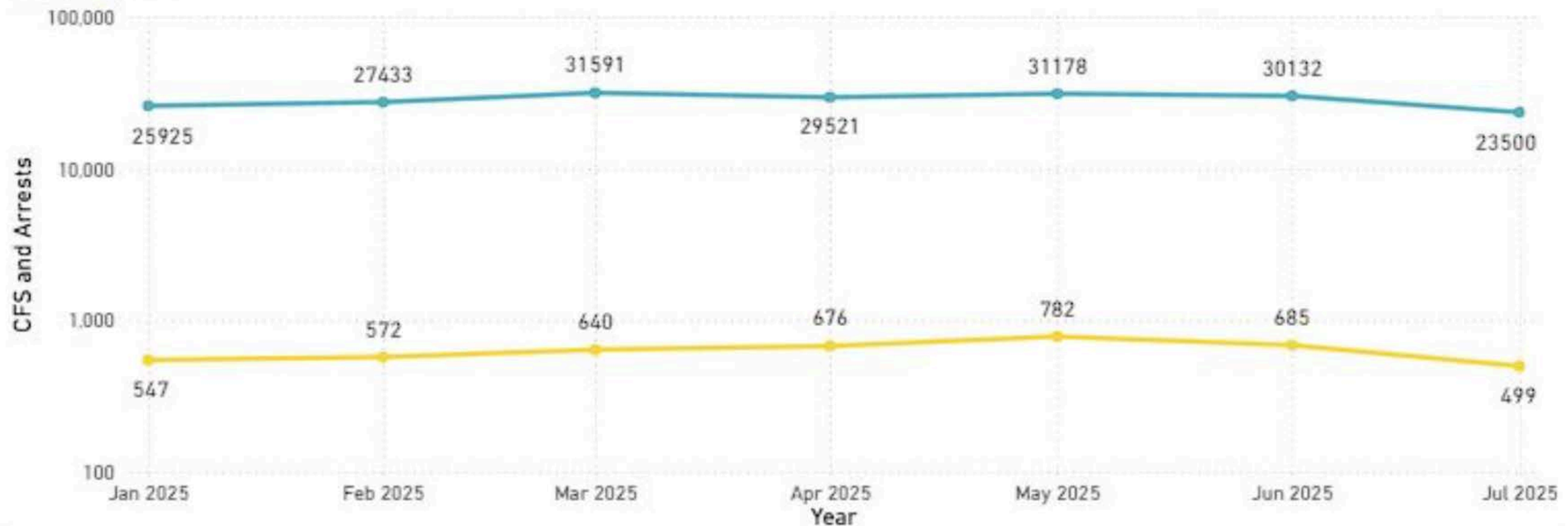
CFS, CDC, Arrests, Vehicle Pursuits and UOF by Year, Quarter and Month



Aurora Police Department Data Transparency

CFS and Arrests by Year, Quarter and Month

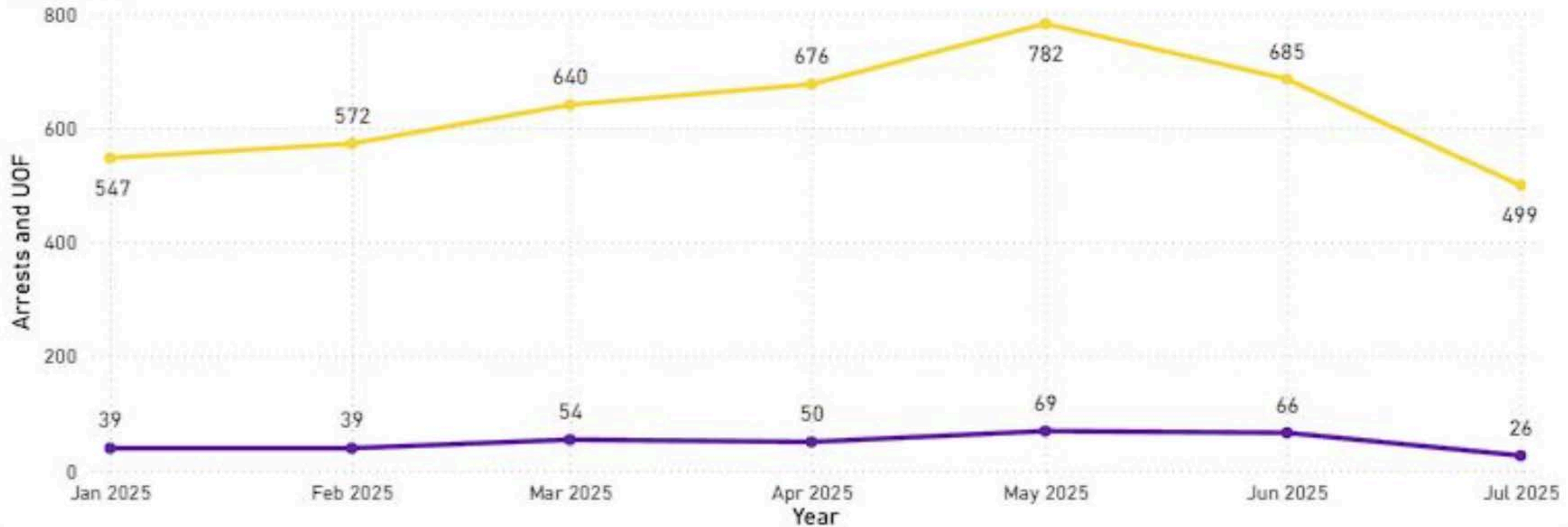
● CFS ● Arrests



Aurora Police Department Data Transparency

Arrests and UOF by Year, Quarter and Month

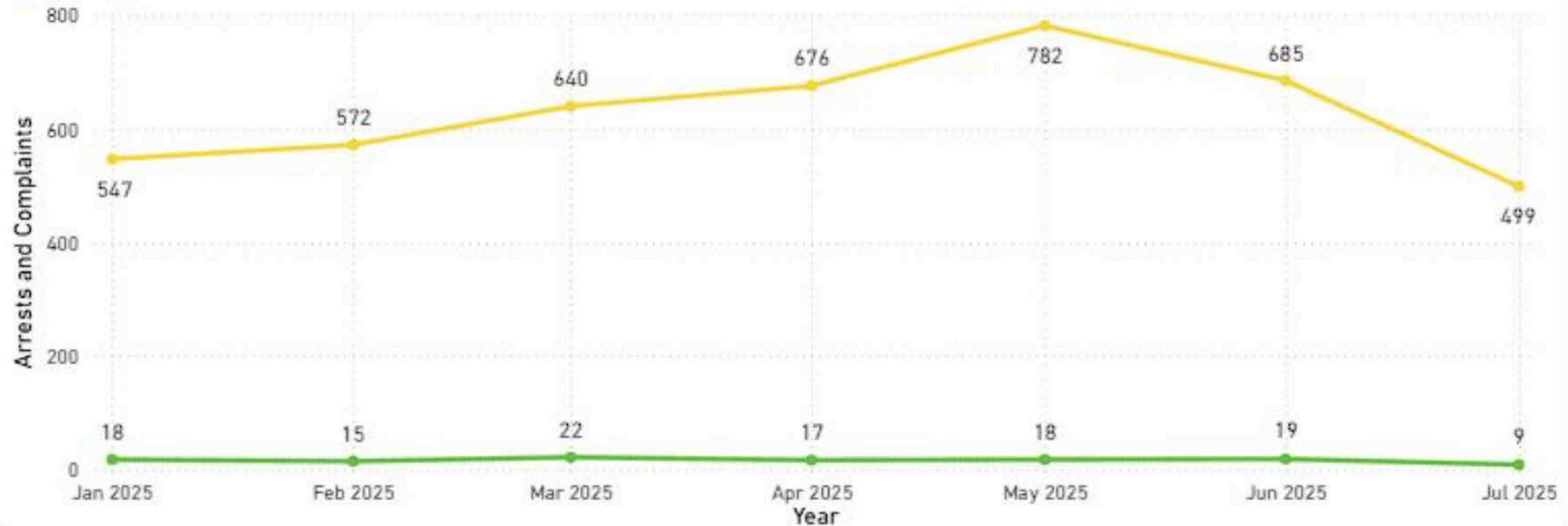
Arrests UOF



Aurora Police Department Data Transparency

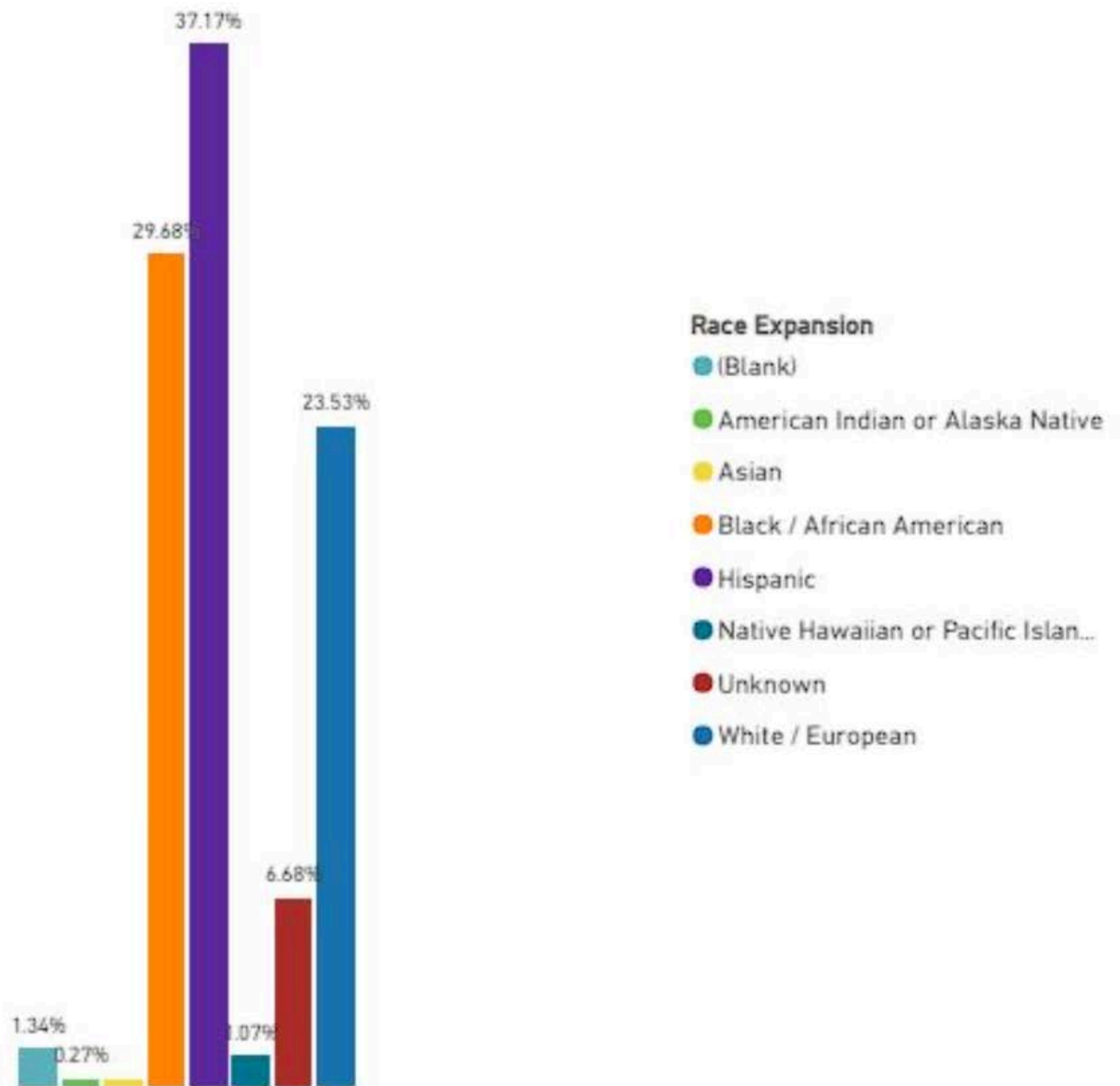
Arrests and Complaints by Year, Quarter and Month

Arrests Complaints



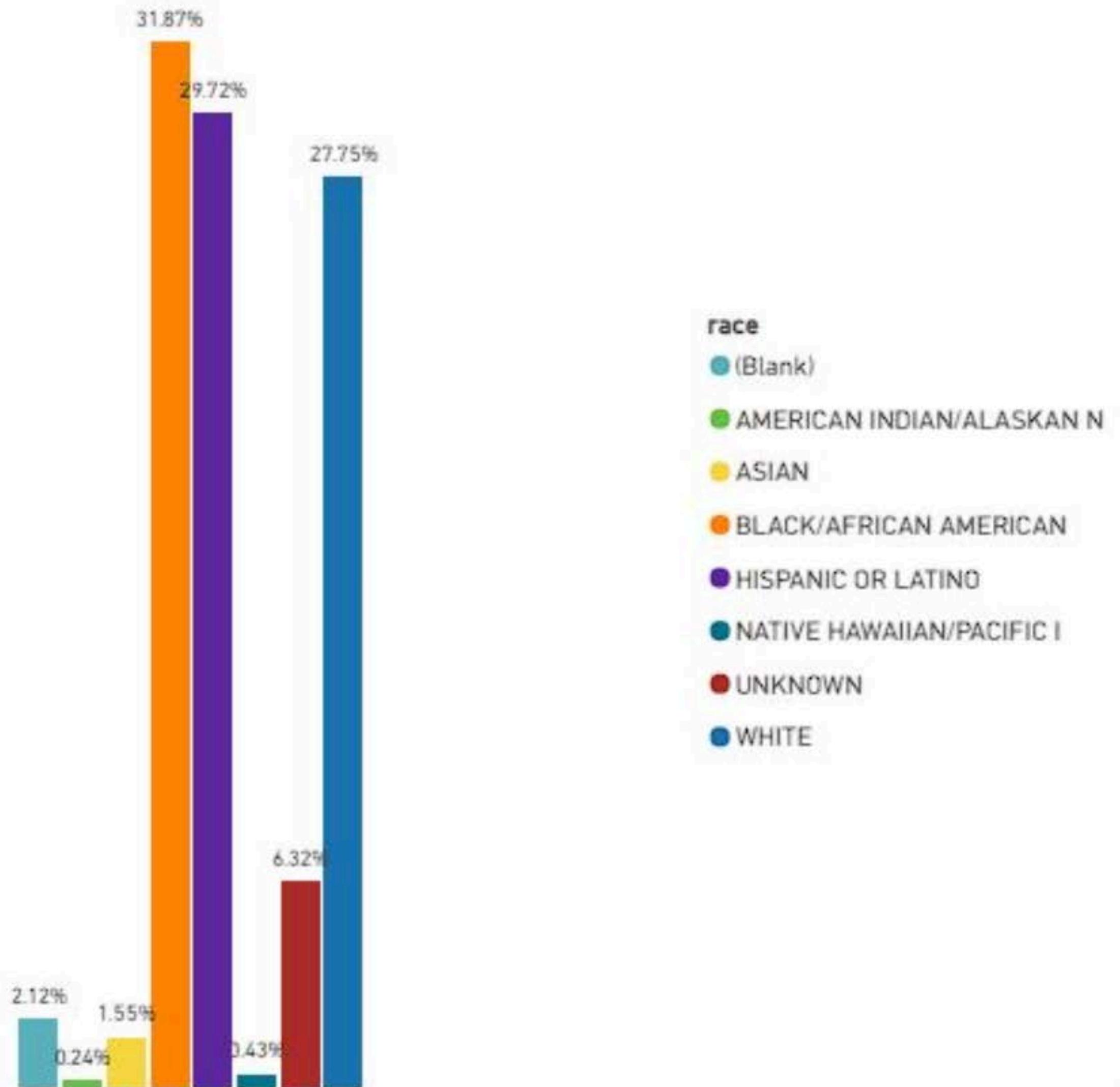
Aurora Police Department Data Transparency

UOF by Race



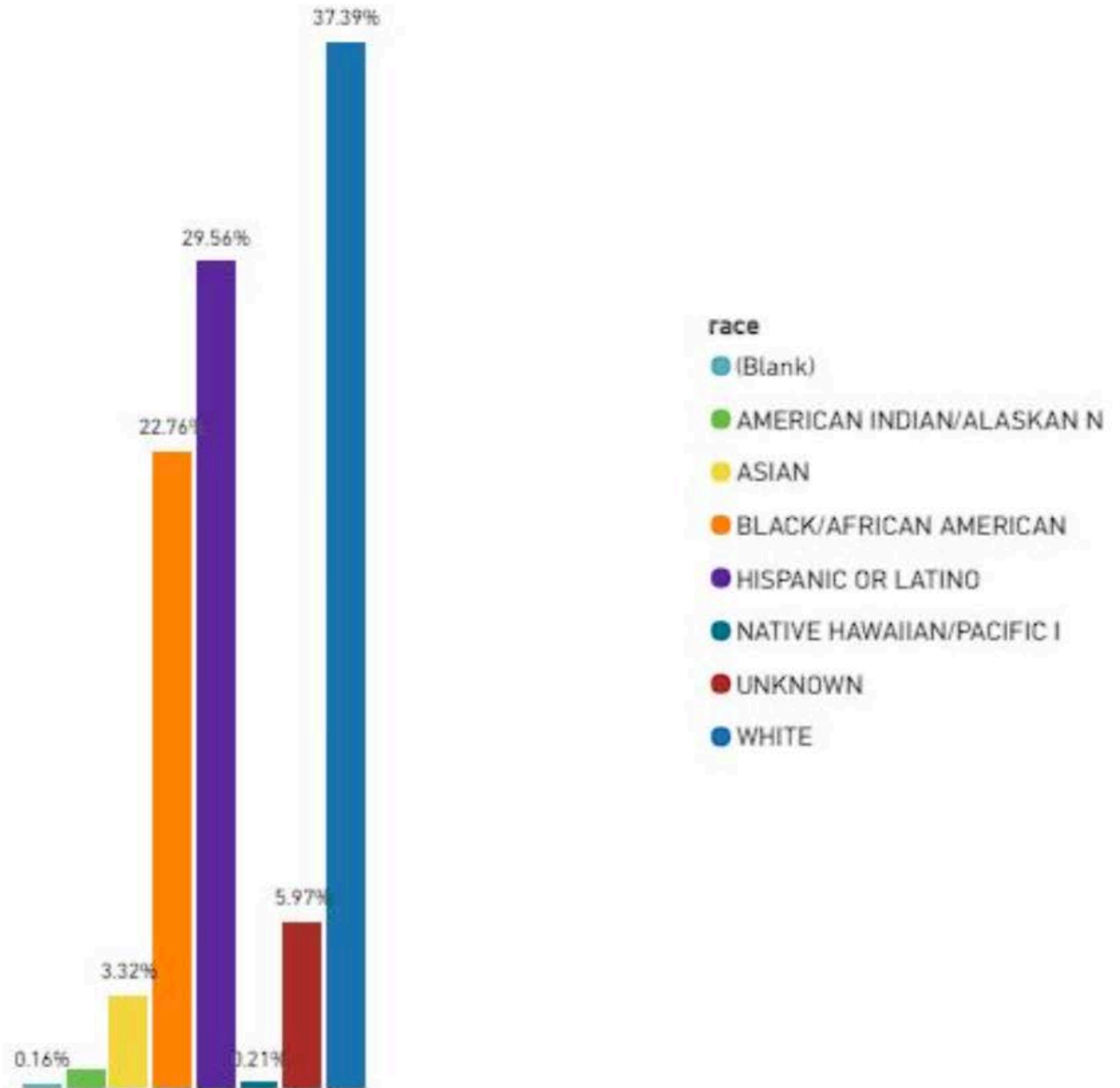
Aurora Police Department Data Transparency

Offender by Race



Aurora Police Department Data Transparency

Victim by Race





CDC Compliance: Traffic Citations

Version 1.1
Updated 7/10/2025

- Select all
- CEB
- District 1
- District 2
- District 3
- SOB

Search Individual Officer

Team Breakdown List

All

All

Missing CDC

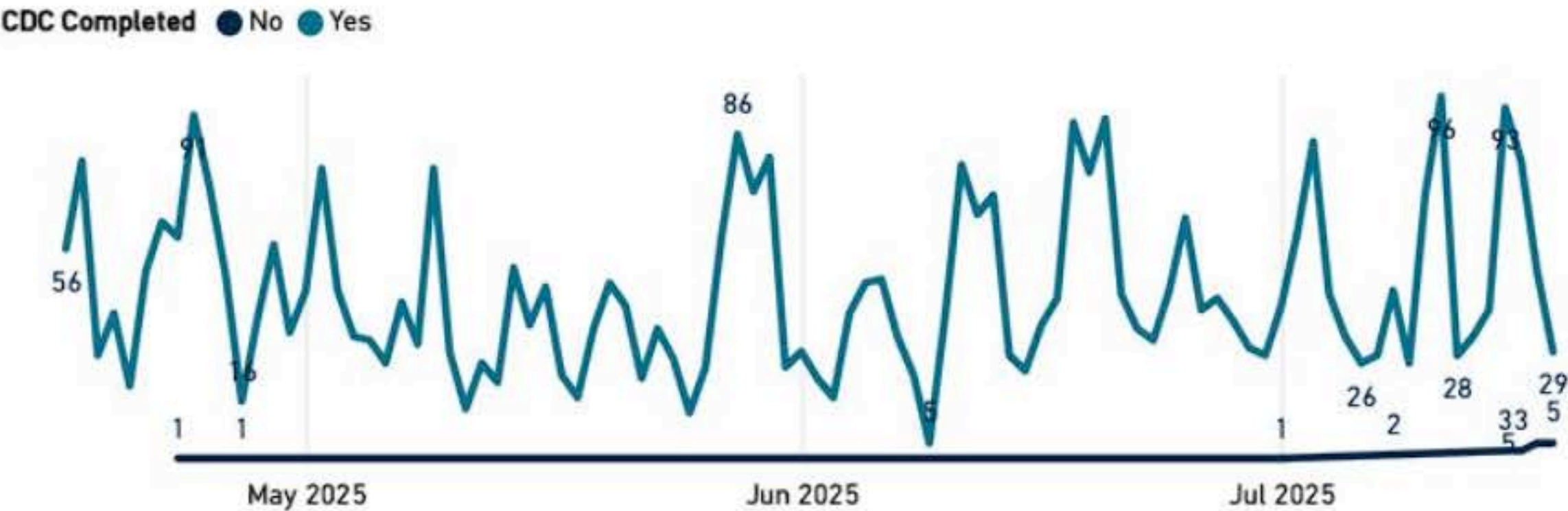
21

Total Citations

4212

Compliance

CDCs Timeline





CDC Compliance: Non-Traffic Citations

Version 1.1
Updated 7/10/2025

Date

4/16/2025



7/18/2025



Select all

CEB

District 1

District 2

District 3

S0B

Search Individual Officer

Search Team

All



All



Missing CDC

6

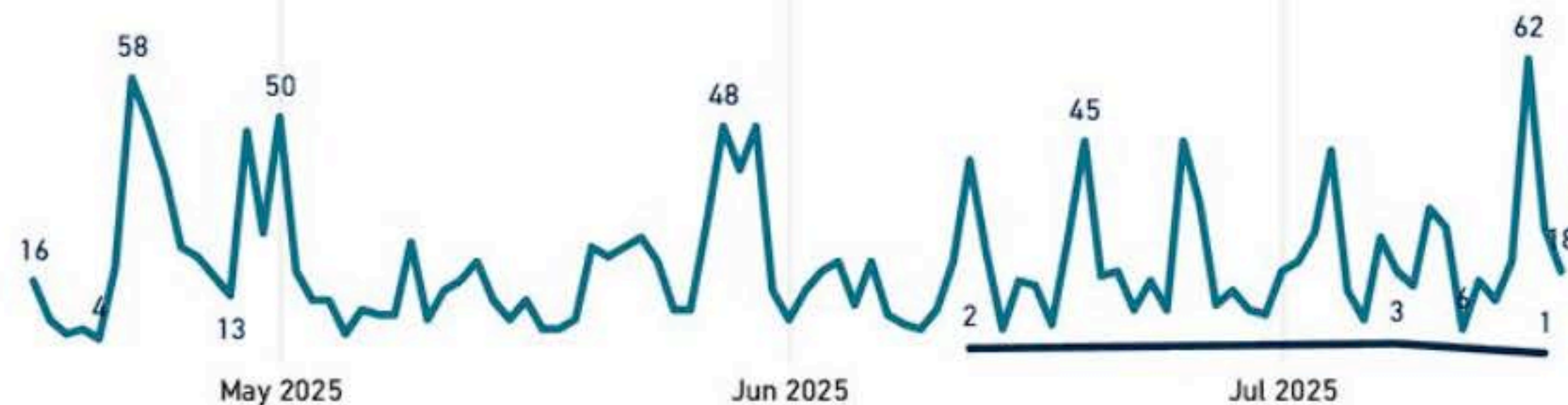
Total Citations

1841

Compliance

CDCs Timeline

CDC Completed ● No ● Yes





Missing CDC

44

Total Arrest

2286

CDC Compliance: Arrest

Version 1.1
Updated 7/10/2025

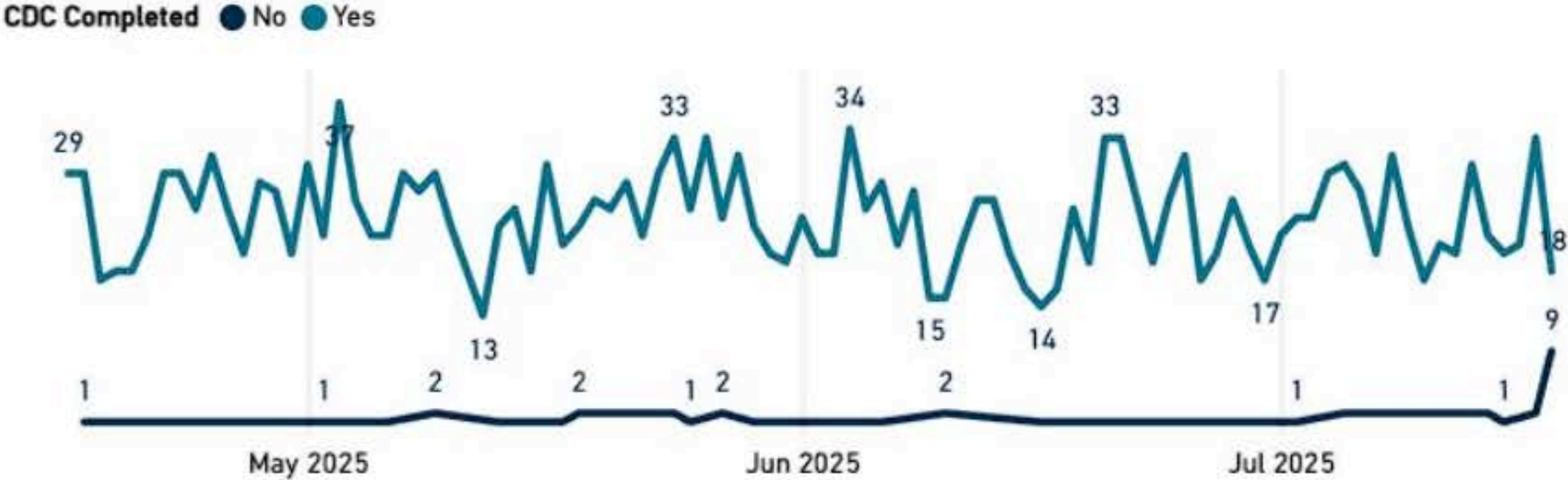
- Select all
- CEB
- District 1
- District 2
- District 3
- SOB

Search Individual Officer

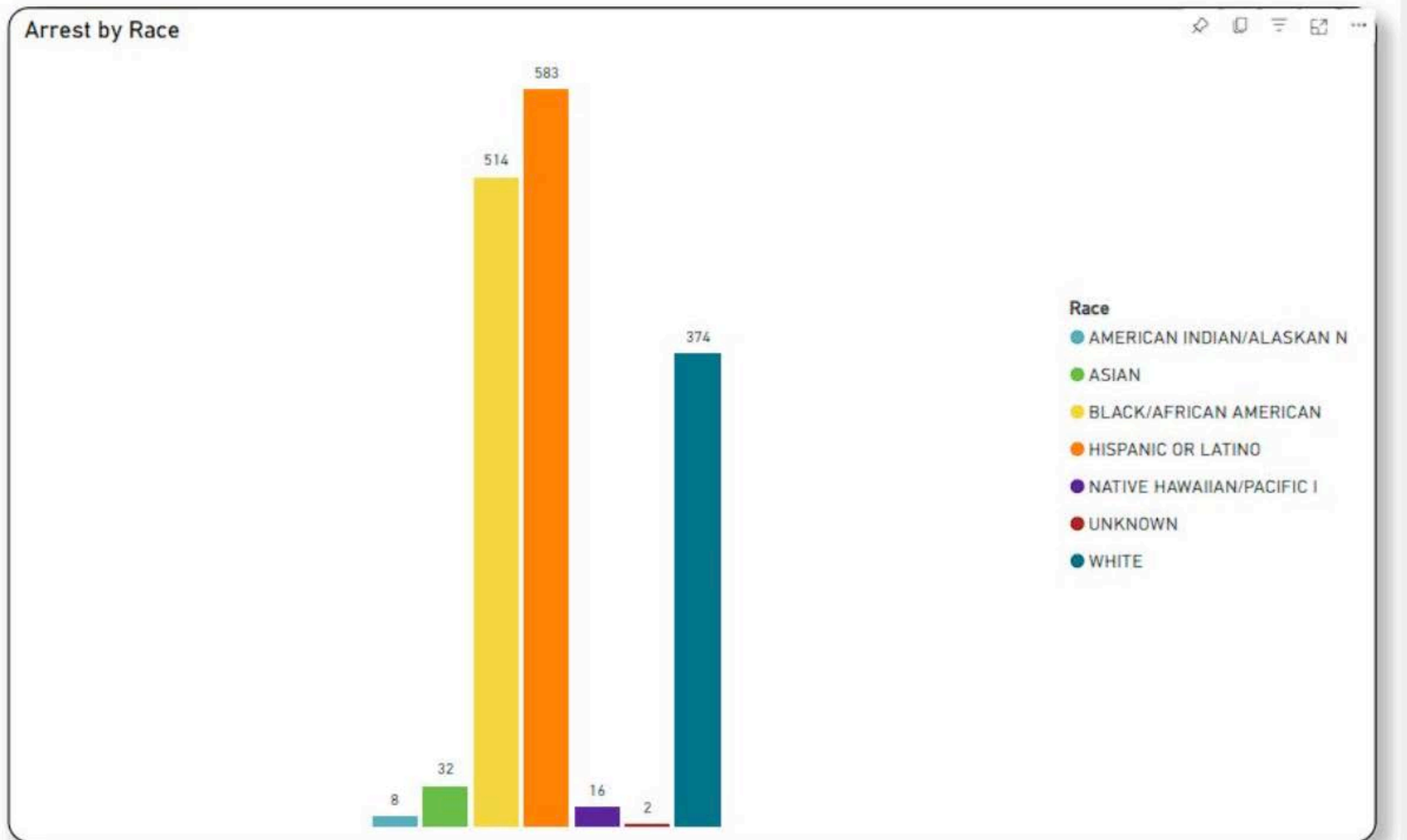
Search Team

All All

CDCs Timeline

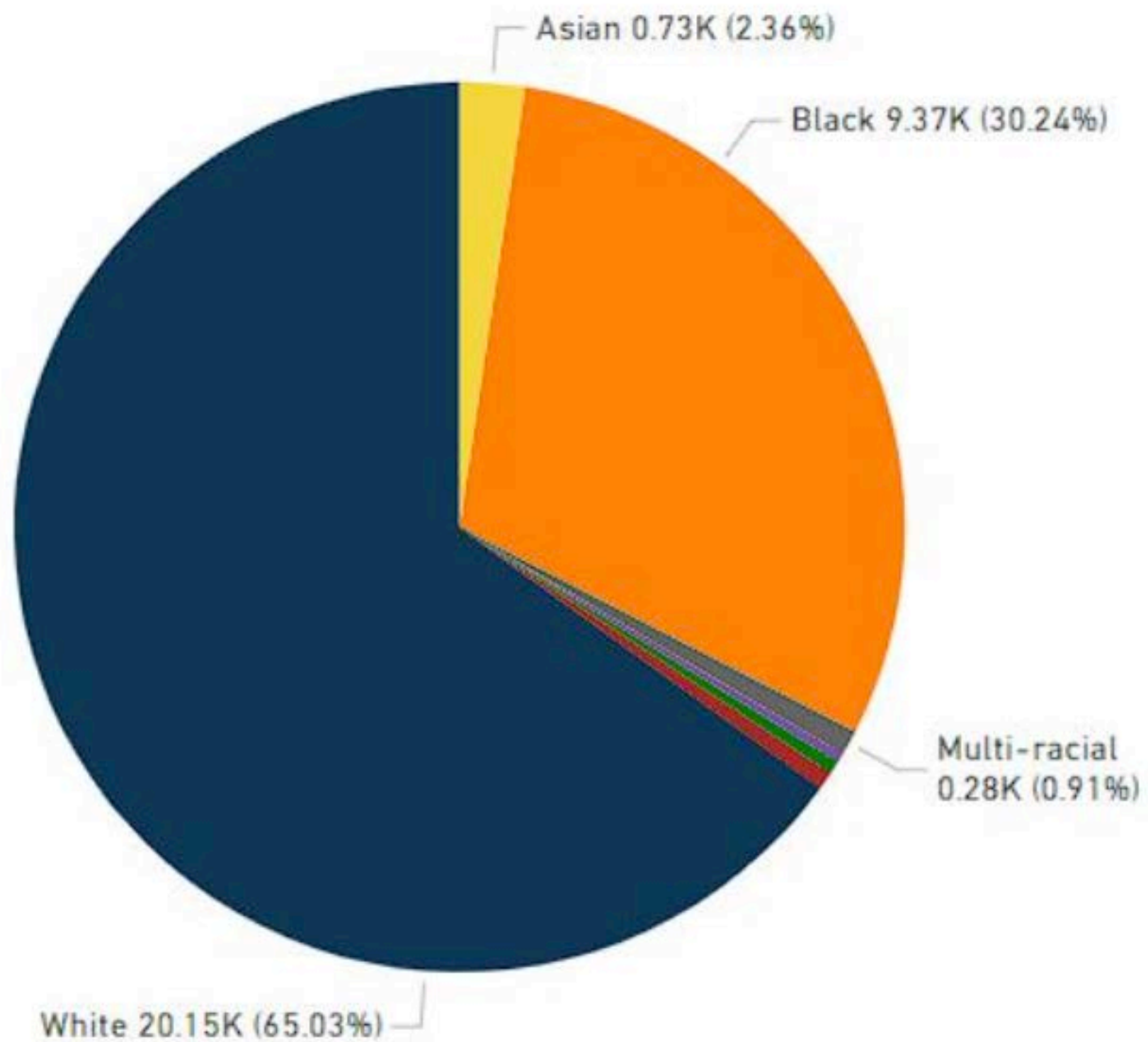


Aurora Police Department Data Transparency



Aurora Police Department Data Transparency

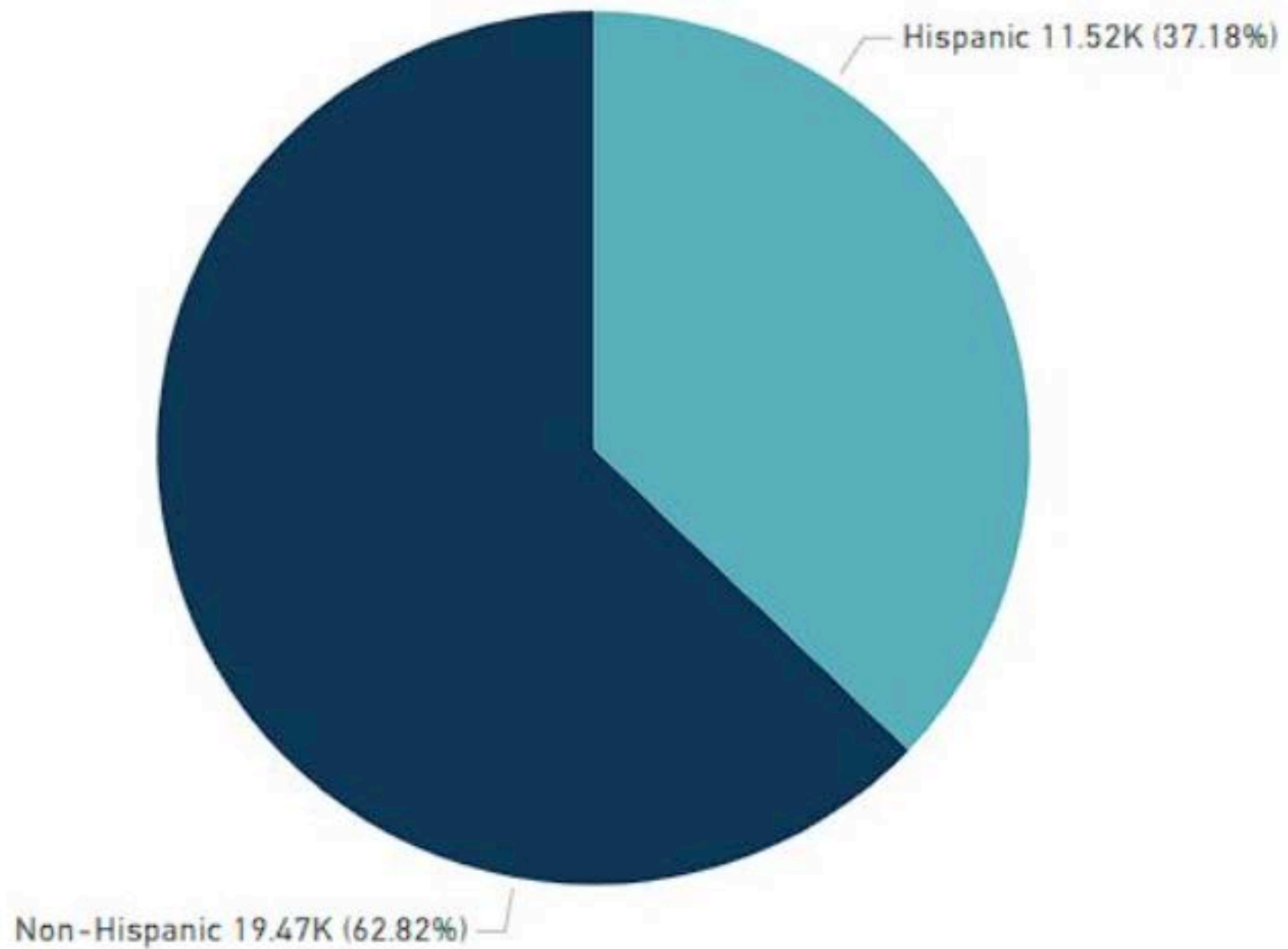
Contact Perceived Race



Contact Perceived Race Asian Black Multi-racial Native American Native Hawaiian/Other... Other White

Aurora Police Department Data Transparency

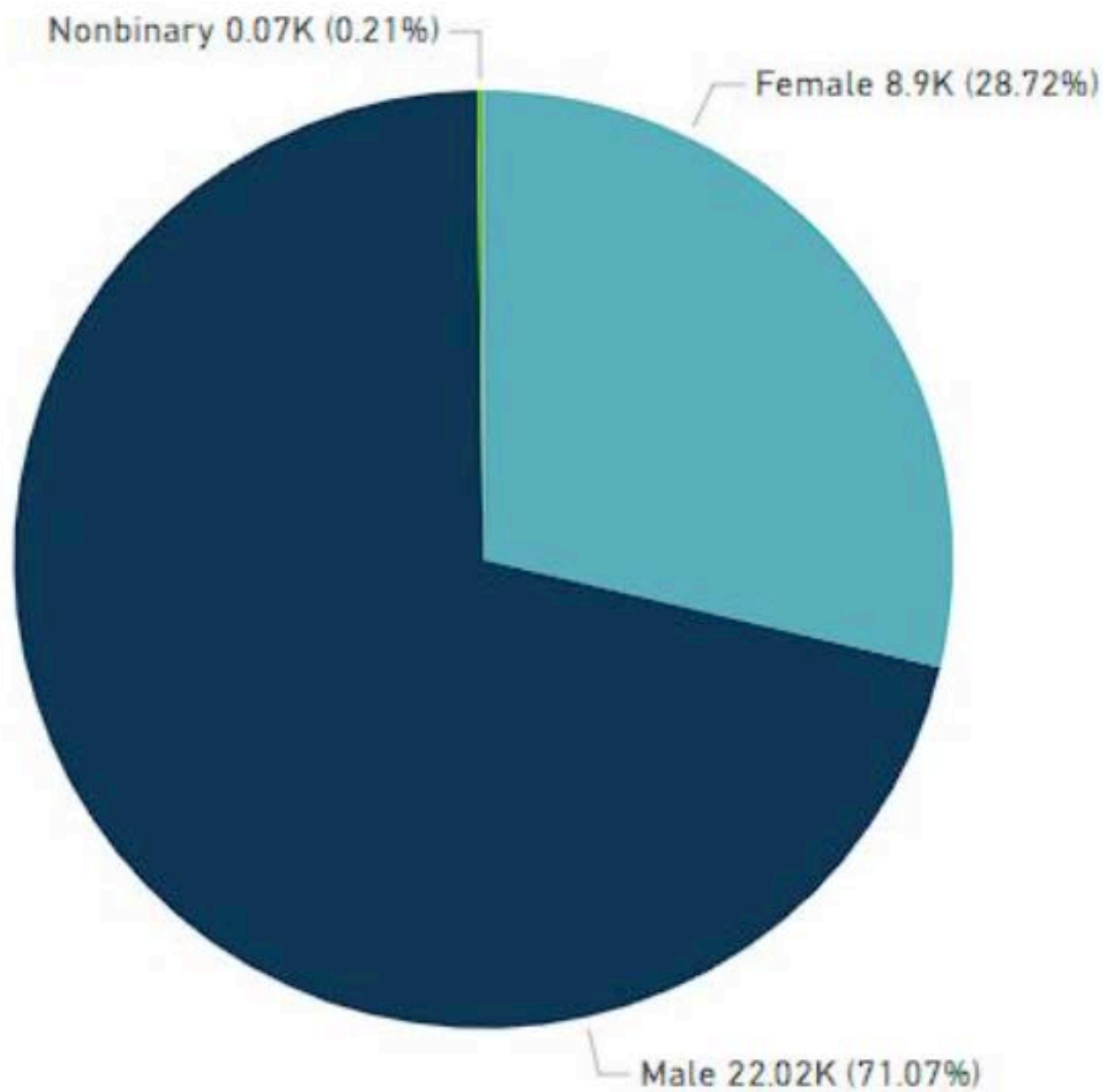
Contact Perceived Ethnicity



Contact Perceived Ethnicity ● Hispanic ● Non-Hispanic

Aurora Police Department Data Transparency

Contact Perceived Gender



Contact Perceived Gender ● Female ● Male ● Nonbinary

APPENDIX C:
DIRECTIVE MANUAL 02.09
POLICY DEVELOPMENT

AURORA POLICE DEPARTMENT

DIRECTIVE MANUAL

2.09 POLICY DEVELOPMENT

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Jun-10-2025
Revised:	Jun-10-2025
Associated Policy:	N/A
References:	DM 2.9.11
Review Authority:	Professional Standards and Training Deputy Chief and APD Legal Advisor(s)

2.9.01 PURPOSE

The purpose of this directive is to describe the structure of the written directive system and provide guidance to Aurora Police Department (APD) employees for the development and implementation of APD policies. Consistency in the development process is critical to their effectiveness and will aid all APD employees in understanding and implementing the policies in the performance of their duties.

2.9.02 SCOPE

This directive applies to all employees of APD and applies to all APD policies, as specified herein. APD policies include policies applicable to all APD employees as well as those specific to any division, bureau, section, or unit within APD.

2.9.03 DEFINITIONS

Definition: A statement of the meaning of a word or phrase for the purposes of a specific policy or procedure. Any terms of art or words with a unique meaning within an APD policy shall be defined in the definitions section of that policy and included in the APD Glossary of Terms.

Directive: Written orders (direction) issued by the Chief of Police that govern, influence, and direct the action of APD members. Directives are based on organizational principles, goals, values, and operational philosophies. Directives apply to the entire organization (all members).

Policy: APD policies include the Directives Manual (DM), Special Orders (SO), and Standard Operating Procedures (SOPs), which are authorized by the Chief of Police.

Policy Committee: A committee comprised of employees from each division of APD and directed by the APD Professional Standards and Training Deputy Chief. The Policy Committee works to develop, prepare, and review department-wide policies and may assist with division-specific procedures as requested by individual divisions.

Policy Heading: The standardized table at the top of each APD policy that includes identification information such as the title, number, and effective date.

Review Authority: The position responsible for reviewing and, if necessary, revising the policy on an annual basis. The title of the person responsible for annual review and revision is listed in the bottom row of the document heading ("Review Authority").

Special Order: Written orders issued by the Chief of Police to announce the adoption or revision of policy and establish procedure on the department or a division, section, unit, and/or individual. Special Orders will

remain in effect until rescinded or superseded. Special Orders shall be reviewed within the first twelve (12) months to determine if the Special Order should be converted into a directive or rescinded.

Standard Operating Procedure (SOP): A procedure adopted by a division, bureau, team, or unit which provides an accepted method of performing an operation or a manner of proceeding on a course of action. SOPs are adopted, numbered, and stored the same way as directives. Should there be a conflict, directives take precedence over SOPs.

2.9.04 POLICY DEVELOPMENT

All department-wide policies will be structured and formatted consistently. The development and approval of new department-wide policies will be accomplished using a consistent and transparent process in accordance with this policy. Standard Operating Procedures specific to individual divisions, bureaus, sections, or units shall follow the guidelines set forth in this policy.

When a policy conflict (i.e., contradiction, contention, discord, variance, etc.) exists, the Policy and Compliance Unit (PCU) will research the issue regarding compliance with current APD policy, federal, state, and local law, and any other relevant information pertaining to the conflict. PCU will present its findings to the Chief of Police. The Chief of Police will make the final determination on the best course of action to resolve the conflict. APD will ensure that every policy is accessible to all APD employees through an electronic point of access. APD will ensure that every public policy is accessible to the public via an electronic point of access (PowerDMS Public Facing Documents portal).

Divisions, bureaus, sections, and units shall utilize the term Standard Operating Procedures (SOPs) for their specific procedures.

2.9.05 APD POLICY COMMITTEE

The Policy Committee works to develop, prepare, and review all APD Directives, Special Orders, and Standard Operating Procedures.

The Policy Committee is comprised of the following members:

Seats Required for a Quorum:

1. Professional Standards and Training Deputy Chief or designee (Chair)
2. Aurora City Attorney's Office Police Legal Advisor(s)
3. Policy and Compliance Sworn Member(s)
4. Representative of the Bargaining Unit

Permanent Seats:

1. Chief of Police
2. Assistant Chief of Police
3. Patrol Deputy Chief or designee
4. Investigations Deputy Chief or designee
5. Special Operations Bureau Deputy Chief or designee
6. Police Chief of Staff or designee
7. Business Services Division Manager or designee

8. Training Section Commanding Officer or designee

Ad Hoc Seats:

1. Subject Matter Experts (SMEs)
2. Aurora911
3. Internal Affairs Bureau (IAB) Sworn Member

Observer Seats:

1. Consent Decree Monitor(s)

The Professional Standards and Training Deputy Chief or designee is responsible for inviting SMEs to Policy Committee Meetings. If there is more than one qualified SME for a specific topic, the Professional Standards and Training Deputy Chief or designee will determine who is required to attend the meeting.

Everyone attending the Policy Committee Meeting should review the drafted policies on the agenda before the meeting.

The Policy and Compliance sworn member(s) of the Policy Committee should complete the following prior to the meeting:

1. Review the drafted policy.
2. Compare the policy with national best practices.
3. Compare the policy with current APD training.
 - a. If a Subject Matter Expert has been requested to attend the Policy Committee, they should be prepared to discuss the following at the meeting:
 - i. The proposed policy compared to their expert knowledge regarding the subject (e.g., training, procedure, operations, etc.).
 - ii. Any recommendations to successfully implement the new policy.

2.9.06 DEVELOPMENT, APPROVAL, REVIEW, AND REPEAL PROCESS

The Chief of Police holds the ultimate authority to develop, approve, review, or repeal policies within this manual.

In cases where the Chief does not exercise this authority, the APD Professional Standards and Training Deputy Chief is responsible for coordinating and directing the development and adoption of all policies.

The Policy and Compliance Unit shall review all proposed or revised policies prior to their promulgation to ensure they do not contradict other existing policies or applicable laws.

The Policy Committee reviews proposed policies or revisions of existing policies.

The Policy and Compliance Unit is responsible for distributing policies to all affected APD employees and managing a system for documenting employee acknowledgment of the policies.

Standard Operating Procedures that apply to a specific division, bureau, section, or unit can be drafted by the commanding officer of that unit but shall still be forwarded to the Policy and Compliance Unit for review, prior

to being submitted to the Policy Committee. The Policy and Compliance Unit is the Aurora Police Department's custodian of all policies, directives, special orders, and SOPs.

Under the direction of the Professional Standards and Training Deputy Chief, the assigned Review Authority will review their assigned department-wide policies annually and provide the Policy and Compliance Unit with any necessary revisions. The Review Authority will make all necessary revisions and submit them to the Policy and Compliance Unit for review. The Policy and Compliance Unit will review the revisions, make corrections as needed, and present them to the Policy Committee for approval.

The Review Authority will have thirty (30) days from the anniversary of the effective date to submit its review report to the Policy and Compliance Unit. The lack of changes does not change this timeline. No changes must be communicated to the Policy and Compliance Unit within the 30-day period.

The Professional Standards and Training Deputy Chief, or designee, is responsible for providing recommendations to the Chief of Police regarding when to repeal department-wide policies and ensuring effective communication to all affected APD employees regarding repealed policies.

2.9.07 WORKFLOW PROCESS

The workflow process for department-wide policy creation or revision shall occur in the following order:

1. APD Police Administration, APD Police Legal Advisor(s), or other divisions, bureaus, sections, or units of APD will contact the Policy and Compliance Unit with information regarding their policy request.
2. A Policy and Compliance Unit (PCU) sworn member will be assigned the request. The PCU sworn member will identify appropriate subject matter experts and assign them as necessary.
 - a. Subject matter experts will have fourteen (14) days from the date of initial contact to respond to the Policy and Compliance Unit with their availability.
3. After the PCU sworn member confers with the person or entity that requested the change and with the subject matter expert(s), if they were necessary, the PCU sworn member will complete an initial draft regarding the request.
4. The Policy and Compliance Unit will meet with the person or entity that made the request and with the subject matter expert(s), if they were necessary, as a group to review the initial draft (Policy and Compliance Unit workflow group).
 - a. The Policy and Compliance Unit workflow group will have fourteen (14) days from the date of initial contact to review the document.
5. The Policy Committee will review the drafted policy during the weekly meeting.
6. The PCU sworn member will make revisions if necessary and bring the revisions back to the Policy Committee if requested.
7. The Policy and Compliance Unit will forward the completed final draft to the Consent Decree Monitors for review and approval for any policies in the following categories:
 - a. Use of Force and Associated Policies
 - b. Internal Affairs / Discipline

- c. Supervisory Responsibility
 - d. Constitutional Policing / Fourth Amendment Policies
 - e. Policy Governance
 - f. Hiring, Promotions, and Recruitment
 - g. Data Collection and Metrics
 - h. Body Worn Camera
 - i. APD/AFR Coordination
 - j. Training
8. Final editing by the Professional Standards Section.
9. Final approval by the policy review group (PowerDMS). The policy review group includes the Chief of Police, Assistant Chief of Police, all Deputy Chiefs, Professional Standards Section Commander, Lieutenant, Sergeant, Officer(s), City Attorney's Office Police Legal Advisors, and the Consent Decree Monitor for the aforementioned policies listed in number seven (7) of this section (2.9.07).
- a. If a significant change arises from this final approval process, the changes will be drafted and brought back to the Policy Committee meeting.
 - b. The policy review group (PowerDMS) will have fourteen (14) days from the date the policy was submitted into workflow to review, revise, and approve the policy for publication.
10. Once approved by the policy review group (PowerDMS), the Professional Standards Section will publish the new policy internally and publicly and notify department personnel.

2.9.08 MANDATORY CONTENT ELEMENTS

Policies shall use the following headings, in this order, when appropriate:

Purpose: The purpose statement should provide any necessary background information to provide a context for the policy and state the purpose to indicate the reason or need for the policy as well as the intended effect.

Scope: In the scope section, list which group(s) (sworn and/or non-sworn) and or divisions, sections, and/or units within APD are subject to the policy. It may also be helpful to specify what type of activity or subject matter the policy governs.

Definitions: A definition should be included in the definitions section for all keywords, abbreviations, and any terms of art or words with a unique meaning specific to the content of the policy. Additionally, defined terms will be added to the APD Glossary of Terms.

Policy: The policy section captures policy statements regarding the overarching intent, ideas, or plans adopted through the policy. Each policy statement under the policy section should be clear and concise and succinctly convey each decision governed by the policy.

Core Principles: Guiding requirements and obligations of right conduct that serve as the foundation of beliefs of the Aurora Police Department.

Procedure: This section should consist of a clear, concise, and user-friendly guide to instruct APD employees on criteria for particular decision-making or routine operations. The procedure element should be easily understood and internally consistent, avoiding contradiction, vague language, and passive language.

References: This element should list other documents used or consulted in developing the policy. References may include laws, regulations, governments or entities, standard practices, industry standards, etc.

2.9.09 ATTACHMENTS AND FORMS

Any attachments or accompanying forms should be clearly referenced in the policy and available to all APD employees to which they apply from the same electronic point of access as the policy (PowerDMS).

2.9.10 DOCUMENT FORMATTING

Each APD policy and standard operating procedure should follow formatting guidelines specified in the following:

1. DM 02.03 - Department Directives Manual
2. DM 02.03 - Exhibit A - Directives Manual Exhibit A
3. DM 02.03 - Exhibit B - Directives Manual Exhibit B

2.9.11 REFERENCES

References: Colorado Department of Public Safety (1.06.009), Policy Development and Format, August 2019
Writing a Standard Operating Guideline (1.03.001), Division of Fire Prevention and Control, June 2016
Developing Effective Standard Operating Procedures (FA-197), Federal Emergency Management Agency, December 1999

APPENDIX D:
DIRECTIVE MANUAL 04.15
POLICE VEHICLE PURSUITS

AURORA POLICE DEPARTMENT

DIRECTIVES MANUAL

04.15 POLICE VEHICLE PURSUITS

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Oct-14-2024
Revised:	Jul-15-2025
Associated Policy:	DM 04.02, 05.05, 16.04
References:	C.R.S. § 42-4-108
Review Authority:	Policy and Compliance Unit, Training Division Chief, and APD Legal Advisor(s)

4.15.01 PURPOSE

The purpose of this directive is to provide sworn members with clear guidance on the authorization to initiate a police vehicle pursuit, guidelines for engagement in a pursuit, and the factors required to be continually assessed in determining whether to continue or terminate a pursuit. The primary goal is to provide sworn members with a means to immediately apprehend violent and dangerous suspects while mitigating the risk of injury or damage posed by engaging in the pursuit.

4.15.02 SCOPE

This directive applies to all sworn members of APD.

4.15.03 POLICY

Sworn members will engage in the pursuit of motor vehicles only as stated in this directive. A sworn member is authorized to initiate or to continue a pursuit only if, after consideration of the factors stated in this directive, they reasonably believe that the need for immediate apprehension of the suspect outweighs the risk of harm to the public.

4.15.04 DEFINITIONS

Additional Support Units: Sworn members responding to an anticipated termination point of the pursuit to assist in an ancillary capacity are not involved in the pursuit but are part of the pursuit response.

Blocking Vehicle: A motor vehicle positioned to control and direct traffic.

Boxing / Heading Off: This maneuver involves surrounding the subject's vehicle with moving police vehicles or getting in front of the subject's vehicle with a single police vehicle. Sworn members then reduce their speed in a controlled manner to slow the subject vehicle to a stop.

Deliberate Vehicle Contact: Any action by the member intended to result in contact between a police vehicle and the suspect's vehicle, such as the vehicle containment maneuver, the precision immobilization technique (PIT), or the controlled contact intervention.

Vehicle Containment Maneuver: A calculated maneuver or tactic utilizing vehicle contact to immobilize a target vehicle before the driver can escape or elude police by means of the vehicle. This tactic may be used to prevent a pursuit or at the termination point of a pursuit.

Precision Immobilization Technique (PIT): This technique employs deliberate vehicle contact, involving contact between the front quarter panel of a moving police vehicle and the rear quarter panel of a moving

vehicle intending to cause the vehicle to spin away from the direction of travel and stop the pursuit. PIT shall not be employed when the vehicles involved in the pursuit travel more than 45 mph unless exigent circumstances exist.

Controlled Contact Intervention: A member's deliberate collision of a police vehicle into a subject vehicle with the intent to disable the suspect's vehicle.

Divided Roadway: A road that includes a painted median or physical barrier between traffic traveling in opposite directions.

Eluding: Occurs when a sworn member driving a marked police vehicle gives a visual and/or audible signal(s) such as lights and/or siren directing the operator of a motor vehicle to bring their vehicle to a stop. The operator fails to stop and willfully increases their speed, extinguishes their lights, or takes other evasive action to avoid apprehension by the sworn member.

Emergency Response/Operation: Driving a marked or unmarked police vehicle with the emergency lights and/or siren in operation according to the Colorado Revised Statutes and applicable municipal ordinances.

Failure to Yield: This occurs when a sworn member driving a police vehicle gives a visual and audible signal(s) directing the operator of a motor vehicle to bring their vehicle to a stop. The operator fails to stop but does not willfully increase their speed, extinguish their lights, or take other evasive action to avoid apprehension by the sworn member.

Funneling: A controlled attempt to guide the suspect vehicle towards a predetermined route and influence the suspect driver to reduce its speed. This does not include driving directly alongside or in front of the subject vehicle.

Non-Originating Jurisdiction: A jurisdiction entered during a pursuit when the pursuit began in another jurisdiction.

Originating Jurisdiction: The jurisdiction where a pursuit begins.

Primary Jurisdiction: The jurisdiction of the sworn member driving the primary vehicle.

Primary Vehicle: The police vehicle driven by the sworn member initiating a pursuit or a marked police vehicle taking the lead vehicle position.

Pursuit: An active attempt by a sworn member to apprehend an operator of a motor vehicle who, after having been given a visual and audible signal (emergency lights and siren) directing such operator to bring the vehicle to a stop, fails to obey such direction AND takes overt action to avoid apprehension by the sworn member.

Pursuit Supervisor: A supervisor responsible for overseeing and making critical decisions during a vehicle pursuit.

Roadblock: A restriction or obstruction intended to prevent the free passage of motor vehicles.

Secondary Vehicle: A police vehicle that becomes involved in a pursuit immediately following the primary vehicle and acts as the primary vehicle's backup.

Special-Purpose Police Vehicle: Any police department-owned or operated vehicle other than a marked police vehicle operated by a sworn member. Special-purpose police vehicles include but are not limited to canine vehicles, motorcycles, and unmarked vehicles.

Street Paralleling: Driving a police vehicle on a nearby street in the vicinity of the pursuit with the intent to assist at the scene of the pursuit termination and the taking into custody of the suspect(s). Paralleling units are making a concentrated effort to keep up with the pursuit, and they shall have lights and sirens activated.

Tire-Deflation Device: A device designed to penetrate and deflate the tire(s) of a moving target vehicle, reducing the target vehicle's mobility.

Uninvolved Command Officer: A supervisor at the rank of Lieutenant or higher who did not actively participate in the vehicle pursuit. Approving, acknowledging, or coordinating a vehicle pursuit is not considered actively involved.

4.15.05 CORE PRINCIPLES

Sanctity and Dignity of All Individuals: Sworn members shall make every effort to respect and preserve human life and always uphold the value and dignity of all persons. The life, safety, and welfare of all persons are paramount when carrying out the duties of a peace officer.

Balance of Need to Pursue versus Risk of Injury: A sworn member's mission to enforce the law and to protect life and property includes the need to apprehend suspects who may seek to avoid apprehension by fleeing in a motor vehicle. Engaging in a motor vehicle pursuit poses a risk of loss of life, serious bodily injury, and serious property damage to the sworn members involved, the suspect driver and their passengers, and innocent bystanders. This directive balances the need to pursue a suspect against the risk of injury posed by engaging in the pursuit. Sworn members shall only initiate or continue a pursuit as stated in this directive.

Authorization to Initiate or to Continue Pursuit: A sworn member's decision to initiate or to continue an authorized pursuit must be based on facts known at the time of the determination to pursue. It shall include factors such as the seriousness of the suspected offense, ability to apprehend later, availability of alternative methods of apprehension, weather, traffic, roadway conditions, time of day, and the nature of the area where the pursuit occurs. A sworn member is authorized to initiate or to continue a pursuit only if they reasonably believe that the need for immediate apprehension of the suspect outweighs the risk of harm to the public.

Continuous Assessment: Sworn members shall continuously balance the need for immediate apprehension of the suspect(s) with the need to protect the public from the increased danger caused by the pursuit. This evaluation includes not only the decision to pursue but also continues during the pursuit. Whenever the risk to the public outweighs the benefit of immediate apprehension, all members involved in the pursuit have the responsibility to discontinue the pursuit. Additionally, sworn members shall continually assess whether the initial justification for the pursuit continues to exist as the circumstances of the pursuit change.

Duty to Drive with Due Regard: Although Colorado law may suspend an officer's duty to obey traffic laws when operating an emergency vehicle in pursuit, sworn members shall be required to conduct a pursuit with due regard for the safety of all persons, including themselves, other sworn members, the suspect driver and their passengers and innocent bystanders.

Guidelines for the Pursuit: Only the primary and one secondary vehicle, plus a supervisor, shall be directly involved in a pursuit unless the Pursuit Supervisor or involved member authorizes or requests additional units. The Pursuit Supervisor may authorize additional units if the circumstances dictate (multiple armed/violent suspects) or as required to control the course of the pursuit and/or at the point of termination. Only marked patrol vehicles or special-purpose vehicles equipped with an emergency light and an audible device may be involved in a pursuit. All sworn members involved in a pursuit will perform their respective roles and responsibilities as stated in this directive.

Forcible Termination of Pursuit: Only sworn members trained on department-approved and trained methods of forcible termination may use such methods to terminate a pursuit. Department-approved and trained

methods of forcible termination include tire deflation devices and deliberate vehicle contact, such as the vehicle containment maneuver, precision immobilization technique (PIT), or controlled contact intervention. Sworn members shall obtain supervisory approval before using forcible termination methods unless there are extenuating circumstances that would necessitate their implementation and the involved members have the present ability to perform them. Sworn members must clearly articulate why supervisor approval was not possible.

Pursuit Reporting and Review: All sworn members involved in a pursuit shall follow the reporting and review requirements stated in the directive. All pursuits shall be reviewed to determine whether they were within the departmental directive, whether any training needs should be considered, and whether any changes to the directive are required.

4.15.06 AUTHORIZATION TO INITIATE PURSUIT

Members can initiate a pursuit; however, the member will immediately notify a supervisor of the start and provide justification. The supervisor will decide whether to continue the pursuit and will assume command as soon as they are able.

A sworn member may pursue any person attempting to escape in a vehicle only when, at the time a decision is made to pursue, the sworn member reasonably believes that the suspect driver or occupant:

1. Has committed or is committing a felony and presents a serious risk to public safety if they are not immediately apprehended; or
2. Has committed or is committing a crime involving a firearm that poses a serious threat of harm to the public.
3. Is operating a vehicle that is reasonably believed to be stolen. (Further criteria in 4.15.07)
4. Is driving while under the influence of alcohol and/or drugs (DUI).
 - a. Under this criteria, the decision to engage must weigh the seriousness of the offense against the potential risks of the pursuit, with safety as the primary concern.

Pursuing sworn members shall use their discretion to order the pursuit discontinued if they reasonably believe that the danger to the sworn members engaged in the pursuit, the suspect driver, their passengers, or the public outweighs the need for immediate apprehension of the suspect.

4.15.07 LEGAL AND OPERATIONAL CRITERIA FOR PURSUITS OF STOLEN VEHICLES

Sworn members are authorized to initiate a pursuit based on their reasonable belief that the vehicle is stolen. A sworn member may initiate a pursuit when there is a reasonable belief that a vehicle is stolen.

The indicators listed below may contribute to establishing reasonable suspicion in support of that belief:

1. The vehicle has no license plates attached.
2. The vehicle's license plates are obscured, altered, or positioned in a manner that prevents clear identification.
3. The vehicle displays plates that are stolen, fictitious or fraudulent, misuse, or are not assigned to any legally registered vehicle.

4. The Vehicle Identification Number (VIN) is concealed, altered, defaced, or deliberately obstructed.
5. The vehicle matches the description of one reported stolen in law enforcement bulletins, BOLOs, or verified databases, and the sworn member has confirmed identifying characteristics.
6. The operator is observed starting the vehicle with an object other than an authorized ignition key (e.g., a screwdriver, pliers, or bypass device).

4.15.08 PURSUIT GUIDELINES

In all police vehicle pursuits, sworn members are reminded that their primary responsibility is the safety and welfare of the public and shall be continually assessed during the pursuit.

Sworn Members actively involved in the pursuit will activate their body-worn cameras in compliance with [DM 16.04 - Body-Worn Cameras](#).

Factors in Deciding to Initiate/Continue a Pursuit:

1. A sworn member shall continually evaluate the following factors in weighing the need for immediate apprehension of the suspect versus the risk of injuring themselves, members of the public, or the suspect by initiating and continuing in the pursuit:
 - a. Suspect Identification: Knowledge about the suspect being pursued. The suspect has been positively identified or identifying suspect characteristics and/or vehicle registration are known to the point where later apprehension is possible.
 - b. Vehicular Traffic: Volume, speed, and direction of vehicular traffic and direction of pursuit.
 - c. Nature of the Area: residential, commercial, school zone, highway, etc.
 - d. Pedestrian Traffic: Population density, volume, and time of day.
 - e. Environmental Factors: Adverse weather conditions, darkness, etc.
 - f. Road Conditions: Construction, poor repair, extreme curves, etc.
 - g. Capabilities of the Involved Vehicles: Perceived performance capabilities and conditions of the fleeing vehicle compared to the police vehicle. Officers shall consider the capabilities of their own vehicles before engaging or continuing in a pursuit, i.e., avoid pursuing an off-road vehicle with a non-four-wheel drive low clearance police vehicle off the pavement.
 - h. Speed: The speed of the fleeing vehicle and the officer's vehicle, especially in relation to the speed limit and customary flow of traffic.
 - i. Distance: The distance between the primary and secondary units and the fleeing vehicle.
 - j. Apprehension: Likelihood of successful apprehension.

Number and Types of Vehicles Authorized:

Only the primary and one secondary vehicle, plus a supervisor, shall be directly involved in a pursuit unless the Pursuit Supervisor or involved member authorizes or requests additional units. When authorizing

additional units, the Pursuit Supervisor may consider factors such as the number of suspects in the subject vehicle, weapons involved, traffic conditions, and environmental factors, among others. The Pursuit Supervisor shall balance the most effective number of police vehicles needed to successfully apprehend the suspect with the need to minimize risks to the public and sworn members.

The Pursuit Supervisor or involved member authorizes or requests additional units if warranted (multiple armed/violent suspects, etc.) or as required to control the course of the pursuit and/or at the point of termination. Only marked patrol vehicles or special-purpose vehicles equipped with an emergency light and an audible device may be involved in a pursuit. All sworn members involved in a pursuit will perform their respective roles and responsibilities as stated in this directive. The pursuit supervisor shall be aware of and approve the number of units actively involved. Sworn members not authorized by a supervisor shall not participate in the pursuit.

Special-purpose police vehicle restrictions:

1. A marked police vehicle is the most suitable vehicle to conduct a pursuit. A special-purpose police vehicle may initiate a pursuit. However, the special-purpose police vehicle will relinquish primary unit status immediately upon the participation of a marked police vehicle. The special-purpose police vehicle will relinquish secondary vehicle status when a marked police vehicle can assume that status.
2. A motorcycle officer shall not initiate a pursuit except in life-threatening situations, which cannot be based solely on the articulation of driving impairment due to alcohol or drugs.

Adherence to Law During a Pursuit:

All sworn members operating a vehicle during a pursuit will do so according to the provisions of the Colorado Revised Statutes, specifically C.R.S. § 42-4-108, in its entirety. State law suspends compliance with some traffic laws. Still, it does not relieve sworn members of the responsibility of driving with due regard for the safety of others. Members, when engaging in a pursuit, may:

1. Proceed past a red or stop signal or stop sign, but only after slowing down as may be required for safe operation.
2. Exceed the lawful speed limits so long as the member does not endanger life or property.
3. Engage in speeds in excess of 100mph only when the member and supervisor can justify the necessity of high speeds based on the severity of the crime and potential risk to the public. Pursuit speeds should not exceed the capabilities of the officer or the police vehicle.
4. Disregard regulations governing directions of movement or turning in specified directions.

Sworn members operating a police vehicle in a pursuit shall use emergency equipment (emergency lights and siren) to give adequate warning to motorists and pedestrians of its approach.

Failure to Yield

Sworn members may continue to follow with lights and sirens activated and in compliance with traffic laws as long as the operator's driving actions meet the failure-to-yield definition. If the motor vehicle operator takes any overt action to avoid apprehension, members may initiate a pursuit if otherwise authorized.

Restrictions on Police Vehicle Pursuits:

It is the policy of the Aurora Police Department that pursuits shall not be conducted under the following circumstances:

1. Without emergency lights and siren warning devices activated by all pursuing vehicles.
2. In a direction opposite to traffic flow on a divided roadway. Members are prohibited from pursuing against the flow of traffic on a divided roadway. Members may pursue on the other side of the divided roadway with the flow of traffic.
3. Continue a motor vehicle pursuit if the primary unit, any secondary unit, or any supervisor orders the pursuit to be terminated.
4. When transporting a member of the public (disabled motorist, courtesy ride, etc.) or a person in custody, members shall not engage in a pursuit.
 - a. Members may engage in a pursuit with a civilian city employee passenger or a civilian passenger who has signed a department waiver and shall immediately turn over the pursuit upon the entry of a relief unit unless authorized by a supervisor to continue engagement in the pursuit.
5. Continuing to "follow" at a rate of speed exceeding the posted speed limit and/or in violation of other traffic laws when a pursuit is not authorized. The mere act of extinguishing emergency equipment does not imply the discontinuation of a pursuit.
6. Terminating a pursuit with a roadblock, as this is not an authorized termination technique.

Roles and Responsibilities:Pursuing Member Responsibilities:

When a sworn member initiates a pursuit, they will immediately broadcast details of the pursuit over a primary talk group until a secondary vehicle joins the pursuit. These details will include, at a minimum:

1. Declaration of the pursuit
2. Location and the direction of travel
3. Vehicle Description
4. Occupant description(s)
5. Reason for the pursuit
6. Speed of the pursuit
7. Traffic conditions
8. Road conditions

The primary pursuing sworn member shall update the location, direction of travel, speed, traffic, and road conditions with any significant change.

A secondary pursuing sworn member shall assume the responsibility of broadcasting the above details upon joining the pursuit.

Pursuit Supervisor Responsibilities:

The authorizing supervisor shall assume incident command upon the declaration of a pursuit unless relieved by a higher-ranking supervisor or a supervisor directly involved in the pursuit. An on-duty Watch Commander or command officer shall acknowledge via radio that they are aware of the active pursuit. The acknowledgment of a pursuit by a Watch Commander or command officer does not relieve the Pursuit Supervisor of the responsibility of evaluating the conditions of the pursuit and managing it appropriately, including terminating the pursuit if circumstances warrant.

The Pursuit Supervisor:

1. Shall assess the risks and hazards involved in allowing the pursuit to continue.
2. Shall allow the pursuit to continue only if the pursuit meets this directive's authorization and justification criteria.
3. Shall order the pursuit discontinued if they reasonably believe that the danger to the sworn members engaged in the pursuit, the suspect driver, their passengers, or the public outweighs the need for immediate apprehension of the suspect.
4. May authorize additional sworn members to street parallel and monitor the area of the pursuit as required.
5. May authorize additional sworn members to assist with traffic control along the anticipated route of the pursuit.
6. May assign additional sworn members to render assistance at the termination or discontinuation point of the pursuit.
7. Shall coordinate with an uninvolved command officer (i.e., Lieutenant) to start the review process once the incident has concluded.

Supervisor Discontinuation of a Pursuit:

Supervisors who have knowledge of facts that cause them to reasonably believe that the risks posed by the pursuit outweigh the need for immediate apprehension may modify the decision of the Pursuit Supervisor and discontinue the pursuit.

Watch Commander/Command Officer Responsibilities:

A Watch Commander or command officer shall acknowledge the initiation of a pursuit over the air as soon as practical. While the Pursuit Supervisor is responsible for the tactical level supervision of a pursuit, such as the number of units directly involved, street paralleling units, environmental factors, termination tactics, and related responsibilities, the Watch Commander or command officer is expected to ensure basic policy adherence, including reviewing the reason for the pursuit, number of police units involved and assigned responsibilities. This ensures that there is a second level of review and allows the Pursuit Supervisor to focus on command and control of the pursuit itself.

4.15.09 STREET PARALLELING

Sworn members must have supervisor approval to participate in street paralleling. Sworn members shall operate their police vehicles with emergency lights and sirens while street paralleling. Sworn members participating in street paralleling will be considered to be actively participating in the pursuit. The Pursuit Supervisor will have the authority and the expectation to determine the number of vehicles involved in street paralleling.

4.15.10 TRAFFIC CONTROL

Sworn members participating in traffic control efforts are not authorized as part of the pursuit and will adhere to [DM 04.02 - Emergency Response](#). The purpose of sworn members involved in traffic control is to block traffic at intersections for public safety purposes and enhance the safety of uninvolved motorists. Sworn members providing traffic control will utilize lights and sirens when violating any traffic codes and utilize such emergency equipment to control traffic flow and warn uninvolved members of the public. Sworn members shall notify Aurora911 via radio of the locations where they are providing traffic control upon their arrival. Traffic control is considered part of the pursuit response. Traffic control shall not be used as a roadblock.

4.15.11 ADDITIONAL SUPPORT UNITS

Sworn members may respond to anticipated termination points of a pursuit with the intent to provide quick assistance as additional support units. For this purpose, sworn members operating a police vehicle in violation of traffic laws shall adhere to [DM 04.02 - Emergency Response](#). Sworn members acting only as additional support units will not be considered involved in a police pursuit but rather part of the pursuit response.

4.15.12 TECHNIQUES FOR STOPPING VEHICLES

When the situation justifies the need for immediate apprehension of a fleeing suspect, pursuing members may need to employ forcible termination techniques. Sworn members shall obtain approval from the Pursuit Supervisor prior to initiating any forcible termination method unless there are extenuating circumstances that would necessitate their implementation and the involved members have the present ability to perform them. Sworn members must clearly articulate why supervisor approval was not possible. Only Department-approved and trained methods of forcible termination shall be used, and only sworn members trained in their use may use forcible termination methods.

When a pursuit is forcibly terminated, an uninvolved supervisor will initiate the appropriate use of force investigation. Upon forcible termination of a pursuit, a command officer not involved in the pursuit will conduct the pursuit review.

If no command officer is available at the pursuit termination point, an uninvolved supervisor will photograph the scene and document the units involved in the pursuit. This information will be provided to an uninvolved command officer, who will then conduct the review.

Department-approved and trained methods of forcible termination include the following:

Tire Deflation Devices:

1. Tire deflation devices are authorized to immobilize vehicles, but their use against moving vehicles poses significant risks to officers. Their deployment should prioritize officer safety, including clear communication with pursuing vehicles and strict adherence to training protocols.
2. Tire-deflation devices shall not be used on vulnerable vehicles such as:

- a. Motorcycles, MOPEDS, three-wheeled vehicles, etc.
 - b. ATVs
 - c. Trucks with passengers riding in the bed/cargo area.
 - d. Vehicles with placards showing hazardous cargo.
3. The use of a tire-deflation device against a moving vehicle is a Tier 1 level of review unless it is the primary cause of an injury requiring professional medical treatment (Tier 2) or where hospitalization or death occurs (Tier 3). A Tier 1 and Tier 2 level of review will be adjudicated in conjunction with the vehicle pursuit review but will require its own report. The Force Review Board will adjudicate a Tier 3 level of review.

Boxing / Heading Off:

This technique is to be used only when sworn members suspect that the subject driver is incapable of stopping the vehicle on their own and there is no nexus to a criminal event. Vehicle contact is expected. If this technique is used for a medical emergency, not including intoxication due to drugs or alcohol, the sworn member must reasonably believe that the driver is experiencing a medical emergency, and the member will communicate this fact over the radio.

Funneling:

1. A funneling technique shall not be established until all pursuing sworn members are made aware of it and its location and have acknowledged this awareness.
2. Once a funneling technique has been established, and a vehicle or barricade has been positioned, there will be an adequate distance for the suspect to see the funnel and safely stop their vehicle, and there will be an "escape" route available to prevent a collision. The speed of the suspect vehicle shall be considered, and the size and width of the path that the suspect is expected to navigate will be adjusted accordingly. Funneling is commonly used with a tire deflation device to direct the subject vehicle's path over the tire deflation device.
3. Vehicles used to funnel shall be unoccupied.

Precision Immobilization Technique (PIT):

1. Trained members employing the PIT will plan for the execution of the technique. Executing members shall select a location that provides sufficient width, free of obstructions, with the intent to allow the vehicles to implement the technique and come to rest without impacting any other object or person(s).
2. When performing the PIT maneuver, sworn members shall, unless there are extenuating circumstances which the member can clearly articulate:
 - a. Obtain supervisor approval.
 - b. Broadcast via the police radio that they are about to perform the PIT.
 - c. Ensure that emergency lights and sirens are activated prior to and during the technique.
 - d. Employ the PIT at speeds 45 mph or less. Lower speeds minimize the likelihood of injury.

3. The Precision Immobilization Technique (PIT) shall not be utilized when the following circumstances exist:
 - a. Speed is greater than 45 mph.
 - b. The subject vehicle is a:
 - i. Motorcycle, MOPED, three-wheeled vehicles, etc.
 - ii. ATV
 - iii. Truck with passengers riding in the bed/cargo area.
 - iv. Vehicle with placards showing hazardous cargo.
 - v. Bus
 - vi. Large Commercial Vehicle
 - vii. Recreational Motor Home
4. Factors required to be evaluated for the implementation of the PIT maneuver are the following:
 - a. Pedestrians Present.
 - b. Type of Area (e.g., commercial, residential, school, etc.).
 - c. Traffic Congestion.
 - d. The vehicle's contact points or bumpers, especially when the points or bumper(s) cannot match the police vehicle.
 - e. Elevation of the Roadway (incl., highway on and off-ramps).
 - f. Blind Curves.
 - g. The vehicle's center of gravity, especially when it is a high center of gravity, such as campers, pick-up trucks, and some sports utility vehicles.
 - h. Roadside Obstacles (e.g., ditches, construction, curbs, traffic signs, guardrails, barriers, etc.)
5. Upon completing the PIT, pursuing units should attempt a vehicle containment maneuver in accordance with training to prevent the driver from attempting to flee in the vehicle.

Vehicle Containment Maneuver (VCM):

1. The vehicle containment maneuver is a coordinated maneuver where one or more vehicles block the movement of a target vehicle with the intent to restrict or prevent the target vehicle from moving without causing substantial damage to all vehicles involved. The positioning of police vehicles should be against the front and/or rear bumpers of the target vehicle to prevent spacing that the driver could use to escape in the vehicle. The vehicle containment maneuver does not involve performing a controlled contact intervention on the target vehicle. The vehicle containment maneuver is a Tier 0 Level of Review.

2. When a sworn member(s) utilizes the vehicle containment maneuver, they shall complete a general offense (GO) report or supplemental report and articulate their justification for using the maneuver in their report.
3. The initiating sworn member is responsible for coordinating the vehicle containment maneuver with involved members, consistent with department training and policy, unless coordination is assumed or assigned by a supervisor.
4. In circumstances where the target vehicle may be contained by utilizing an environmental object (i.e., concrete wall, hardened barrier, etc.), the sworn member should assess the stability of the object and the likelihood it will be able to hold the containment.
5. The vehicle containment maneuver shall only be employed by sworn members who have received training in such tactics and within the following parameters:
 - a. Other reasonable intervention techniques have failed or appear ineffective.
 - b. Employing the vehicle containment maneuver does not unreasonably increase the risk to the public, the sworn member(s), and persons in the target vehicle.
 - c. The target vehicle is stationary.
 - i. The department recognizes that the target vehicle may unexpectedly move, leading to a collision between the target vehicle and the police vehicle. Under such circumstances, the sworn member's attempted vehicle containment maneuver will be considered within the stationary vehicle requirement if the intended and likely outcome of the member's actions was minimal risk of significant damage or injury.
 - ii. A sworn member shall not attempt the vehicle containment maneuver when the target vehicle moves before the vehicle containment maneuver is performed, and the sworn member has time and distance to cease the attempt.
 - d. The contact points or bumpers of the target vehicle and police vehicle(s) are similar in height.
6. For specialized units with specially equipped vehicles, multi-officer vehicles, and/or training in unit tactics and procedures for high-risk vehicle engagements, a vehicle containment maneuver is authorized when it is determined to be the safest option and is dictated by that specialized unit's standard operating procedures (SOPs) and chain-of-command. Specialized units that are authorized to employ the vehicle containment maneuver based on their SOPs are the following:
 - a. Special Weapons and Tactics (SWAT)
 - b. Direct Action Response Team (DART)
 - c. Gang Intervention Unit (GIU)

Controlled Contact Intervention (CCI):

1. A controlled contact intervention must be objectionably reasonable based on the totality of the circumstances. Sworn members should only perform a controlled contact intervention when:
 - a. The fleeing suspect reasonably appears to represent a serious threat to the public if not immediately apprehended,

- b. Other reasonable tactical means at the member's disposal have been exhausted or reasonably appear that they would be ineffective, and
 - c. The CCI does not unduly endanger the public, sworn members, or persons in the target vehicle.
- 2. A controlled contact intervention does not include a precision immobilization technique or vehicle containment maneuver, as those are performed using a controlled speed not intended to cause substantial damage.
- 3. A controlled contact intervention is a Tier 2 level of review unless it is the primary cause of hospitalization or death (Tier 3). A controlled contact intervention classified as a Tier 3 level of review requires a scene response and investigation by members of the Traffic Section.

4.15.13 AIR SUPPORT UNIT

An air support unit provides rapid response, aerial patrol, and observational support for police-related activities. Sworn members may consider requesting the assistance of an air support unit in conjunction with or as an alternative to a vehicle pursuit.

4.15.14 INTER-JURISDICTIONAL PURSUITS

The following procedures shall be followed:

Notifications:

Whenever a pursuit enters a non-originating jurisdiction, sworn members shall request dispatch to notify the non-originating jurisdiction of the existence of and reason for the pursuit as well as when a pursuit is discontinued or reaches termination.

Supervisory Responsibilities:

An APD supervisor shall respond to the termination or discontinuance scene and request a supervisor from the other jurisdiction to respond. The APD supervisor shall coordinate with the other jurisdiction's supervisor to gather information concerning the circumstances of its sworn members who participated in the pursuit and coordinate the investigation efforts.

Outside Agency Pursuits Entering Aurora:

A supervisor from APD may assign sworn members to assist with traffic control, render assistance at the termination or discontinuation point, or monitor a pursuit that originated in another jurisdiction. Such sworn members shall not be considered directly involved in the pursuit.

Upon request from an outside agency for assistance, an APD Supervisor will consider the justification for their pursuit to ensure APD pursuit criteria have been met. If the criteria are met, the APD Pursuit Supervisor may authorize and assign APD units to actively participate in the pursuit. The APD supervisor who authorizes the pursuit will be the pursuit supervisor for the duration of the involvement of APD sworn members.

The overall command of the pursuit will rest with the primary jurisdiction.

4.15.15 PURSUIT REPORTING AND REVIEW

Upon termination of the pursuit, the Pursuit Supervisor will determine what reports will be completed by participating sworn members. In all pursuit cases in which the department actively participated, regardless of the outcome, an APD sworn member will complete a General Offense Report documenting the offense(s) and justification for the pursuit. All other members involved in the pursuit response, including those participating in street paralleling activities, participating in traffic control, and providing additional support, shall complete a report pursuant to [DM 08.10 - Reports](#). If the incident involved a use of force, including the use of the PIT maneuver or vehicle containment maneuver resulting in a Tier 3 Level of Review or any controlled contact intervention, a second supervisor will investigate those uses of force in accordance with Aurora Police Department directive [DM 05.05 - Reporting Use of Force](#).

On all vehicle pursuits, an uninvolved command officer will be responsible for completing a preliminary review, entering the information into the administrative management system for reporting and review, and making an initial recommendation in the report. Any PIT or vehicle containment maneuver associated with a vehicle pursuit resulting in a Tier 2 Level of Review or less shall be included in the vehicle pursuit review. A pursuit ending in a Use of Force requires the completion of a Use of Force report but will be adjudicated by the same member of command.

For the purposes of the pursuit review and adjudication, Automatic Vehicle Location (AVL) will not be downloaded unless:

1. The pursuit results in an injury to an uninvolved individual.
2. The pursuit results in a force used that requires a Tier 3 level of review.
3. There is significant public interest.
4. At the discretion of the Commander.

For pursuits where the AVL is not required to be downloaded, supervisors will provide their best estimates for average and top speeds based upon either radio traffic, BWC, or officer statements. This information will be utilized for internal administrative purposes only, and any event where precise readings are necessary will require AVL download and attachment.

The uninvolved command officer reviewing a vehicle pursuit shall forward the report to the appropriate Commander or designee. The Commander or designee will review the report for completeness and thoroughness. The Commander or designee will forward the report to the appropriate Division Chief. Should the primary sworn member not report to a Commander, the report will be forwarded directly to the appropriate Division Chief. The Division Chief will adjudicate the pursuit and close the report. The pursuit review and adjudication, along with the use of force review, will be completed in 45 days for uses of force being adjudicated at the district level.

Annually, the analytical results of police vehicle pursuit incidents, including a review of pursuit policies and reporting procedures, will be disseminated to Command Staff for suggestions regarding potential policy revisions, equipment modifications, disciplinary concerns, and/or training needs based on issues or trends identified in the analysis. The Training Section will conduct this annual analysis.

APPENDIX E:
DIRECTIVE MANUAL 05.08
USE OF FORCE ADJUDICATION

AURORA POLICE DEPARTMENT

DIRECTIVE MANUAL

05.08 USE OF FORCE ADJUDICATION

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Aug-18-2023
Revised:	Aug-11-2025
Associated Policy:	DM 05.01, 05.02, 05.06, 08.32, 09.06
References:	C.R.S. § 18-1-707, 18-8-802, 24-31-905, SO 23-03
Review Authority:	Professional Standards and Training Deputy Chief and APD Legal Advisor(s)

5.8.01 PURPOSE

This directive provides sworn members of the Aurora Police Department (APD) with clear and direct guidelines to follow when adjudicating Tier One, Two, and Three uses of force. It also defines the membership, mandate, and operational workflow of the Force Review Board (FRB). Through a thorough adjudication process, APD seeks to establish and sustain a culture of continuous improvement, critical self-evaluation, and promotion of APD's mission and values.

5.8.02 SCOPE

This directive applies to all sworn members of APD tasked with adjudicating use of force incidents. Uses of force will be reviewed for policy compliance, conformance to law, and the objective reasonableness of the application of force.

5.8.03 DEFINITIONS

Definitions from the following directives apply to this directive:

[DM 05.01 - Use of Force](#)

[DM 05.02 - Use of Force Model](#)

[DM 05.03 - Less-Lethal Devices, Weapons, and Techniques](#)

[DM 05.04 - Authorized Firearms, Weapons, and Ammunition](#)

[DM 05.05 - Reporting Use of Force](#)

[DM 05.06 - Investigating Use of Force](#)

[DM 05.07 - Investigating Use of Lethal Force](#)

5.8.04 POLICY

The policy of the Aurora Police Department is that all uses of force are adjudicated in a timely, thorough, impartial, and accurate manner. APD commits to using a transparent adjudication process and a process of critical analysis leading to continuous improvement to further the legitimacy of the agency by the public and promoting trust between the APD and the community we serve.

5.8.05 CORE PRINCIPLES

The following core principles are provided to guide sworn members regarding the adjudication of use-of-force incidents:

Accountability: We are responsible for our actions and decisions. We are committed to holding ourselves and each other responsible for misconduct and performance failures.

Continuous Improvement: Building a culture dedicated to bettering performance individually and as a department is crucial for a professional law enforcement agency. Use of force review can provide valuable lessons for individual sworn members as well as show trends, patterns, and areas where the agency needs strengthening or where the department is excelling in training (such as baseline arrest control proficiency) and policy updates that can be used to enhance department operations.

Critical Assessment: Evaluation of use of force incidents should identify successes, failures, and constructive steps needed to improve for individual members and collectively as an agency.

Objectivity: Use of force adjudications shall focus on the facts and circumstances pertinent to the use of force and precipitating events. The review and determination of whether the use of force complies with department policies and state, federal, and binding case law shall be free of personal bias or agenda. Opinions or statements that are not a component of conducting a fair and unbiased analysis shall not be included in the review.

5.8.06 USE OF FORCE REVIEW RESPONSIBILITIES AND WORKFLOWS

A Tier 1 or 2 Level of Review report will be forwarded to the subject member's lieutenant or immediate command officer. For a Tier 1 Level of Review or a Tier 2A Level of Review with no or minor injury, the initial receiving command officer will have twenty-one calendar days to complete the adjudication process. The initial receiving command officer shall include their findings, commendations or remediations given, and training provided in the adjudication form.

Tier 1 Level of Review

A receiving command officer will adjudicate the use of force and forward the adjudication form to the Bureau/District commanding officer or designee for a final review. When they determine a complete and thorough adjudication has been accomplished, the Bureau/District commanding officer or designee will close the form.

Tier 2A Level of Review with no or minor injury

A receiving command officer will adjudicate the use of force and forward the adjudication form to the Bureau/District commanding officer or designee. When they determine that a complete and thorough adjudication has been accomplished, the Bureau/District commanding officer or designee will send the adjudication form to the FIU, who will review it for consistency and completeness. The FIU will notify an IIB command officer of any significant concerns with these adjudications for assistance in addressing them.

The Force Review Board will adjudicate a Tier 2B Level of Review with professional medical treatment provided or a Tier 3 Level of Review.

Tier 2B Level of Review requiring professional medical treatment

A receiving command officer will provide a summary of their findings, commendations or remediations given, and training provided but will not adjudicate the use of force. Within twenty-one days, they will forward the report to the FIU for adjudication by the Force Review Board.

Tier 3 Level of Review

These reports will be created by an FIU member and adjudicated by the Force Review Board. An entry will be created in the administrative management system for a Tier 3 Level of Review by an FIU member within one day of being notified of the event.

A Bureau/District commanding officer or designee may request assistance adjudicating any Tier Level of Review from the Force Investigative Unit.

The subject member's chain of command will not adjudicate any Tier Level of Review in which the use of force itself is believed to not be in compliance with department policy or any expected discipline is beyond the scope of the chain of command.

The FRB will adjudicate a Tier 1 Level of Review or a Tier 2A Level of Review with no or minor injury at the request of the subject member's chain of command that requires further review or as directed by the Chief of Police or designee.

The FRB will evaluate the need for department-wide improvements relative to the following:

1. Tactics
2. Training
3. Policy
4. Supervisory incident management, investigation, and documentation of the use of force incident.

Generally, use-of-force incidents can have significant training value. A sworn member of any level of the review process may recommend that material from a use-of-force incident be used for training. The sworn member shall be notified before their reports and videos are used for training. Videos shall be approved for training by the Chief of Police or designee ([DM 16.04.22 - Body-Worn Cameras](#)) and requested for download through the Electronic Support Section (ESS). Material records from a use-of-force incident shall not be used for training until the chain of command or FRB has adjudicated it.

5.8.07 FACTORS CONSIDERED IN THE ADJUDICATION OF USES OF FORCE

The following dimensions should be considered when initiating the adjudication of a use of force at any tier level of review (also see [Use of Force Report Considerations](#)):

1. Information Sharing: Available information sought and obtained pre-contact. Aurora911 information, CAD/RMS location history, RP statements, other sworn members, etc.
2. Pre-Event Decision-Making: Efforts made prior to contact. Coordination of resources, avenue of approach, contact/cover, use of cover/concealment.
3. Communication: Efficacy of communication between sworn members, assignment of sworn member roles, airing of new/changing information, and communication between Aurora911 and sworn members.

4. Lawful Presence: Legal basis for contact, including the lawful authority for all actions. Dispatched call or proactive contact, Private/Public area, Consent/Reasonable Suspicion/Probable Cause, Implications of bias [DM 08.32 - Bias-Based Policing](#)
5. De-Escalation: Reference Core Principles in [DM 05.01 - Use of Force](#).
6. Use of Force Analysis: Objective reasonableness of the actions taken by sworn members in light of the facts and circumstances confronting them at the time of the incident. The review of each use of force shall be based on the totality of the circumstances faced by sworn members, including:

[Graham v. Connor, 490 US 386 - Supreme Court 1989](#)

- a. The severity of the crime.
- b. The immediate threat to the sworn member(s) or others.
- c. Whether the subject was actively resisting arrest or attempting to evade arrest by flight.

Per [C.R.S. § 18-1-707\(1\)](#), a peace officer may use physical force only if nonviolent means would be ineffective in:

- a. effecting an arrest;
- b. preventing an escape or;
- c. preventing an imminent threat of injury to the peace officer or another person.

Per [C.R.S. § 18-1-707\(2\)](#), when physical force is used, a peace officer shall:

- a. Not use deadly physical force to apprehend a person who is suspected of only a minor or nonviolent offense;
- b. Use only a degree of force consistent with the minimization of injury to others;
- c. Ensure that assistance and medical aid are rendered to any injured or affected persons as soon as practicable; and
- d. Ensure that any identified relatives or next of kin of persons who have sustained serious bodily injury or death are notified as soon as practicable.

Per [C.R.S. § 18-1-707\(3\)](#), a peace officer is justified in using deadly physical force to make an arrest only when all other means of apprehension are unreasonable given the circumstances and:

- a. The arrest is for a felony involving conduct including the use or threatened use of deadly physical force;
- b. The suspect poses an immediate threat of death or serious bodily injury to the peace officer or another person;
- c. The force employed does not create a substantial risk of injury to other persons.

Other factors pertaining to the use of force analysis MAY include:

- a. Information as to the subject's proximity and access to weapons.
- b. Subject's apparent intoxication.
- c. Subject's apparent size, strength, physical skill, and ability.
- d. Subject's perceived mental health.
- e. Time available to the sworn members to make a decision or attempt to resolve the situation through non-violent means.
- f. Environmental factors.
- g. Risk posed to the public and other exigent circumstances.
- h. Additionally, APD uses the criteria of the non-binding decision of [*Hill v. Miracle - Court of Appeals, 6th Circuit 2017*](#), to evaluate the use of force on subjects experiencing a medical or mental health-related emergency in which no criminal charges exist. The non-exhaustive factors listed in the above decision for determining whether officers' actions were objectively reasonable are:
 - i. Subject was experiencing a medical or mental health-related emergency and incapable of making rational decisions.
 - j. Some degree of force objectively reasonable to ameliorate the immediate threat (to the subject and others).
 - k. Force was objectively reasonable under the circumstances.
7. Medical Response/ intervention: Monitoring of the subject, offering and provision of medical attention in a timely manner and compliant with [DM 09.06 - Coordination with Aurora Fire Rescue and Emergency Medical Services](#)
8. Officer Relief Protocol: Replacement of involved officers as soon as practical, consistent with [DM 05.10 - Officer Relief Process](#).
9. Incident Management: Appropriateness of the incident and scene management, including supervisory response and oversight. Clarity and appropriateness of directions from supervisors at the scene. Whether police actions placed sworn members or civilians at unnecessary risk.
10. Policy Compliance: Compliance with [DM 05.01 - Use of Force](#) and other APD policies.
11. Equipment: Availability and functionality of all equipment.
12. Report Writing: Quality of written reports. Thorough articulation of the event, all facts and circumstances confronting sworn members, the force used, factors members relied on in making their decisions, and legal justifications for all actions.
13. Evaluation of Tactics and Training: Efficacy of the tactics used, proficiency of the involved sworn members, and currency of their certifications, as well as the viability of other options and the possibility that engaging sooner would have been more effective and possibly led to a better, safer outcome for officers and civilians.

14. Evaluation of Supervisory Review: Quality of the supervisor's initial investigation and evaluation of factors considered for adjudication of the use of force and review of written reports.
15. Sworn Member History: A sworn member's use of force history shall not be used to determine whether the use of force under consideration is within policy. However, it should be utilized to determine an appropriate level of remediation, if any, including training, coaching for improvement (CFI), or enhanced supervision.

5.8.08 ASSIGNED MEMBERS OF THE FORCE REVIEW BOARD

The Force Review Board (FRB) shall be chaired by the Professional Standards and Training Deputy Chief or designee and shall consist of the following members:

Seats Required for a Quorum / Voting Seats:

1. Professional Standards and Training Deputy Chief or designee (Chair)
2. Aurora City Attorney's Office Police Legal Advisor
3. Training Section Sworn Member
4. At-Large Command Officer from any Division
5. Operations Sergeant (Peer)
6. Operations Officer (Peer)

Non-voting Seats:

1. Chief of Police
2. Assistant Chief of Police
3. Patrol Deputy Chief or designee
4. Investigations Deputy Chief or designee
5. Special Operations Bureau Deputy Chief or designee
6. Police Chief of Staff or designee
7. Business Services Division Manager or designee
8. Training Section Commanding Officer or designee

Ad Hoc Seats:

1. Subject Matter Experts (SMEs)
2. Internal Affairs Bureau (IAB) Sworn Member

Observer Seats:

1. Consent Decree Monitor(s)
2. Consultant(s)

Two (2) sworn members will be designated for each quorum position; one member will be the primary, and the other will be a backup if the primary cannot attend. Only the primary quorum member for that position will vote if both members are present. The FRB Chair will assign/ appoint members to the peer and at-large command officer positions based on their training and qualifications. Other Chiefs may attend FRB meetings at their discretion. Any member of the FRB may be excused by the Chair, Assistant Chief, or Chief of Police because of a conflict of interest from any particular review of a use of force incident.

The FRB may consult experts or other informed individuals to help determine whether the use of force under review was legal and policy-compliant.

5.8.09 QUALIFICATION, SELECTION, AND TERM OF FRB MEMBERS

The Chief of Police will determine the qualifications and selection process for members and may rely on the members' knowledge and/or experience regarding the use of force. The Chief of Police or designee will approve all FRB members. To maximize consistency, members of the FRB should remain for at least an entire year.

5.8.10 TRAINING OF FRB MEMBERS

The Training Division Commander shall ensure all FRB members receive continuing professional training in the following subjects:

1. Expectations, goals, and mission of the FRB.
2. Department use of force policies.
3. Aurora Arrest Control Techniques (ACT).
4. Demonstrations of training techniques and properly using department-issued tools, e.g., less lethal options and firearms.
5. FIU procedures
6. Investigative Process Criminal and administrative techniques, practices, and standards presented and/or coordinated by the Training Academy.
7. Legal updates on use of force case law presented by representatives from the City Attorney's or the District Attorney's Office.
8. Officer-involved shootings (OIS), vehicle pursuits resulting in serious bodily injury or death, and in-custody death investigations.
9. Human performance factors.
10. Value of critical assessment and culture of continuous improvement.

11. Appropriate methodology in conducting a critical assessment.

5.8.11 FREQUENCY OF MEETINGS

The FRB meets weekly at the discretion of the Chair but no less frequently than monthly.

5.8.12 PARTICIPATION IN FORCE REVIEW BOARD MEETINGS

Only FRB quorum/voting members may actively participate in the meeting discussion unless called upon by the board chair.

5.8.13 OBSERVATION OF FORCE REVIEW BOARD MEETINGS

Sworn members are invited and encouraged to attend FRB meetings in observation status as coordinated by the FIU Supervisor or designee. Currently, sworn members are not allowed to observe presentations of uses of force in which they were involved.

Representatives of the labor organizations are also invited and encouraged to attend in an observation status subject to the approval of the FIU Supervisor or designee. Labor organization observers will adhere to observer conditions defined in [DM 10.2.4](#) to avoid a conflict of interest or the appearance of a conflict of interest.

All members assigned to the FRB and observers shall read, understand, and sign the [APD Form 236 - Chief's Office Confidentiality Acknowledgement](#) located in [PowerDMS](#).

5.8.14 CONDUCT OF MEETINGS

During FRB meetings, FIU investigators present cases to the board on the relevant information about using force for analysis and discussion. After the presentation, the FRB Chair will facilitate a discussion in which each quorum member contributes their evaluation of the use of force incident. Following that discussion, the FRB Chair will oversee a vote of the primary quorum members (or, if not present, their backup) on whether the use of force was reasonable.

FIU presentations include the following:

1. Date, time, and location of the event.
2. Agency case number.
3. Involved officers' names, department photos, identification numbers, time of service with the department and in their current assignment, and weapon types (including serial numbers if applicable).
4. Witness officers' names and identification numbers.
5. Investigating supervisor.
6. Subject's name and date of birth.
7. Identification of each use of force and associated Tier Level of Review.
8. Synopsis of event.

9. Information that led to the officer(s)' initial encounter with the subject.
10. BWC of each use of force.
11. Identification of post-force actions, including when applicable:
 - a. Placing the subject in the recovery position when safe (after the subject is under control and a search for weapons has been done).
 - b. Call for Aurora Fire Rescue (AFR) to respond, evaluate the subject, and render aid if necessary.
 - c. Provision of first aid until the arrival of AFR/EMS.
 - d. Turnover to AFR.
 - e. Processing of subject at the Aurora Detention Center (ADC).
12. Compliance with Body-Worn Camera Policy
13. Presentations may also include any of the following if relevant to the case:
 - a. CAD Notes
 - b. Map of the area both zoomed out and zoomed in.
 - c. Photographs or still frames of BWC footage.
 - d. TASER Downloads
 - e. Weapons Inspections
 - f. Weapons Specifications (e.g., CS Vapor Canister information)
 - g. Statements of civilian witnesses identified by the investigating supervisor.

5.8.15 VOTING BY CONSTITUENT MEMBERSHIP

Following the quorum discussion, the FRB Chair will oversee a vote of the primary quorum members (or, if not present, their backup) as to the objective reasonability of the use of force. The decision is by majority and will determine the board's findings. In the case of a tie, the FRB Chair's vote will be the deciding vote that determines the majority. When it is determined that the use of force was not objectively reasonable, the majority opinion will be summarized in writing, and the case will be presented to the Chief of Police by the FRB Chair to make the final determination.

5.8.16 FRB FINDINGS

The FRB can reach the following findings:

1. The use of force was within policy. This means the use of force was objectively reasonable and comported with all statutory and policy requirements.

2. The use of force was outside of policy. This means the use of force was not objectively reasonable and/or did not comport with statutory and/or policy requirements.
3. Findings relative to supervisory oversight and responsibilities.

5.8.17 POST-ADJUDICATION REVIEW AND RECOMMENDATIONS

After a use of force has been adjudicated and a finding has been made, the FRB will discuss and address any other observations made during the review process. Then, the FRB Chair, along with a subject member's command officer, will review the subject members' relevant departmental history, discipline records, and training records to determine what, if any, recommendations are required. If the FRB Chair or the command officer believes any content of the review should be kept confidential from other members of the FRB, they will conduct the review in private. The FRB Chair will facilitate an agreed-upon course of action with the command officer based on a totality review, which may include the following recommendations:

1. No follow-up training is required.
2. Referral for training.
3. Referral to Chain of Command for after-action debrief.
4. Referral to the Training Section, including approval for the use of Body Worn Camera footage as examples.
5. Referral for Coaching for Improvement.
6. Referral for Enhanced Supervision.
7. Request a referral to the IAU through the Chief of Police.
8. Referral to the Policy and Compliance Unit for a policy revision.
9. Meet with AFR Command for joint review.

5.8.18 REFERRAL FOR CRIMINAL OR INTERNAL REVIEW

If there is insufficient information for the board to determine whether the force was within policy, the FRB Chair will decide whether the case will be routed to the FIU or IAU for additional investigation. If routed to FIU, the supervisor will conduct a clarification inquiry according to [DM 05.06 – Investigating Uses of Force](#).

With any tier level of review sent to the Force Review Board for adjudication, should the FRB Chair recommend further investigation by the IAU, the use of force report shall be presented to the Chief of Police for consideration of an IAU investigation. Referrals to the IAU will be handled in accordance with [DM 10.02 - Complaint and Discipline Procedures for Sworn Members](#).

Once directed, the IIB Commander shall initiate an investigation and assign it to the appropriate level in the organization. Generally, uses of force involving a criminal or internal investigation will not be adjudicated until those investigations have concluded. Nothing will preclude the Chief of Police from adjudicating a use of force prior to the receipt of the declination letter or closure of the internal investigation.

5.8.19 FOLLOW-UP AND TRACKING PROCESS

Once an adjudication form has been completed, a summary of the decision/ determination will be included in the use of force report workflow and routed to the involved member through their chain of command. The member's supervisor will ensure any referrals for training, CFI, or enhanced supervision are done/satisfied. The training shall be documented by the person providing it and included in their workflow notes.

5.8.20 RETENTION OF RECORDS

All completed adjudication forms will be maintained in the department's approved management system.

5.8.21 PERIODIC ANALYSIS OF THE USE OF FORCE REPORTS

The Office of Constitutional Policing shall coordinate with FIU to analyze the use of force reports biannually. This analysis shall be used to make suggestions to the command staff regarding the policy or training that needs revisions based on the identified issues, patterns, or trends.

Quarterly, the Office of Constitutional Policing will perform a random body-worn camera assessment of a case adjudicated by the FRB to determine policy compliance and training value.

APPENDIX F:
DIRECTIVE MANUAL 10.15
INTERVENTION TOOLS

AURORA POLICE DEPARTMENT

DIRECTIVES MANUAL

10.15 INTERVENTION TOOLS

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Aug-20- 2025
Revised:	Aug-20-2025
Associated Policy:	DM 10.02, 10.03, Chapter 13,
References:	N/A
Review Authority:	Professional Standards and Training Division Chief and APD Legal Advisor(s)

10.15.01 PURPOSE

This policy establishes a structured non-disciplinary framework for effectively addressing performance concerns in a consistent and constructive manner. It reinforces the department's commitment to accountability by providing supervisors with the necessary tools to document expectations, guide corrective measures, and monitor progress. These tools are designed to transparently and objectively address performance issues, regardless of whether discipline is warranted, to uphold department standards as outlined in Chapter 13 of the Department's Directives Manual, and to support member development.

10.15.02 SCOPE

This directive applies to all members of APD.

10.15.03 DEFINITIONS

Coaching for Improvement: A collaborative, action-oriented development process intended to improve performance. Coaching for Improvement focuses on clarifying expectations, assigning corrective tasks, and providing supervisory support. Coaching for Improvement includes a defined timeline for achieving improvement, typically short-term (e.g., 2-6 weeks), and concludes with a follow-up evaluation.

Corrective Measures: Prescribed actions that the member is expected to complete accurately and consistently. These tasks are not for diagnostic purposes but rather to ensure proper execution of job duties. The supervisor shall monitor for compliance and improvement, holding the member accountable for meeting defined performance standards.

Enhanced Supervision: A structured oversight process used by supervisors to assess, observe, and verify a member's performance in specific areas of concern. It is designed to provide real-time insight into work habits, decision-making, or technical competencies through deliberate monitoring, directed assignments, and increased supervisor presence. Enhanced Supervision is implemented over a defined period (typically 30-60 days) and includes prescribed assessment or monitoring strategies.

Enhanced Supervision Manual: A department-approved resource that offers supervisors a structured menu of task-oriented strategies to address specific performance deficiencies.

Intervention Tools: Intervention tools are structured, non-disciplinary methods used to address performance concerns consistently and constructively. They aim to identify root causes, provide targeted guidance, and monitor progress toward meeting expectations. These tools include Coaching for Improvement, Enhanced Supervision, and the Performance Improvement Plan.

Performance Improvement Plan: A formal, structured corrective action plan used to address significant, persistent, or policy-related deficiencies. A Performance Improvement Plan combines the task-based structure

of Coaching for Improvement with the oversight strategies of Enhanced Supervision. It clearly documents concerns, defines expectations, assigns corrective actions, and establishes a timeline of measurable progress. A Performance Improvement Plan provides the member with a structured opportunity to meet performance standards while also providing the member with a warning of the consequences if they fail to complete the Performance Improvement Plan successfully. The Performance Improvement Plan includes deadlines, corrective actions, and other work-related steps that the member shall take to address the areas of concern identified within the Performance Improvement Plan. Performance Improvement Plans include a formal duration (commonly 30-90 days) and conclude with a monitoring phase using Enhanced Supervision. Performance Improvement Plans are typically associated with serious or repeated issues that may run concurrently with disciplinary actions.

SMART Goals: SMART goals are Specific, Measurable, Achievable, Relevant, and Time-bound objectives designed to enhance clarity, accountability, and effectiveness in goal setting. They provide a structured approach to defining clear expectations and tracking progress toward desired outcomes.

Work History Review: A structured assessment of a member's documented performance, including performance evaluations, commendations, prior interventions, complaints, and disciplinary actions within the past 12-24 months, conducted to identify performance patterns, trends, or recurring issues that may inform supervisory decisions.

10.15.04 POLICY

The Aurora Police Department is committed to fostering a culture of accountability, professionalism, and continuous improvement. Supervisors are expected to address performance issues using a structured approach that includes transparency, consistency, and fairness.

This policy establishes three performance development tools: Coaching for Improvement, Enhanced Supervision, and Performance Improvement Plans, to guide supervisory efforts, documentation, and support member growth and development. Coaching for Improvement and Enhanced Supervision may be used independently, in combination with one another, or in conjunction with disciplinary action, depending on the nature and severity of the concern. A Performance Improvement Plan may also be used independently or in conjunction with discipline and is followed by an Enhanced Supervision phase to monitor sustained improvement.

The use of these tools reflects the department's commitment to clear expectations, structured oversight, and professional development of its members.

10.15.05 INITIAL ASSESSMENT

Before implementing any Intervention Tools, direct supervisors are responsible for conducting an initial assessment of a member's performance to define the intended improvement and determine the appropriate tool to implement. The assessment shall include direct observations, relevant reports, and a Work History Review. The decision to implement Coaching for Improvement, Enhanced Supervision, or a Performance Improvement Plan shall take into account the nature, frequency, severity of the issue, as well as its overall impact on the Department or the public.

1. Coaching for Improvement - Development-stage tool, used to address low-level performance concerns by setting short-term goals and providing supervisory coaching.
2. Enhanced Supervision - Assessment-stage tool, used to confirm the nature, scope, or persistence of a suspected performance concern through structured observation and feedback.

3. Performance Improvement Plan – A corrective tool used when performance issues are serious or persistent and must be confirmed through active monitoring and repeated evaluation. The plan details specific tasks, provides targeted support, and includes active monitoring to ensure the problem is corrected and does not recur.

10.15.06 MEMBER RESPONSIBILITIES AND DEPARTMENT COMMITMENTS

When an Intervention Tool is implemented, both the member and the department share responsibilities. This section outlines the responsibilities and the department's commitments.

1. Member Responsibilities

The member is expected to:

- a. Participate fully in the assigned intervention
- b. Understand and follow performance expectations
- c. Complete assigned tasks and respond to feedback
- d. Communicate professionally and seek clarification
- e. Take ownership of performance and comply with departmental policy

2. Department Commitments

The department, through the direct supervisor and chain of command, commits to and is responsible for creating an environment that promotes accountability, learning, and growth during the implementation of any Intervention Tool. Leadership will:

- a. Clearly communicate expectations, timelines, and performance goals that define success.
- b. Select the most appropriate tool based on the concern
- c. Provide ongoing support by offering timely and constructive feedback, regular check-ins, relevant training, mentoring, or observational opportunities tailored to the identified performance issue.
- d. Take an active role in guiding the member's development, including reviewing work product, modeling expectations, and removing obstacles to success when possible.
- e. Ensure fairness, transparency, and documentation throughout
- f. Recognize and reinforce genuine efforts to improve by offering encouragement, flexibility, and continued access to resources as progress is demonstrated.

Improvement is a shared process. The department is responsible for fairness and support; the member is responsible for effort and accountability. Success depends on mutual commitment.

10.15.07 AUTHORITY AND OVERSIGHT BY RANK

This section outlines which ranks are responsible for administering, issuing, and approving each type of Intervention Tool. Clear delineation of authority ensures consistency, accountability, and proper oversight.

1. Direct Supervisor

- a. Administers, issues, and approves: Coaching for Improvement
- b. Implements: Enhanced Supervision and Performance Improvement Plan
- c. Responsibilities: Implements the assigned tool, facilitates check-ins, monitors progress, and maintains documentation.

2. Next-Level Command Officer
 - a. Issues: Enhanced Supervision and Performance Improvement Plans
 - b. Responsibilities: Assigns the approved tool, oversees implementation, reviews documentation, and monitors outcomes within the chain of command. Reviews completed Coaching for Improvement plans that were closed as satisfactory to ensure consistency in outcomes, verify that no further discipline is needed, and assess if the direct supervisor needs additional training or guidance on administering the Coaching for Improvement process
3. Captains and Commanders
 - a. Approves: Enhanced Supervisions and Performance Improvement Plans
 - b. Responsibilities: Verifies the tool is justified and aligns with policy, monitors for repeated performance issues, and ensures escalation through the disciplinary process when applicable. Provides final approval prior to the closure of Enhanced Supervision or a Performance Improvement Plan.

10.15.08 COACHING FOR IMPROVEMENT

This tool is intended to address low-level issues early on before more formal intervention is needed.

After completing the initial assessment, complete the following four phases:

1. Define the performance concern
2. Clarify member expectations (including SMART goals if applicable)
3. Identify leadership expectations (specific support strategies)
4. Establish a timeline and goal for completion

Approved Use of Coaching for Improvement:

1. Performance improvement is expected.
2. The issue stems from a misunderstanding, oversight, or lack of clarity (not willful disregard).
3. The member has a limited history of similar violations; repeated conduct inconsistent with expectations would warrant escalation.
4. The intended improvement can be achieved through clarification, training, or redirection.

Coaching for Improvement is generally conducted over a period of 14-42 days. The timeframe may be adjusted based on the nature and complexity of the issue.

10.15.09 ENHANCED SUPERVISION

Enhanced Supervision is used to evaluate potential or identified performance deficiencies by increasing oversight and engagement. This assessment tool is used to help supervisors identify root causes or determine whether a low-level concern requires development-focused support or more structured intervention. Enhanced Supervision may also be used as a follow-up measure to ensure sustained performance improvement after initial corrective action.

After completing the initial assessment, complete the following four phases:

1. Define the Focus
Identify the specific behaviors, skills, or responsibilities to be monitored. Establish assessment measures to evaluate proficiency or identify performance gaps, if applicable.
2. Monitor Performance

Observe the member's performance using direct and indirect indicators. Gather input from relevant personnel and sources as applicable. For follow-up cases, verify that previously corrected issues remain resolved and that improvement is being maintained.

3. Evaluate and Provide Feedback

Review observations and feedback. Provide timely, constructive input to promote awareness, reinforce expectations, and support professional growth. In follow-up cases, confirm long-term adherence to standards and address any early signs of regression.

4. Align and Decide

Ensure performance aligns with expectations. Based on the findings, determine whether to conclude Enhanced Supervision, continue observation, or transition to another intervention.

Approved use of Enhanced Supervision:

1. Concerns about performance exist, but the issue has not been fully documented thus far.
2. The problem is known, but the frequency, consistency, or contributing factors are unclear.
3. Performance varies over time, tasks, or environments and requires direct observation.
4. Enhanced Supervision is required to monitor for sustained improvement after a Performance Improvement Plan.
5. The concern involves field behavior judgment or interpersonal skills that are best evaluated through calls-for-service or on-scene review.

Enhanced Supervision is generally conducted over a period of 30 to 60 days. The timeframe may be adjusted depending on the nature and complexity of the issue.

10.15.10 PERFORMANCE IMPROVEMENT PLAN

A Performance Improvement Plan is used to formally address significant or recurring performance deficiencies after other interventions have been ineffective, or when the concern is so serious that it requires immediate correction. The Performance Improvement Plan outlines clear expectations, assigns task-based goals, and includes sustained monitoring to ensure measurable improvement.

After completing the initial assessment, complete the following 3 phases:

1. Planning Phase

- a. Identify the specific performance deficiency, referencing observed behaviors and documentation.
- b. Clarify member expectations using SMART goals aligned with departmental standards.
- c. Identify leadership support expectations.
- d. Define the consequences of failing to complete the Performance Improvement Plan.

2. Execution Phase

- a. Assign Corrective Measures designed to develop, demonstrate, or test improvement.
- b. Establish a timeline.
- c. Establish goals for completion.
- d. Monitor task completion, provide feedback, and document observed behaviors.
- e. Schedule follow-up meetings.
- f. Immediately correct ongoing or repeated deficiencies.
- g. Repeat tasks or revised expectations as needed to support improvement.

3. Monitoring Phase

- a. Upon successful completion of the plan, place the member under Enhanced Supervision

Approved Uses of Performance Improvement Plans:

- a. A performance concern arises from serious or repeated procedural, behavioral, skill-based, or conformance-related issues that have been previously documented or are serious enough to warrant immediate structured improvement. If the concerns continue, they will result in a complaint of unsatisfactory performance and are subject to further discipline up to and including termination.
- b. The issue poses a risk to safety, legal compliance, or public trust.
- c. The behavior is repetitive, intentional, or reflects a disregard for expectations or prior coaching.
- d. CFI or ES has not resulted in improvement.
- e. The problem reflects a pattern of conduct rather than a one-time issue.

Performance Improvement Plans are generally conducted over a period of 30 to 90 days. The timeframe may be adjusted based on the nature and complexity of the issue.

10.15.11 COMPLETION

The direct supervisor shall formally close each Intervention Tool at the conclusion of its designated timeframe. This section outlines the steps required to close Coaching for Improvement, Enhanced Supervision, or a Performance Improvement Plan.

At the conclusion of any Coaching for Improvement, Enhanced Supervision, or Performance Improvement Plan, the direct supervisor shall:

1. Confirm completion of assigned activities
2. Evaluate the member's current performance and whether expectations were met.
3. Determine the appropriate outcome:
 - a. **Meets Expectations** – All assigned goals achieved, no further action.
 - b. **Partially Met (Extension Necessary)** – Some progress was made, but goals were only partially met. The supervisor will extend the plan and consider alternative options for improvement or initiate a complaint, as appropriate.
 - c. **Not Met** – Escalate as per 10.15.12
4. Document the decision and rationale in the Administrative Management System
5. Obtain Commander approval when:
 - a. Closing Enhanced Supervision
 - b. Closing a Performance Improvement Plan

10.15.12 FAILURE TO MEET EXPECTATIONS

Failure to meet expectations during any Intervention Tool shall result in further action, including the implementation of additional Intervention Tools as determined by the Chain of Command. While these are non-disciplinary tools, failure to complete them will be prima facie evidence of unsatisfactory performance.

When a sworn member fails to meet expectations, supervisors shall enter a complaint. If the complaint stems from an intervention tool, no preliminary investigation is required. The complaint must detail all actions taken with the tool and include documentation of the member's lack of progress. It should then be forwarded through the chain of command to the member's Command Officer, as outlined in DM 10.2 - Complaint and Discipline Procedures for Sworn Members.

When a non-sworn member fails to meet expectations, supervisors shall enter a complaint. If the complaint stems from an intervention tool, no preliminary investigation is required. The complaint must detail all actions taken with the tool and include documentation of the member's lack of progress. It should then be forwarded through the chain of command to the member's Command Officer as outlined in 10.3 – Complaint and Discipline Procedures for Non-Sworn Members.

When a member fails to meet expectations under any Intervention Tool, the direct supervisors shall consult with the chain of command and provide recommendations for the appropriate next step. This may include initiating a different Intervention Tool.

This section provides guidance on determining the next appropriate step when a member fails to meet expectations. This decision is based on which Intervention Tool the member did not successfully complete.

1. From Coaching for Improvement

Determine the cause and stage of the performance issue:

- a. If the issue remains in the developmental stage, but its root cause was not previously identified or addressed, initiate another Coaching for Improvement.
- b. If the issue requires further observation or clarification before an appropriate tool can be assigned, initiate Enhanced Supervision.
- c. If the issue has been clearly identified, documented, and the member was unable to improve despite appropriate support, initiate a Performance Improvement Plan.

2. From Enhanced Supervision

If the assessment period confirms a performance issue, determine the stage of the issue.

- a. If the issue is in the development stage and can be addressed through skill-building, feedback, and redirection, implement Coaching for Improvement.
- b. If the issue is in the correction stage, has been previously documented, persists despite prior intervention, or requires structured correction and accountability, initiate a Performance Improvement Plan

3. From a Performance Improvement Plan

If the member fails to meet expectations during or after a Performance Improvement Plan:

- a. Failure to meet performance expectations during a Performance Improvement Plan (PIP) will lead to a complaint and could lead to termination of employment. Generally, no additional performance management measures will be employed beyond the Performance Improvement Plan unless explicitly authorized by the chain of command. In the absence of such authorization, the matter shall be escalated for disciplinary or administrative action, consistent with applicable policies.

10.15.13 DOCUMENTATION REQUIREMENTS

All Coaching for Improvement, Enhanced Supervision, and Performance Improvement Plan efforts must be clearly documented and forwarded through the appropriate chain of command.

Documentation shall include:

1. The performance issue or concern
2. Expectations communicated and the timeframe for completion
3. The specific steps taken to address the issue
4. The member's level of participation and progress
5. Feedback provided and the member's response.
6. Any improvements, continued deficiencies, or supervisor decisions

All Coaching for Improvement, Enhanced Supervision, and Performance Improvement Plan records shall be promptly entered into the Administrative Management System no later than seven calendar days after each supervisory action unless approved by a command officer.

10.15.14 DISCOVERY OF OTHER PERFORMANCE ISSUES

This section applies when separate or additional issues are identified during an active intervention. It ensures that any new concerns, especially those involving potential misconduct, are documented and addressed through the appropriate formal or informal process.

If, during the implementation of Coaching for Improvement, Enhanced Supervision, or a Performance Improvement Plan, a supervisor becomes aware of any alleged misconduct or receives a complaint related or unrelated to the original performance concern, the supervisor shall take action in accordance with DM 10.2 – Complaint And Discipline Procedures for Sworn Members or DM 10.3 – Complaint And Discipline Procedures for Non-Sworn Members.

The use of Intervention Tools is not a substitute for complaint and discipline procedures when misconduct or other violations are identified.

APPENDIX G:
DIRECTIVE MANUAL 12.22
EXTREME RISK PROTECTION ORDERS

AURORA POLICE DEPARTMENT

DIRECTIVES MANUAL

12.22 EXTREME RISK PROTECTION ORDERS (ERPO)

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Jan-01-2020
Revised:	Jul-31-2025
Associated Policy:	N/A
References:	C.R.S. § 13-14.5-101
Review Authority:	Professional Standards and Training Division Chief and APD Legal Advisor(s)

12.22.01 PURPOSE

The purpose of this special order is to provide department members with information pertaining to Extreme Risk Protection Orders (ERPO), also known as the “Red Flag Bill,” [C.R.S. § 13-14.5-101](#). This policy will provide guidance in dealing with ERPO petitions as well as the Aurora Police Department's response to the ERPO process, service, hearing, and disposition of firearms obtained pursuant to the court order.

12.22.02 BACKGROUND

An ERPO is intended to temporarily prevent individuals who are at high risk of harming themselves or others from possessing firearms. Family, household members (broadly defined), and law enforcement agencies may obtain an ERPO when there is evidence that the respondent poses a significant risk to self or others because of access to a firearm, including the risk resulting from a mental health crisis or violent behavior. An ERPO prohibits the respondent from possessing, acquiring, or otherwise controlling firearms. It therefore requires the respondent to surrender any firearms and/or concealed carry weapons permits (CCW) that they own or possess. With an ERPO, there is no separate “Order to Surrender Weapons,” although a search warrant may be required to conduct a lawful search absent consent. The order itself is the order to surrender all firearms.

12.22.03 SCOPE

This Directive applies to all sworn members of the Aurora Police Department and non-sworn members of the Aurora Police Department's Crisis Response Team.

12.22.04 DEFINITIONS

Antique/Relic Firearm: As defined in [U.S. Code 26 U.S.C. § 5845 \(G\)](#), any firearm, including any firearm with matchlock, flintlock, percussion cap, or similar type of ignition system, manufactured on or before 1898; or any replica of any firearm if such replica is not designed or redesigned for using rim-fire or conventional centerfire fixed ammunition, or uses rim-fire or conventional centerfire fixed ammunition which is no longer manufactured in the United States and which is not readily available in the ordinary channels of commercial trade; or any muzzle loading rifle, muzzle loading shotgun, or muzzle loading pistol which is designed to use black powder, or a black powder substitute, and which cannot use fixed ammunition.

Carrying concealed weapon permit or concealed handgun permit, CCW/CHP: As defined in Colorado Revised Statutes [C.R.S. Title 18, Art. 12, Pt. 2](#) the terms relate to a state-issued permit authorizing the permit-carrying individual to carry a concealed handgun where permitted by law.

Civil Rule 4 and Rule 304: The Colorado Rules of Civil Procedure Rule 4 and Colorado Rules of County Court Civil Procedure Rule 304, which sets the rules for the civil court order service process in District Court and County Court, respectfully. As it pertains to this policy, these rules require a TERPO, copy of the notice, and petition

to be served at the respondent's residence to the respondent or any family member who is 18 years of age or older. Service of the TERPO, notice of hearing, and petition can also be served at the workplace and in other places consistent with Rule 4 or Rule 304. In contrast, the ERPO must be served on the respondent personally regardless of location.

Community member: As defined in Colorado Revised Statutes [C.R.S. 13-14.5-102](#) the term means a licensed health-care professional or mental health professional who, through a direct professional relationship, provided care to the respondent or the respondent's child within six months before requesting the protection order or an educator who, through a direct professional relationship, interacted with the respondent or the respondent's child within six months before requesting the protection order.

Educator: As defined in Colorado Revised Statutes [C.R.S. 13-14.5-102](#), means a teacher employed to instruct students or a school administrator in a school district, private school, charter school institute, or an individual charter school; or a faculty member at an institution of higher education.

Extreme Risk Protection Order (ERPO): Either a temporary order (TERPO) or a continuing order (ERPO) (also referred to as a "three-hundred-sixty-four-day extreme risk protection order" and referred to as ERPO) granted pursuant to [C.R.S. 13-14.5-101 to 114](#). The order is a civil restraining order prohibiting the named individual (respondent) from controlling, owning, purchasing, possessing, receiving, or otherwise having custody of any firearms.

ERPO Team Email Address: The ERPO Team email address, ERPO@auroragov.org, will be utilized by department members, citizens, court clerks, and records for the conveyance of information to the ERPO Team. The Crisis Response Team (CRT) Unit Supervisor will be responsible for updating and maintaining the current and accurate ERPO Team email distribution list.

ERPO Team On-Call Phone Number (303-739-1872): This phone will be monitored by the CRT Sergeant and the Community Resources Section Lieutenant or designee (usually the Targeted Violence Prevention [TVP] Officer) on a rotating schedule.

ERPO Officer Reporting Form (APD Form 251): This form can be located on the [APD Links/Resource page](#). After completing this form, it shall be forwarded to the following individuals: The Community Engagement Bureau Commander, the Community Relations Section Lieutenant, the CRT Unit Supervisor, the CRT Program Administrator, the Intelligence Unit Supervisor, and a police legal advisor. It is the responsibility of the CRT Unit Supervisor to coordinate with IT to maintain an accurate and current email list.

ERPO Search Warrant: A corresponding warrant under [C.R.S. § 16-3-301.5](#) authorizing a search of an individual's residence or property where firearms are stored.

ERPO Team: The ERPO Team (comprised of members from the CRT / TVP program) will be the primary contact point for most ERPO-related issues and will be led by the Community Resources Section Lieutenant. The ERPO Team may consist of the following, depending upon the available resources:

1. The Community Engagement Bureau Commander
2. SOB Commander or designee member of the SOB
3. The Community Resources Section Lieutenant
4. The Crisis Response Team (CRT) Sergeant
5. District Investigations Sergeant designated based on the district impacted
6. The CRT Program Administrator
7. The TVP Officer and/or TVP Clinician
8. Other personnel with pertinent information as deemed necessary by the Community Resources Section Lieutenant (such as Lead Detectives or officers with background or knowledge related to the respondent)

9. Designated Police Legal Advisors

Faculty member: As defined in Colorado Revised Statutes [C.R.S. 13-14.5-102](#) the term means a president, dean, professor, administrator, instructor, or research worker at an institution of higher education.

Family or household member: As defined in Colorado Revised Statutes [C.R.S. 13-14.5-102](#) the term means, with respect to a respondent, any:

1. Person related by blood, marriage, or adoption to the respondent;
2. Person who has a child in common with the respondent, regardless of whether such person has been married to the respondent or has lived together with the respondent at any time;
3. Person who regularly resides or regularly resided with the respondent within the last six months;
4. Domestic partner of the respondent;
5. Person who has a biological or legal parent-child relationship with the respondent, including stepparents and stepchildren and grandparents and grandchildren;
6. Person who is acting or has acted as the respondent's legal guardian; and
7. Person in any other relationship described in section 18-6-800.3 (2) with the respondent.

Federal Firearms License (FFL): An individual or company who possesses a federal license to sell/release firearms. <https://www.atf.gov/firearms/federal-firearms-licenses>

Firearm: Any handgun, automatic, revolver, pistol, rifle, shotgun, or other instrument or device capable or intended to be capable of discharging bullets, cartridges, or other explosive charges as described in [C.R.S. § 18-1-901\(3\)\(h\)](#).

HERPO: The RMS report handle created for the ERPO Team to monitor and track ERPO cases.

InstaCheck (CBI): Process through CBI that verifies personal identifying information provided on an application to purchase a firearm. (<https://ccic.state.co.us/InstaCheck/home.html>)

Licensed health-care professional: As defined in Colorado Revised Statutes C.R.S. Title 12, the term means a school nurse who holds a current nursing license through the Department of Regulatory Agencies and who has applied for or holds a special services license from the Department of Education pursuant to article 60.5 of title 22, or a physician, physician assistant, or advanced practice registered nurse who is a primary provider of health services to a respondent; a psychiatrist; or a licensed emergency room medical care provider licensed pursuant to title 12.

Mental health professional: As defined in Colorado Revised [C.R.S. Title 12](#), the term means a psychologist, licensed professional social worker, marriage and family therapist, licensed professional counselor, or addiction counselor licensed, registered, or certified pursuant to article 245 of title 12; a psychologist candidate, clinical social worker candidate, marriage and family therapist candidate, licensed professional counselor candidate, or addiction counselor candidate registered pursuant to section [12-245-304 \(3\)](#), [12-245-404 \(4\)](#), [12-245-504 \(4\)](#), [12-245-604 \(4\)](#), or [12-245-804 \(3.7\)](#), respectively; a school counselor who holds a special services provider license with a school counselor endorsement issued pursuant to article 60.5 of title 22 or who is otherwise endorsed or accredited by a national association to provide school counseling services; school psychologist licensed pursuant to section 22-60.5-210; school social worker who has obtained the special services license with social work endorsement issued pursuant to article 60.5 of title 22; or an unlicensed psychotherapist registered pursuant to section 12-245-703.

Offense Codes for ERPO: Two offense codes created specifically for ERPO. Non-criminal matters will use code 9925 (civil) and 5016 (criminal) is to be utilized for the criminal violation of [C.R.S. § 13-14.5-111](#) (violation of the ERPO order).

Petitioner: The person who petitions for an ERPO pursuant to the law. A petitioner may be a family or household member of the respondent or may also be a law enforcement officer or agency.

Respondent: The person who is identified as the subject in an ERPO petition filed pursuant to the law and, if the ERPO is granted, will be restrained from purchasing, receiving, or having a firearm in their custody or possession.

12.22.05 POLICY

It is the policy of the Aurora Police Department to serve Extreme Risk Protection Orders within Aurora's jurisdiction when a Colorado court (either County or District) has determined an individual poses a significant risk to self or others in the near future by having firearms in their custody, control, or possession. The Extreme Risk Protection Order also prohibits purchasing or receiving firearms. The Aurora Police Department will only petition for an Extreme Risk Protection Order in the most crucial and imperative situations and will strongly encourage family or household members to petition for an ERPO through the appropriate court whenever possible.

Due to the nature of these orders, the respondent may be uncooperative and present a substantial danger to the petitioner(s) and law enforcement. The Aurora Police Department will rely heavily on the respondent's voluntary compliance and cooperation while also striving to use the lowest possible level of police intervention to successfully serve the ERPO documents.

12.22.06 SWORN MEMBER ERPO RESPONSIBILITIES

Members who participate in any ERPO-related call for service, investigation, or court order service will confirm with Aurora911 they have been added to an ERPO call. Aurora911 will utilize one of the following call classifications: "ERPO (criminal)," or "CERPO (civil)."

Members will use their body-worn cameras in accordance with [DM 16.04 - Body Worn Cameras](#), to include categorizing recordings with the ERPO option.

ERPO-Related call for service, investigation, or court order may include the following:

1. Citizen Requesting Petitioning Information

- a. If members encounter an individual who requests information pertaining to petitioning for an ERPO, the member will direct the person to the following resources:
 - i. Colorado Judicial Branch ERPO information forms page.
 - ii. Colorado Information Analysis Center (CIAC) ERPO Hotline: 855-999-3776.
 - iii. APD ERPO informational brochure.
 - iv. Any relevant information on how to find additional resources relating to ERPO's.
 - v. Email inquiries to ERPO@auroragov.org.
- b. The member will then complete the ERPO Officer Reporting Form (PowerDMS, Form 251), located on the APD Links/Resource page, after gathering as much relevant information as possible from the petitioner. The form is automatically e-mailed to the ERPO Team.
- c. The member will also direct the individual to contact the general ERPO Team email address of ERPO@auroragov.org, to make appropriate notifications regarding hearing dates and times, if the individual does petition for an ERPO.

2. Citizen Possesses Granted ERPO

- a. If a member encounters a Petitioner who has in his or her possession a signed and granted ERPO, petition, and notice of hearing, the member will NOT immediately serve the ERPO. The member will advise the Petitioner that the ERPO will be delivered to the ERPO Team, who will be responsible for the planning and service of the ERPO. The member will obtain copies of the signed and granted ERPO, petition, and notice of hearing, but will NOT take possession of the paperwork.
- b. The member will generate a call for service and complete an ERPO general offense report before the end of shift, utilizing the ERPO offense report code 9925. The member will also complete the ERPO Officer Reporting Form (Power DMS, Form 251), located under the APD Links/Resource page. The form shall be emailed to the ERPO Team.
- c. A supervisor will review, approve, and route the ERPO report to the ERPO Team case management queue, labeled HERPO. The approving supervisor will select the ERPO priority designator for all ERPO related reports. The supervisor will then notify the ERPO Team via the on-call phone number (303-739-1872).
- d. The ERPO Team will reach out to the Petitioner and review the signed and granted ERPO, petition, and notice of hearing. Once the paperwork has been verified, the ERPO Team will be responsible for the service of the ERPO.

3. A Member Believes the Situation Requires an APD Petition:

- a. The member will generate a call for service and complete an ERPO general offense report before the end of shift, utilizing the ERPO offense report code 9925. The member will also complete the ERPO Officer Reporting Form (Power DMS, Form 251), located under the APD Links/Resource page. The form shall be emailed to the ERPO Team.
- b. A supervisor will review, approve, and route the ERPO report to the ERPO Team case management queue, labeled HERPO. The approving supervisor will select the ERPO priority designator for all ERPO related reports. The supervisor will then notify the ERPO Team via the on-call phone number (303-739-1872).
- c. The ERPO Team will review the circumstances of the case and determine if petitioning for a TERPO is appropriate and meets criteria as outlined in 12.22.05 of this Directive. If the circumstances do meet the criteria, the ERPO Team will start the petition process with the appropriate court. If the circumstances do not meet the criteria, the ERPO Team will make every effort to contact the involved family or household members of the incident to provide information on the petitioning process. The involved family or household members should be advised on how to petition for an ERPO themselves through the appropriate court. Information provided should include the APD ERPO informational brochure and/or any other relevant information on how to find additional resources relating to ERPOs.

4. Sworn member report writing considerations:

- a. The courts consider the following factors as grounds to support granting an ERPO, thus the following information should be detailed in the sworn member's report:
 - i. How the respondent poses a significant risk of causing personal injury to self or others,
 - ii. The respondent has in their custody or control of a firearm(s),
 - iii. The respondent can legally purchase, possess, or receive a firearm(s),
 - iv. A recent act or credible threat of violence,
 - v. A pattern of acts or credible threats of violence,

- vi. Prior existence of an ERPO, violation of a previous ERPO, or a violation by the respondent of a civil protection order,
 - vii. A conviction for a crime that includes an underlying factual basis of domestic violence or stalking,
 - viii. A credible threat of or the unlawful or reckless use of a firearm,
 - ix. History of use, attempted use, or threatened use of unlawful physical force against another, including stalking,
 - x. Any prior arrest for a crime listed in C.R.S. § 24-4.1-302(1) (Crimes Against Persons) or C.R.S. § 18-9-202 (Animal Cruelty),
 - xi. Evidence of abuse of controlled substances or alcohol,
 - xii. If the respondent is required to carry a firearm as a condition of employment, and/or
 - xiii. The recent acquisition of a firearm or ammunition.
- b. Members should review the subject's criminal history for inclusion of the listed information. If patrol was unable to run the criminal history check, the ERPO Team will examine the remainder of the investigatory bullets above.

5. Participation in Voluntary Firearm/CCW Surrender

After an ERPO granted to a citizen has been served by the ERPO Team, officers may be dispatched or contacted by the respondent, who is requesting to voluntarily relinquish their firearms pursuant to the ERPO. Officers will follow the "Voluntary Surrender," section described below. During this process, the member will complete a supplemental report documenting the process. The supplemental report will be completed before the end of the shift. When the report is approved by a supervisor, the priority ERPO designation will be selected, and it will be routed to the ERPO Team. If the member is unable to locate an original ERPO general offense report, a new case number will be generated and an ERPO general offense report will be completed. Note: If the petitioner is the Aurora Police Department.

12.22.07 ERPO TEAM RESPONSIBILITIES

The ERPO Team is the primary point of contact and the primary investigatory unit for Extreme Risk Protection Orders. The ERPO Team is responsible for assuming all ERPO related cases that require APD petitioning as well as serving non-APD petitioned ERPO-s.

The CRS Lieutenant or designee will review all ERPO-related cases with the department's legal advisor. The review includes granted ERPOs that were petitioned by private citizens, as well as APD petitioned ERPO cases. Prior to the service of any ERPO, the CRS Lieutenant, in coordination with SOB, will be responsible for ensuring that an operational plan is prepared.

The ERPO Team or designee will notify Aurora911 and the Records Unit to attach cautionary flags to the respondent and the respondent's address in both the Records Management System and CAD system to assist in Officer safety.

The ERPO Team or designee will monitor the cautionary ERPO flags and update and/or remove upon the expiration/termination of the order.

The CRS Lieutenant and the CRT Sergeant will monitor the "HERPO" report queue and check the transcription queue routinely. This will ensure ERPO related reports and cases are handled by the ERPO Team. Upon expiration/termination of the ERPO, the ERPO Team or designee will ensure any copy of the ERPO court order is removed from the RMS.

Per C.R.S. § 13-14.5-111, a person with an ERPO is prohibited from possessing a firearm in their custody or control. If the respondent listed in the ERPO is arrested for violation of an ERPO (class 2 misdemeanor), the

filing member of the ERPO Team will contact the District Attorney's Office in the appropriate judicial district to discuss a bond deviation.

12.22.08 PETITION PROCESS INFORMATION REQUESTS

When the ERPO Team has determined that it is crucial and imperative to petition for an ERPO, the below information is required, to be included in the petition, the sworn affidavit, and the concurrent search warrant:

1. Any petition for an ERPO must include the following information:
 - a. That the respondent poses a significant risk of causing personal injury to self or others,
 - b. Is in custody/possession or control of a firearm(s), or
 - b. Can purchase, possess, or receive a firearm(s).
 - a. Identify the number, types, and locations of any firearms owned, possessed, or controlled by the respondent,
 - b. Whether or not the respondent is required to possess or carry a firearm as a condition of employment,
 - c. Identify any information concerning any existing protection orders (domestic violence, emergency protection order, etc.), and
 - d. Identify any pending civil action between the petitioner and respondent (dissolution of marriage, lawsuits, etc.).
2. A sworn affidavit is required to be included with the petition for an ERPO and must include specific statements, actions, or facts that give rise to a reasonable fear of future dangerous acts by the respondent.
3. If the petitioner is a law enforcement officer or agency, a concurrent search warrant pursuant to C.R.S. § 16-3-301.5 shall be authored and submitted with the petition. Concurrent search warrant guidelines as stated in C.R.S. § 16-3-301.5 are as follows:
 - a. Facts to establish probable cause; and
 - b. That the named person is a named respondent in an extreme risk protection order; and
 - c. That the named person is in possession of one or more firearms; and
 - d. The location of such firearms; and
 - e. Other information relied upon by the applicant; and
 - f. Why the applicant considers such information credible and reliable.
 - b. General requirements for search warrants pursuant to CRS § 16-3-303 should contain facts sufficient to:
4. Identify or describe, as nearly as may be, the premises, person, place, or thing to be searched;
5. Identify or describe, as nearly as may be, the property to be searched for, seized, or inspected;
6. Establish the grounds for issuance of the warrant or probable cause to believe that such grounds exist; and
7. Establish probable cause to believe that the property to be searched for, seized, or inspected is located at, in, or upon the premises, person, place, or thing to be searched.

12.22.09 SURRENDER, STORAGE, AND RETURN OF FIREARMS AND/OR CCW

In compliance with orders set by the court in the ERPO, the respondent has twenty-four (24) hours to surrender all firearm(s)/CCW listed in the court order, or in their control or possession. Any member taking possession will be required to complete the Receipt for Surrendered or Seized Weapons and Concealed Carry Weapons Permit (APD Form 250), accounting for every firearm surrendered, including the concealed carry permit. (See Directive 8.9) The original copy of the above form will be filed with the court within seventy-two (72) hours by a member of the ERPO Team.

1. Voluntary Surrender

Voluntary firearms surrender, with the exception of the collection of firearms at, or outside the respondent's location, may take place by walk-in to the Police Department or contacting the non-emergency Aurora911 phone number to request officer's assistance. An ERPO respondent will make contact with APD to surrender the firearms and CCW according to the order. The following process outlines the proper procedure for the intake of surrendered firearms and CCWs:

- a. Request the respondent to report unarmed at the front desk of the Aurora Police Headquarters with their copy of the ERPO. This may be done during the time frame of Monday through Friday, between 10:00 am and 5:30 pm. The officer will then query the Records Management System for the original ERPO general offense report. Upon completion of the firearm surrender process, complete a supplemental report documenting the process. The Patrol Watch Commander will review, approve, and route the ERPO report to the ERPO Team case management queue, utilizing the handle "HERPO." When approving the ERPO report, the ERPO priority designator will be selected.
- b. The officer will also request the respondent leave the unloaded firearm(s) out of sight in a locked vehicle. If the respondent is unable to travel to Headquarters, a minimum of two (2) officers will be dispatched to the respondent's location to retrieve the firearms/CCW.
- c. Headquarters front desk personnel will obtain a valid identification and clear the individual for warrants and confirm ERPO. If two (2) full-duty officers are not available at the desk, they will be dispatched from the district where the respondent resides and handle the intake of the firearm(s). It is important that the number and types of firearms/CCW to be turned over are discussed prior to moving to the respondent's vehicle. If the respondent possesses twenty (20) or more firearms, a Property Unit staff member will be contacted to provide assistance with placing the large number of firearms into property. The on-call property staff member will be contacted to arrange assistance outside of normal business hours.
- d. The front desk will provide the Court-Ordered Firearm Surrender Respondent Instruction Form ([APD 248](#)) and the Waiver of Liability Claims Associated with the Relinquishment or Surrender of Firearms form ([APD 249](#)), for the respondent to read and complete. The instruction sheet and waiver must be signed by the respondent prior to the transfer of property. The officer will check off the type of firearm(s) and number of firearms the respondent is relinquishing on the paperwork.
- e. The member will then accompany the respondent to their vehicle in the parking lot of Headquarters. Officers will arrive at the respondent's vehicle to facilitate the movement of the firearms to the Property Unit. If the officers respond to an alternate location to meet the respondent, the officers will give clear instructions to the respondent to maintain safety. The officer will advise the respondent not to touch or handle the firearms.
- f. APD will store the seized firearms. If the respondent elects to release the firearms to a Federal Firearms License (FFL) for storage or sale at a later date, the Property Unit staff member will utilize the Firearm Release Form ([APD Form 247](#)). FFLs are not required to take ERPO firearms and can refuse participation. If the firearm is an antique or relic (see above definitions) and upon the completion of a CBI InstaCheck, a relative may take possession of the firearm. If they offer no preference the firearms will remain in police custody.
- g. The officer will take the firearms to the Property Unit workspace to complete the necessary property booking paperwork. Photographs of the weapons will be taken and uploaded to Evidence.com. The weapons will then be properly packaged and secured in the lockers or turned over to property staff members. It is the seizing member's responsibility to enter the firearm information into the Records Management System. The property status code for entering ERPO related firearms into the property

section of RMS is the letter “M”. All firearms with serial numbers must be cleared through CCIC/NCIC prior to depositing the item with the Property and Evidence Unit. Notification must be made to the Records Unit if the member encounters any active CCIC/NCIC notifications.

- h. The officer will provide a copy of the completed Receipt for Surrender or Seized Weapons and Concealed Carry Weapons Permit form (APD [Form 250](#)), the Court-Ordered Firearm Surrender Respondent Instruction Form (APD [Form 248](#)) and the Waiver of Liability Claims Associated with the Relinquishment or Surrender of Firearms form (APD [Form 249](#)), to the respondent.
- i. The officer will provide a copy of the completed Receipt for Surrender or Seized Weapons and Concealed Carry Weapons Permit form (APD Form 250) to the records unit at the officer window to be scanned in as an attachment. The Officer will then email the ERPO Team at ERPO@auroragov.org so the scanned copy of the Receipt for Surrender or Seized Weapons and Concealed Carry Weapons Permit form (APD Form 250) can be sent to the appropriate court within seventy-two (72) hours of receiving the firearms/CCW by the ERPO Team. The original copy must be submitted to police property as evidence.

2. Firearm Seizure

The following process outlines the proper procedure for the seizure of firearms using ERPO:

- a. Any search warrant obtained pursuant to an ERPO will be served by the Aurora Police Department. After the respondent has been properly served, the members shall take custody of the respondent's firearm(s) pursuant to the previously obtained search warrant, or other lawful search (plain-view). If applicable, or named in the warrant, the officer will also seize the respondent's concealed carry permit. As with the voluntary surrender of weapons, members will not seize any ammunition, magazines, or weapon cases associated with the firearm(s).
- b. Similar to the voluntary surrender, the Aurora Police Department will store the firearms. Upon completion of the search, the Receipt for Surrender or Seized Weapons and Concealed Carry Weapons Permit form (APD Form 250) shall be issued to the respondent documenting all items seized. The original will be filed with the court within seventy-two (72) hours, and a copy maintained by the law enforcement agency. A copy of the search warrant will be left with the respondent.

3. Release to a Third Party

After the firearms are in the possession of the Aurora Police Department, and another party claims verifiable title to the firearms, the firearms will be released to him or her. The Property Unit must also confirm that the individual is eligible to be in possession of firearm(s), via a criminal records background check, CBI InstaCheck. This transaction must be documented. The individual claiming verifiable title to the firearm will then provide relevant information to a Property Unit staff member, so a Firearm Release Form (APD Form 247) can be completed.

4. Return of Firearms

Upon the request of the respondent, the agency in possession of the respondent's firearm(s) and CCW (if applicable), have no more than three (3) calendar days to return the firearm(s) and CCW to the respondent upon their request. The three calendar (3) day window for the return of the firearm(s) will begin upon the completion of a criminal background check, or InstaCheck by the Colorado Bureau of Investigation. The agency will be notified of the termination of the order by the courts. Respondents are required to retrieve the firearms from Police Headquarters Property Unit, by appointment.

- a. The Property Unit will request the completion of the CBI InstaCheck via CCIC.

- b. CBI will notify the Property Unit via CCIC of the status of the respondent.
- c. If applicable, the respondent's concealed carry permit will be returned at the same time as the firearm(s).
- d. Any firearm(s) surrendered by the respondent or taken into custody as the result of a search warrant, that remains unclaimed by the respondent, or lawful owner for at least one (1) year from the date the ERPO expired, whichever is later, become the property of the Aurora Police Department. The firearm(s) will then be disposed of in accordance with Standard Operating Procedure, SOP PRP 304. Full documentation of the disposition of the firearm(s) needs to be submitted to the respondent, to the courts, and maintained by the Property Unit.

5. Storage of Firearms

Once the firearms are in the control and care of the Aurora Police Department, the firearms will be stored in a substantially similar condition as when they were surrendered/seized. The respondent can later choose to elect a disposition of the firearms. Until such communication is made, APD will store the firearms. If the respondent opts for the sale/release of the weapons to a registered Federal Firearms Dealer, the respondent will be responsible for making arrangements with the FFL. The respondent will then provide relevant information to a Property Unit staff member to complete the Firearm Release Form (APD [Form 247](#)). The FFL does not have to agree to storage or selling of the weapons and may refuse acceptance of the firearms. If released to an FFL, the following are required:

- a. Firearm Release Form (APD [Form 247](#)) must be completed by a Property Unit staff member and it must be signed by the respondent,
- b. Federally licensed firearms dealer must provide the agency with a receipt for the weapons,
- c. Copies provided to the court.

12.22.10 CRIMINAL CHARGES FOR VIOLATION OF ERPO

Any person who has in their custody or control a firearm or purchases, possesses, or receives a firearm with knowledge that he or she is prohibited from doing so by an ERPO can be arrested for a class two (2) misdemeanor under [C.R.S. 13-14.5-111](#).

12.22.11 AURORA POLICE FORMS

The following forms have been created for APD members to use in association with an ERPO.

1. Firearm Release Form ([APD Form 247](#))
2. Court-Ordered Firearm Surrender Respondent Instruction Form ([APD Form 248](#))
3. Waiver of Liability Claims Associated with the Relinquishment or Surrender of Firearms ([APD Form 249](#))
4. Receipt for Surrender or Seized Weapons and Concealed Carry Weapons Permit Form ([APD Form 250](#))
5. ERPO Officer Reporting Sheet ([APD Form 251](#))
6. ERPO Resource [Information Brochure](#)

12.22.12 NON-POLICE FORMS

The following forms were created by the Colorado State Court Administrators Office to be used by sworn Officers as well as family or household member to the respondent, or a community member as previously defined, when filing ERPO into any Colorado County or District Court. All the state created forms can be found at <https://www.courts.state.co.us/Forms/>.

APPENDIX H:
DIRECTIVE MANUAL 14.01
OBEDIENCE TO ORDERS, DIRECTIVES AND LAWS

AURORA POLICE DEPARTMENT

DIRECTIVE MANUAL

14.01 OBEDIENCE TO ORDERS, DIRECTIVES, AND LAWS

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Sep-01-1998
Revised:	Jul-31-2025
Associated Policy:	DM 14.02, 14.03
References:	N/A
Review Authority:	Professional Standards and Training Division Chief and APD Legal Advisor(s)

14.1.01 PURPOSE

This directive establishes a clear expectation of obedience to lawful orders, directives, and the law. This is essential for maintaining order, discipline, and accountability within the agency and for ensuring the effective and efficient delivery of law enforcement services.

14.1.02 SCOPE

This directive applies to all sworn members of APD.

14.1.03 DEFINITIONS

Lawful Order: An order or instruction given by a superior member to perform an act that complies with federal, state, and local laws and APD directives, which can be conveyed verbally or in writing.

Conflicting Order: A lawful order that contradicts a previous lawful order, whether given by the same superior member or a different superior member.

Egregious: Behavior or misconduct that is grossly inappropriate, willfully negligent, or a blatant violation of policy or law, which significantly undermines the integrity, safety, or operational effectiveness of the department.

14.1.04 POLICY

The Aurora Police Department's policy is that sworn members act in accordance with orders, directives, and the law.

14.1.05 LAWFUL ORDERS

Any lawful order given by a supervisory officer must be obeyed. It is immaterial whether the order is written or verbal. Members will not deliberately disobey or refuse any lawful order.

It is presumed that the highest-ranking officer on the scene is in the best position to direct personnel and tactics during an emergency call. Supervisory officers should avoid giving orders to resolve in-progress emergency calls when they are not on the scene unless they perceive it to be necessary.

14.1.06 POLICY-VIOLATING ORDER

Supervisory officers will be responsible for determining whether their orders comply with all applicable department requirements.

Supervisory officers will not knowingly issue an order that violates an Aurora Police Department Directive or Standard Operating Procedure unless exceptional circumstances exist.

Any supervisory officer who issues an order that appears to violate any Aurora Police Department Directive or Standard Operating Procedure must have specific articulable facts that prove the order to be reasonable and necessary under exceptional circumstances.

Members who receive an order that violates Aurora Police Department Directives or Standard Operating Procedures will explain to the superior officer issuing the order that they believe it is unlawful or violates department policy. If the superior officer issuing the order does not rescind the order, the member may:

- a. Accept the Order as Issued: The member may accept the order as issued unless the order will result in an egregious violation.
- b. Obey the Order Under Protest: The member complies with an order while explicitly expressing disagreement with the order or the supervisor's reasoning for issuing it. The member is expected to notify their supervisor and formally state their dissent. Following the incident, the member must document the order obeyed under protest in a memorandum, which will be forwarded through the chain of command to the appropriate division chief.
- c. Refuse to Obey the Order: A member who refuses to obey an order will specifically articulate in writing why the order was egregious and that the exceptional circumstances did not make the order reasonable or necessary. The member is also expected to notify their supervisor and formally state their dissent by the end of the watch. The written account will be forwarded to the appropriate bureau or section commanding officer through the chain of command. If competent authority later determines the order was justified, lawful, and/or proper, the member may be held accountable under section 14.1.1 of this directive.

14.1.07 UNLAWFUL ORDERS

Supervisory officers will be responsible for determining whether their orders comply with all applicable legal requirements.

Supervisory officers will not knowingly issue orders that violate applicable federal, state, or local laws, ordinances, or statutes.

Members who receive an order that violates a federal, state, or local law, ordinance, or statute will explain to the superior officer issuing the order that they believe it is unlawful or violates policy. If the superior officer issuing the order does not rescind the order, the member may:

- a. Accept the Order as Issued: If, after discussion, the member reasonably believes that the order is lawful based on the explanation provided, the member may proceed with the order as issued.
- b. Refuse to Obey the Order: If, after discussion, the member continues to believe the order is unlawful, the member will not comply and shall immediately report the matter to the next higher level of supervision within their chain of command or appropriate authority. The member shall also specifically articulate in writing why the order was unlawful. The written account will be forwarded to the appropriate bureau or

section commanding officer through the chain of command. If competent authority later determines the order was lawful, the member may be held accountable under section 14.1.1 of this directive.

14.1.08 CONFLICTING ORDERS

Members given a lawful order that conflicts with a previous lawful order will respectfully inform the superior officer issuing the order of the conflict. If the superior officer issuing the latter order does not alter or rescind the conflicting order, the last order given will stand. The superior officer issuing the conflicting order is responsible for that order.

Members will obey the conflicting order and not be held responsible for disobeying the previously issued order.

14.1.09 TACTICAL AND IN-PROGRESS CALLS

Members on-scene at a tactical and/or in-progress emergency call may, if reasonably necessary to prevent loss of life or serious bodily injury, and if the evolving tactical situation requires, deviate from the orders given by a supervisory officer if that supervisory officer is not on scene. The member must explain any divergence from orders and will be subject to scrutiny after the call.

14.1.10 CONFORMANCE TO LAW

Whether on or off duty, whether acting in an official capacity or not, members will obey all laws of the United States and any state and local jurisdiction in which the members are present.

A finding of guilty by a judge or jury, or a plea of guilty or nolo contendere, whether judgment and sentencing are deferred or not, to a violation of any law will constitute prima facie evidence of a violation of this section, and the department need not re-establish the facts and findings of the charge.

Regardless of the status of any criminal proceeding, the department reserves the right to conduct an internal investigation into the underlying allegation. The department may take disciplinary action based upon the internal investigation, independent of the determination or conclusion of the criminal case.

Any member charged with or arrested for a violation of a traffic law that involves the use of alcohol and/or drugs, or for a traffic violation that may result in a loss of driver's license, or for a violation of a criminal law or ordinance will report such fact. The violation will be reported in writing to the Chief of Police through the chain of command on or before the member's next scheduled working day.

Upon the conclusion of judicial action, the member will report the disposition and pertinent facts in writing to the Chief of Police through the chain of command by the member's next scheduled working day.

Expected Consequences for a Member Who Loses Driving Privileges:

Any legal action, whether related to alcohol and/or drugs, that results in a member receiving restrictions against or the loss of driving privileges for more than one year: the presumption is termination.

Expected Consequences for a Member Who Has Restrictions on Firearm Possession:

Recognizing that federal law may prohibit anyone under a domestic violence restraining order from possessing a firearm, the department has a need to know when any member is served with such an order. Any member served with a domestic violence restraining order will notify the Chief of Police through the chain of command and provide a copy of the order before the member's next scheduled duty day. The member will then report

to the Internal Affairs Section at 0800 on the next business day to review the order. The member will be prohibited from performing any armed police duties until the Internal Affairs Bureau and Police Legal Advisor review the order to assess the member's legal authority to carry a firearm.

Expected Consequences for a Member Who Fails to Maintain Colorado Peace Officer Standards and Training (POST) Certification:

Failure to maintain qualifications, certifications, and/or eligibility requirements is subject to formal disciplinary action up to termination. POST Certification through the State of Colorado is considered a baseline qualification for employment as a sworn member of the Aurora Police Department. The Chief of Police, in consultation with the City of Aurora Human Resources, will determine whether a member meets the baseline certification requirements for continued employment in the event of a notification from the POST Board that a member is either temporarily or permanently decertified as a peace officer.

14.1.11 CONFORMANCE TO DIRECTIVES

Members will observe and obey all department directives, special orders, and standard operating procedures. All members are responsible for becoming thoroughly familiar with the provisions and regulations of this department directives manual and are expected to know and assume their duties and obligations.

The Department acknowledges that members operate in complex and unpredictable environments where discretion and professional judgment are required. As such, rapidly evolving circumstances may occasionally require immediate, limited deviations from written directives, special orders, or standard operating procedures. In instances where a member deviates, they shall provide a clear justification demonstrating that the action was proper, justified, lawful, and consistent with departmental values. When practicable, members should seek supervisory approval prior to deviation. All such actions shall be thoroughly documented and subject to administrative review. Unjustified deviations may result in disciplinary action.

However, members are expected to strictly adhere to policies and procedures where deviation is not warranted or necessary, including but not limited to those governing uniform appearance, personal grooming standards, attendance, administrative processes, report writing, and conduct expectations. These policies are in place to ensure professionalism, consistency, and the effective operation of the Department, and are not subject to deviation without proper authorization.

In addition, policies related to legal compliance, investigative integrity, and constitutional protections always require strict adherence. Deviation from these provisions is not permitted. Such compliance is essential to maintaining public trust, operational accountability, and the lawful execution of duties.

APPENDIX I:
DIRECTIVE MANUAL 16.01
AI TOOLS, MACHINE LEARNING AND
LARGE LANGUAGE MODELS

AURORA POLICE DEPARTMENT

DIRECTIVE MANUAL

16.1 AI TOOLS, MACHINE LEARNING, AND LARGE LANGUAGE MODELS

Approved By:	Todd Chamberlain, Chief of Police
Effective:	Jun-10-2025
Revised:	Jun-10-2025
Associated Policy:	City of Aurora Administrative Policy 4.6
References:	N/A
Review Authority:	Professional Standards and Training Division Chief and APD Legal Advisor(s)

16.1.01 PURPOSE

This policy establishes procedures for using Department-approved AI Tools, large language models, and algorithm-assisted software. AI-assisted transcription tools assist members in drafting initial report narratives using body-worn camera (BWC) audio.

16.1.02 SCOPE

This policy applies to all APD members who utilize AI Tools, LLMs, algorithm-assisted software, or other city or department-approved AI platforms.

16.1.03 DEFINITIONS

Artificial Intelligence (AI): For the purposes of this Directive, AI is defined as Computer systems capable of performing tasks traditionally requiring human intelligence, such as transcription and language processing.

Axon Draft One: A department-approved AI tool that assists users by generating draft narratives from BWC audio.

Generative AI: Generative AI refers to a class of artificial intelligence systems designed to create new content, such as text, images, audio, code, or video, by learning patterns from existing data. Unlike traditional AI, which classifies or predicts based on input, generative AI produces original outputs that resemble the data it was trained on. Documenting details in a report by summarizing information, rather than creating a language transcription, is considered generative.

Large Language Models (LLM): LLMs are a type of artificial intelligence (AI) system that were trained on massive amounts of text data to understand, generate, and manipulate human language. LLMs use deep learning techniques, particularly transformer architectures, to learn patterns in language and predict what comes next in a sentence, enabling them to perform tasks such as: Answering questions, Summarizing text, Translating languages, Writing code, and Creating written documents and conversations.

Machine learning (ML): A subset of artificial intelligence (AI) that focuses on building systems that can learn from data and improve their performance over time without being explicitly programmed for every task. In machine learning, algorithms analyze patterns in data and use these patterns to make predictions, classifications, decisions, or generate outputs. Common applications include Spam detection in email, Fraud detection in finance, Predictive text and recommendation engines, Medical diagnosis assistance, Facial recognition and self-driving car navigation.

Personal Identifying Information (PII): Information about an individual that could reasonably be used to identify an individual, either directly or indirectly.

Private AI Tools: Private AI tools can be developed internally for department use or obtained from a third-party vendor. These systems can be configured in a way that ensures that our data is segmented from other training data and accessible only inside the organization.

Public AI Tools: Publicly available AI tools are widely available to multiple entities, organizations, or members of the general public. They utilize open-source data from the internet and use data provided by users or customers to train the underlying model. Public AI tools do not guarantee the privacy of the data that is provided by users.

Report: For the purposes of this Directive, this includes any written work product completed by a member. These may include, but are not limited to, case summaries, administrative documentation, statements, crime information, policy, preliminary investigative reports, etc.

RMS (Records Management System): The department-approved platform for submitting and storing finalized reports.

Safeguards: Measures Implemented by the Aurora Police Department to ensure that department members review all reports and other work product, that were generated with the assistance of AI tools, for accuracy and completeness.

16.1.04 USE AND LIMITATIONS OF AI-ASSISTED REPORT WRITING

The Aurora Police Department's policy is to equip its members with technologically advanced tools, including AI-assisted software, to support the creation of high-quality work products.

Such tools are intended to enhance the efficiency and accuracy of report writing. AI-assisted tools are intended to supplement, not replace, a complete and thorough police report. A member's judgment, emotional state, nonverbal observations, and expertise will only be captured in a report if they are documented by the member.

Axon Draft One is the only optional tool designed to assist Aurora Police Department members with generating the narrative portion of their reports. It is not intended to make investigative decisions, determine charges, or replace the reporting member's professional judgment.

Artificial intelligence and machine learning systems are not substitutes for human intelligence, decision-making, critical thinking, ethics, or experience. These technologies are intended to enhance efficiency and support officers in creating accurate, comprehensive, and timely reports, but they do not replace the officer's role or responsibilities.

Members using Axon Draft One are responsible for thoroughly reviewing, verifying, and editing the draft to ensure accuracy before submitting the final report into the Records Management System (RMS).

Members remain the sole authors and owners of their reports and must:

1. Thoroughly review all AI-generated drafts
2. Correct inaccuracies or incomplete content
3. Add necessary contextual, sensory, and perception-based information
4. Ensure reports accurately reflect their observations and reasons behind decision-making

All reports generated with Axon Draft One must include the following standard acknowledgment:

“My report was generated with the assistance of Draft One by Axon. I have reviewed my report in detail, made any necessary edits, and believe it to be an accurate summary of my recollection of reported events.”

This statement must remain in the final report. Members may use Axon Draft One to assist in drafting any report.

The use of unapproved third-party AI tools (e.g., ChatGPT, DeepSeek) for report writing is strictly prohibited. Members may use external AI tools solely for grammar or syntax improvement, as otherwise permitted by applicable city policy. Members are strictly prohibited from entering, uploading, or attaching any personally identifiable, criminal justice, or investigative information into these systems.

16.1.05 AUTHORIZATION AND TRAINING

All members who intend to use Axon Draft One must complete department-approved training before using it.

This training will ensure members understand the tool's capabilities, limitations, and proper application. Core training modules include:

1. Technical Operation
2. Legal Implications
3. Ethical Considerations

Narration Best Practices

Compelling narration significantly enhances the quality and detail of AI-generated drafts. Members are encouraged to:

1. En Route: Verbally note dispatch details, location expectations, and information gathering and pre-event decision-making.
2. During the Call: Narrate observations, actions, and interactions with involved parties.
3. Post-Incident: Summarize key points, collected evidence, and further observations while the information remains fresh.
4. After Use-of-Force: Clearly describe the criteria outlined in the UOF Report Writing Guide.

Proofreading and Quality Assurance

1. Members are responsible for proofreading and validating the final report before submission, ensuring accuracy, completeness, and professional tone.
2. Supervisors must review each Draft One-assisted report to confirm quality and compliance before approval.
3. Members are responsible for reviewing and correcting the system-generated safeguards to ensure the quality of their reports.

16.1.06 CONFIDENTIALITY AND DATA INTEGRITY

AI Tools that deal with confidential and official criminal justice information are designed to operate independently from external networks, ensuring that all data and communications remain fully contained and protected from internet-based access or intrusion, in a department-controlled environment, ensuring data security and compliance with City and department policies.

1. Information processed by Draft One is not accessible to Axon personnel or external systems.

2. Report narratives generated using Draft One will only be released in accordance with DM 08.22 – Criminal Justice Records.
3. Members shall not upload, share, or transfer AI-assisted content to unapproved platforms or cloud-based services.

16.1.07 REPORT QUALITY

Draft One is a support tool and does not replace the member's responsibility to provide a detailed, thorough, and accurate report.

1. Draft One cannot transcribe observations not captured on BWC audio, such as body language, nonverbal responses, physical sensations, physical appearances, location observations, and personal perceptions. Members must include these personal observations to provide a complete account to the report reader; therefore, members are encouraged to verbalize their observations to maximize Draft One's transcription capability.
2. Reports must reflect the members' experience and be consistent with legal and policy expectations.

16.1.08 MEMBER RESPONSIBILITIES

1. Review Draft One-generated reports for accuracy, completeness, clarity, and professional tone.
2. Edit content to include specific observations, reasons for decision making, required legal justifications, and documentation of all evidence.
3. Finalize and submit reports via RMS in compliance with [DM 8.10 - Reports](#).
4. Complete feedback logs as requested to support continuous system evaluation.

Upon review of the draft report, members may realize that additional documentation is needed as a compelling narration was not feasible, or audio was not sufficiently captured during the incident by the BWC's microphone. Members in this case will ensure to document all additional details that they deem important, such as body language, nonverbal responses, physical sensations, physical appearances, location observations, and personal perceptions, to provide a complete account to the reader.

16.1.09 SUPERVISOR RESPONSIBILITIES

1. Review and approve AI-assisted reports, ensuring:
 - a. Safeguard fields are properly corrected
 - b. Report writing standards are met
2. Promote the use of the AI tool and proper narration habits and proofreading within teams.
3. Ensure reports are consistent with [DM 08.10 - Reports](#) and [SOP PAT 2.4 - Preliminary Investigations](#).

APPENDIX J:
RULES & REGULATIONS
OF THE CIVIL SERVICE COMMISSION
EFFECTIVE MAY 13, 2025

R U L E S & R E G U L A T I O N S

OF THE

CIVIL SERVICE COMMISSION

AURORA, COLORADO

(Updated May 13, 2025)

The rules and regulations contained in this manual are intended to effectuate the purposes of the City of Aurora's Civil Service System. These rules are not intended to create any contractual rights for applicants or employees. These rules are subject to change at any time by formal action of the Civil Service Commission. All applicants for original appointment and all employees for promotion shall be subject to the same rules and regulations as all other applicants or employees for the same eligibility list.

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CIVIL SERVICE COMMISSION

SECTION II – ORIGINAL APPOINTMENTS: ENTRY-LEVEL,
LATERAL, REINSTATEMENT, WORK FORCE REDUCTION

SECTION III – PROMOTION WITHIN CIVIL SERVICE
RANKS

SECTION IV – DISCIPLINARY APPEALS PROCEDURE

SECTION I. GENERAL INTENT AND STRUCTURE OF THE CIVIL SERVICE COMMISSION.

For Additional detail, please see Appendix A

- 1. CIVIL SERVICE COMMISSION.** The Aurora Civil Service Commission (hereinafter referred to as the "Commission") was created in 1967 by the City Charter of Aurora, Colorado (hereinafter referred to as the "Charter") and is charged with the responsibility of administering a separate Civil Service system for uniformed members of the Fire and Police departments. The Commission is committed to the support of the City of Aurora's policy of equal employment opportunity as well as upholds the Civil Service Commissioner Code of Ethics (Resolution No. R2000-81, signed November 27, 2000, when hearing disciplinary appeals).
 - a. Members.** The Commission is composed of not less than three (3), nor more than five (5) members, as determined by the Aurora City Council (hereinafter referred to as "City Council") by Charter. Commissioners shall be residents of and registered electors of the City of Aurora, Colorado, prior to their appointment as Commissioners. Should a Commissioner cease to be a resident or elector of the City of Aurora, the Commissioner must resign. According to the Charter, no member of the Commission may hold any other position in the City of Aurora for which he/she receives either a per diem or salary compensation. A waiver of any such per diem or salary compensation may not circumvent this provision, nor may any member of the Commission be an appointive member of any other Board or Commission serving the City of Aurora.
 - b. Commissioner Term.** All Commissioner appointments shall be for a three (3) year period, up to three (3) consecutive terms. Commissioners shall be selected and appointed by a majority vote of the City Council.
 - c. Duties.** The Commission is responsible for establishing rules and regulations to administer the separate Civil Service system of the Fire and Police departments. It is responsible for:
 - (1) Establishing qualifications and service requirements, examination and certification of all applicants for original (cadet and entry-level) and lateral-entry appointment to the Civil Service system; and
 - (2) Promotional appointment within the Civil Service system; and
 - (3) Conducting Civil Service disciplinary review hearings. Compensation and Classification of Commissioners
 - d. Compensation and Classification of Commissioners.** Commissioners are compensated as set forth in Section 102-69 of the City Code. Pursuant to IRS regulations and a 1995 legal opinion, Commissioners are classified as employees of the City of Aurora.
 - e. Compensation and Classification of Commission Staff.** Pursuant to City Charter, the City's Personnel Policies and Procedures Manual, and legal opinions,

most recently July 2014, Commission Staff are "at will" employees subject to the Policies and Procedures established by the Civil Service Commission. The Commission sets its own classification and compensation system for their staff. Commission staff shall receive the same benefits as Career Service employees (annual and sick leave, medical, retirement contributions, etc.), although they are not able to appeal any discipline to the Career Service Board. Oversight for this compensation system comes only from the City Council as part of the annual budget proposal process.

- 2. COMMISSION MEETINGS.** Regular meetings shall be held as determined by a majority of Commissioners. The Chairperson may call special meetings at any time, provided each Commissioner is given twenty-four (24) hours notice thereof and the provisions of the Colorado Sunshine Act, C.R.S. 24-6-402, are met. A meeting will be called if requested by a majority of Commissioners, subject to the twenty-four-(24) hour notice requirement.
 - a. Notice of Meetings.** Meetings at which a majority of the Commission is in attendance, or is expected to be in attendance, and at which the adoption of any proposed policy, position, rule, regulation, or formal actions are expected or occurs shall be held only after full and timely notice to the public. Full and timely notice shall be deemed to have been given when the notice of the meeting is posted within the boundaries of the Commission offices and/or forwarded for posting in the City of Aurora Municipal Building in the normal location for such posting no less than twenty-four (24) hours prior to the holding of the meeting. Individual electronic notification will specifically be given to the Deputy City Manager, Police and Fire Chiefs.
 - b. Quorum.** Two (2) Commission members shall constitute a quorum with a three member Commission, and three (3) members shall constitute a quorum with a four or five member Commission. Any vote cast shall constitute "one vote." All actions determining Commission policy shall require a majority vote of the full body.
 - c. Agendas.** Agendas of regular meetings shall be prepared in advance by the Commission staff. Any Commissioner may place items on the agenda. Items may be placed on the agenda at regular meetings with concurrence of the majority of Commissioners present at the meeting.
 - d. Procedure for Meetings.**
 - (1) At the first meeting in December, or at the earliest possible date thereafter, the Commission shall elect a Chairperson and Vice Chairperson from its members by a majority vote of those Commission members present. The Chairperson and Vice Chairperson shall serve for that calendar year. If the position of Chairperson or Vice Chairperson becomes vacant between annual elections, an election will be held as soon as possible by a majority vote of the remaining Commissioners to fill such vacancy.

(2) The Chairperson shall preside at all Commission meetings and shall direct the business and affairs of the Commission in an orderly manner, as approved by Commission members. In the absence of the Chairperson, the Vice-Chairperson shall preside at meetings, sign necessary documents, and perform other duties ordinarily performed by the Chairperson. Should both Chairperson and Vice Chairperson be unavailable for conduct of Commission business including, but not limited to, chairing meetings and signing correspondence, the remaining Commissioners may, by majority vote, elect an Acting Chairperson from their number for conduct of such business.

(3) The Chairperson or Vice Chairperson may be removed from such position during term of office by a majority vote of Commissioners at a special meeting convened for that purpose.

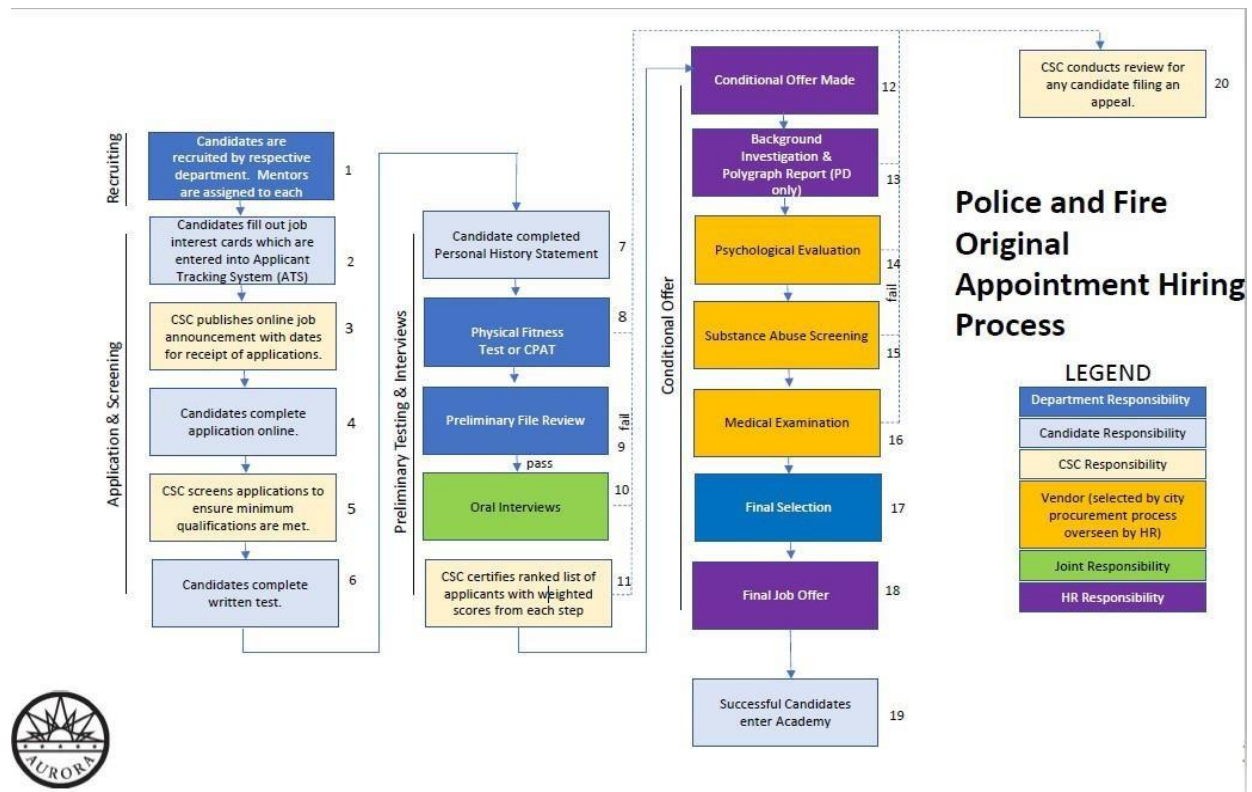
e. Minutes. A record, in the form of minutes, shall be kept at each meeting of the Commission. Minutes shall note time and place of meeting, names of Commission members present and absent, and all official acts of the Commission during the meeting. A draft of the minutes shall be transcribed and distributed to Commissioners prior to the next regular meeting via email, and shall be approved by Commission members as presented or amended. After Commission approval, minutes shall be signed by the Chairperson, attested to by the staff member appointed by the Commission acting as recording secretary, and permanently maintained in Commission files.

3. COMMISSION OFFICE HOURS. Commission business shall normally be conducted Monday through Friday, from 8:00 a.m. to 5:00 p.m., and shall be closed on Saturdays, Sundays, certain off-site testing dates, and City recognized holidays. The Commission must specifically approve changes to this schedule.

SECTION II. ORIGINAL APPOINTMENTS: ENTRY-LEVEL, LATERAL, REINSTATEMENT, WORK FORCE REDUCTION.

Section Summary: Applicants for original appointment including Entry-Level, Lateral, and Reinstatement appointments to Civil Service positions of the Aurora Fire Rescue or Aurora Police Department shall be subject to qualification and examination procedures stated in the following paragraphs. All applicants who possess the minimum qualifications established by the Commission shall be allowed to participate in the initial examination process. This process seeks to provide the Aurora Fire Rescue, Aurora Police Department, and all Aurora citizens with the most qualified applicants irrespective of the applicant's race, creed, color, gender, age, national origin, sexual orientation, religion, or political opinions or affiliations.

The full process effective for the Academies beginning after July 1, 2023 is detailed in the flowchart below. The Civil Service Commission Rules and Regulations lay out the responsibilities of the Civil Service Commission. Please note the Legend lays out the responsibilities of other city departments throughout the hiring processes which has been discussed with all stakeholders.



Application and Screening Section

1. JOB ANNOUNCEMENT. Box #3 from flowchart:

- a. The Civil Service Commission publishes the online job announcement with dates for receipt of applications based on the job descriptions, including application and testing deadlines, provided by the respective departments, and reviewed by Human Resources.
- b. The Civil Service Commission shall initiate a process to create a Certified Eligibility List for one or more Academies as described below.

2. SCREENING APPLICATIONS. Box #5 from flowchart: Civil Service Commission screens applications to ensure minimum qualifications are met.

- a. The Civil Service Commission shall determine the minimum qualifications for original appointment to include:
 - i) Entry-Level Police applicants shall be 21 years old by the projected end date of the Academy. Entry-level Fire applicants shall be 18 years old by the projected start date of the Academy. Proof of age shall be either a copy of a state, or municipality-issued original Birth Certificate, Passport of the United States of America, or evidence of Naturalization.
 - ii) Be a citizen of the United States of America or a person who is lawfully admitted for permanent residence in accordance with the Immigration and Nationality Act. Proof of citizenship shall be either a copy of a state or municipality-issued original Birth Certificate, Passport of the United States of America, or evidence of Naturalization.
 - iii) Have completed a minimum education of high school completion, or GED equivalency. Proof shall be a copy of the High School Diploma, copy of the GED Certificate, or successful completion letter from an accredited school's Principal or District Superintendent, or other documentation approved by the Commission. Candidates who have completed any credit hours from an accredited college/university must also include a copy of college transcripts from all post-secondary schools attended along with any of the accepted documentation above when requested. If home-schooled, documentation must meet the standards of the state of matriculation. If the home-schooled candidate has been accepted in any accredited post-secondary institution, it shall be determined that they have met all the above education requirements.
 - iv) Must have a valid driver's license and if not a Colorado driver's license, be able to obtain a Colorado driver's license by the start of the Academy.
 - v) Be able to perform minimum essential job functions of the recruit position.
- b. The Civil Service Commission shall determine automatic grounds for disqualification from the hiring process to include:
 - i) Conviction of, or deferred judgment for, a crime which is a felony under state or federal law; or military conviction by a court-martial that is comparable to a felony conviction.

- ii) Conviction of any crime or ordinance violation, which would bar the applicant from possessing a firearm or ammunition under Federal or Colorado law. (For Police Officer Applicants only.)
- iii) Conviction of, deferred judgement for, or combination of any misdemeanor causing disqualification under POST standard 24-31-305. (For Police Officer Applicants only.)
- iv) Illegal distribution of any controlled substances or drugs, including steroids, in the last (3) years. Frequency of behavior, quantity of drugs involved, and type are considered at time of background.
- v) Conviction of or deferred judgment for any driving offense below within the last three (3) years from the projected start date of the Academy:
 - 1. Homicide or assault with a vehicle;
 - 2. Leaving the scene of a crash (hit and run);
 - 3. Eluding a Police Officer;
 - 4. Any vehicle related felony;
 - 5. Drag Racing/Exhibition of Speed;
 - 6. Reckless driving resulting in serious bodily injury/death;
 - 7. Driving while intoxicated (DUI, DWAI, DUID)
 Frequency and type of all driving offenses are considered at time of background.
- vi) Any applicant who tests positive for **marijuana** during the pre-employment drug test will not be hired and will be ineligible to be employed within the City of Aurora for one year. Applicants are advised that it can take several days to more than a month for a marijuana user to pass a drug test.

- c. The Commission shall notify any applicant whose application has been disqualified during the application screening process via the applicant tracking system (ATS) and shall identify the Commission Rule(s) for such disqualification.
- d. Applicants who have been disqualified due to factual errors in their applications may appeal their disqualification to the Civil Service Commission under the established appeal procedures in Section II Rule (9).

3. ENTRANCE EXAMINATION. Box #6 from flowchart: Candidates complete written test.

- a. The Civil Service Commission shall collaborate with the departments and Human Resources to choose the written examination, the testing vendor, and the minimum passing score and deadlines for the examination period.
- b. The Civil Service Commission shall receive the testing results and notify Human Resources of all candidates with passing scores.
- c. The Commission shall notify any candidate whose application has been disqualified during the entrance examination via the ATS.

- d. Candidates who have been disqualified may appeal their disqualification to the Civil Service Commission under the established appeal procedures in Section II Rule (9).

Preliminary Testing and Interview Section

4. PRELIMINARY FILE REVIEW. Box #9 from flowchart:

- a. Candidates who have been disqualified during the preliminary file reviews conducted by the respective department may appeal their disqualification to the Civil Service Commission under the established appeal procedures in Section II Rule (9).

5. ORAL INTERVIEWS. Box #10 from flowchart: Department led interview panels administered by Human Resources.

- a. At the discretion of the Civil Service Commission, Commissioners may elect to; 1) score applicants as board members, 2) serve as a non-scoring monitor on each interview panel, or 3) decline participation.
- b. The number and content of interview questions, number of interview panels and assessors for each panel shall be determined through collaboration with the Commission, the applicable Department, and Human Resources.
- c. Oral Interviews shall have a minimum combined passing score of 70%.
- d. Candidates who have been disqualified may appeal their disqualification to the Civil Service Commission under the established appeal procedures in Section II Rule (9).

6. CERTIFIED ELIGIBILITY LIST. Box #11 from flowchart: Civil Service Commission certifies ranked list of qualified entry-level applicants for original appointment.

- a. Each entry-level applicant who successfully completes each step of the testing process to this point shall be given a position in rank order by final score on a certified eligibility list.
- b. The applicant's position on the certified eligibility list shall be determined by averaging the passing entrance examination score with the passing oral interview score. Preference points shall then be added to this averaged score. The relative scoring weights of each component of the final score shall be determined by the Civil Service Commission in collaboration with the respective department and Human Resources. For illustration purposes, the following formula represents the final combined score calculation: Passing Entrance Exam score X .5 (50%) + Passing Oral Interview score X .5 (50%) + any applicable preference points = Applicant's final combined score for ranking on the certification list.
- c. Preference points, as determined by the Civil Service Commission, shall be applied to the candidate's passing combined score in accordance with the following policies outlining these points:

- i) Veteran's Preference points shall be added in accordance with the provisions of Section 15, Article XII of the Colorado State Constitution prior to final ranking.
- ii) [Language Proficiency Preference points](#) shall be added in accordance to the policy outlining these points and qualifications.
- iii) [Aurora Police Explorer Preference points](#) shall be added in accordance to the policy outlining these points and qualifications.
- iv) [Aurora Fire Explorer Preference points](#) shall be added in accordance to the policy outlining these points and qualifications. [Colorado POST Certifiable Preference points](#) shall be added in accordance to the policy outlining these points and qualifications.
- d. In the event a tie final score occurs, rank order priority shall be based on the date and time the application was received with the earlier taking precedence.
- e. The certified eligibility list shall be reviewed and signed by the Civil Service Commission. The list shall be published to the respective department and Human Resources.
- f. Civil Service shall notify candidates of their ranking on the eligibility list.
- g. Candidates on the certified eligibility list may request a deferment from the Civil Service Commission to the following Academy. Candidates shall provide the request in writing along with appropriate backup documentation detailing the reasons for the request. In the event the candidate wishes to defer again, the candidate shall submit another request for deferment to the next Academy.
- h. When considering the request for deferment, the Commission may consider any candidate testing results, number of recruits needed by the department for the academy, the validity of the reasons for the request, and any other information deemed of value to the Commission.
- i. If approved, the deferred candidate may be re-certified on the next certified eligibility list (following the deferral period) in a position corresponding to the ranking based on the candidate's final combined score.

Conditional Job Offer, Background Investigation, and Final Job Offer Section

At this point forward the respective departments shall utilize the rank ordered certified eligibility list prepared by the Civil Service Commission.

7. POST CONDITIONAL JOB OFFER TESTING. Box #12 through #16 from flowchart:

- a. Background investigation and post conditional job offer examinations are determined and conducted by Human Resources.
- b. Candidates who have been disqualified may appeal their disqualification to the Civil Service Commission under the established appeal procedures in Section II Rule (9).

8. FINAL SELECTION AND FINAL JOB OFFER. Box #17 through #19 from flowchart:

- a. The respective department, with assistance from Human Resources, shall determine and administer the final selection process.
- b. Remaining candidates shall receive a final job offer in the order in which they are certified on the eligibility list. The respective Chief of the department shall have the final say on which candidates are selected to receive a final job offer.
- c. Candidates not selected to receive a final job offer are not eligible to appeal to the Civil Service Commission.

9. APPEAL PROCEDURE. Box #20 from flowchart: Civil Service Commission conducts review for any candidate filing an appeal.

- a. Any candidate disqualified from the entry-level application process may file an appeal with the Civil Service Commission.
- b. Candidates shall provide the appeal in writing along with appropriate backup documentation detailing the reasons for the appeal.
- c. The appeal must be received by the Commission within seven (7) business days from the date of the notice of disqualification to the candidate.
- d. A copy of the appeal shall be provided to Human Resources. Human Resources shall provide a summary of the testing results of the candidate and any additional information for the Commission to consider within (10) ten business days from the date the appeal is received by the Commission.
- e. Commissioners having any personal conflict-of-interest concerns shall recuse themselves from the appeal process for that candidate.
- f. The appeal shall be reviewed by a majority of remaining Commissioners within five (5) business days of receipt of the summary of testing results and any additional information provided by Human Resources.
- g. The Commission may seek guidance on an appeal from the City Attorney's Office representative assigned to the Civil Service Commission.
- h. A majority of Commissioners shall decide one of the following options to resolve the appeal;
 - i) Additional or clarifying information is needed from either the applicant or Human Resources with deadlines for such information to be decided by the Commission based on the complexity of the information requested.
 - ii) To reinstate the candidate into the application process at the point of disqualification.
 - iii) To uphold the disqualification of the candidate from the testing process.
- i. The Commission's decision on the appeal shall be provided in writing to the candidate and Human Resources. The appeal decision of the Commission shall be final.

10. REPORTING REQUIREMENTS.

- a. The Civil Service Commission shall receive **annual reports** from Human Resources on **adverse** impact on protected classes, if any, from assessments of minimum qualifications and disqualifications at each testing step.
- b. Human Resources shall be deemed to be the custodian of all candidate testing records including all applications, personal history statements, interview materials, background investigations, external vendor reports, and medical records.

11. LATERAL ENTRY.

- a. In accordance with the City Charter, Article III, Section 3-16, paragraph (10), the Civil Service Commission establishes the following conditions and regulations which shall apply to Lateral-entry appointment. The Civil Service Commission strongly encourages each Department to adhere to this following stipulation from Ordinance Number 89-88, "WHEREAS, lateral entry will also assist the Police and Fire Departments in implementing their affirmative action programs."
- b. At the time of application, unless otherwise noted, applicants for lateral- entry appointment to Civil Service fire and police positions shall;
 - i) Lateral Police applicants shall be 21 years old by the projected end date of the Academy for which they are applying. Lateral Fire applicants shall be 18 years old by the projected start date of the Academy for which they are applying. Proof of age shall be either a copy of a state, or municipality-issued original Birth Certificate, Passport of the United States of America, or evidence of Naturalization.
 - ii) Be a citizen of the United States of Be a citizen of the United States of America or a person who is lawfully admitted for permanent residence in accordance with the Immigration and Nationality Act. Proof of citizenship shall be either a copy of a state or municipality- issued original Birth Certificate, Passport of the United States of America, or evidence of Naturalization.
 - iii) Have completed a minimum education of high school completion, or GED equivalency. Proof shall be a copy of the High School Diploma, copy of the GED Certificate, or successful completion letter from an accredited school's Principal or District Superintendent, or other documentation approved by the Commission.
 - iv) For Police Applicants only: Have three (3) years previous related experience in good standing within the four (4) year period immediately preceding the application. Related experience shall consist of full-time paid employment as a Police Officer in a full service Police department. (The previous sentence is suspended until 07/25/2025) For Fire Applicants only: Have three (3) years paid related experience in good standing within the four (4) year period at the time of application.
 - v) Be able to perform the essential functions of the position.

- c. Per City Charter, the Civil Service Commission shall establish an unranked pool of qualified individuals who meet the minimum qualifications. To establish this unranked pool of qualified individuals, the Civil Service Commission shall accept applications for Lateral-entry employment.
- d. All applicants who meet the minimum qualifications established by the Civil Service Commission shall form the unranked pool of qualified individuals.
- e. Qualified individuals in the unranked pool shall then be subject to appropriate testing by the Chiefs of the respective Departments, with assistance from Human Resources, which may include, but not necessarily consist of a medical, background, polygraph and psychological examinations. The Chiefs of the respective Departments may, at their sole discretion, select qualified individuals from the remaining unranked pool of individuals.
- f. No person can remain on the lateral entry appointment list for more than two (2) years without reapplication.
- g. The Commission shall notify any applicant whose application has been disqualified for failing to meet the minimum qualifications via the ATS.
- h. The Chiefs of the respective Departments, with assistance from Human Resources, shall notify any applicant whose application has been disqualified as a result of testing and/or the review process.
- i. Human Resources shall be deemed to be the custodian of all lateral applicant testing records including all applications, personal history statements, interview materials, background investigations, external vendor reports, and medical records.

12. REINSTATEMENT.

- a. Any former Civil Service member of the Fire or Police departments who successfully completed the probationary period as defined in Section 3-16 of City Charter and was in good standing at the time of resignation, (satisfactory performance reports and no pending disciplinary actions), may apply in writing to the Commission for reinstatement to the department within thirty-six (36) months from the effective date of resignation or retirement. For Police purposes, must be completed prior to the 36-month period for POST standards and certification. Any member of the Civil Service who resigns or retires from the Fire or Police departments must meet all minimum qualifications for original applicants, to include education, at the time the former member submits his/her request for reinstatement. No applicant shall be reinstated without the specific approval and testing of the Commission. An applicant may be reinstated only once in a lifetime. The decision of the Commission shall be final. (Note: At the Commission's discretion, any AFR member may have the time limit extended to allow for continuity of City government, or in the event of contingencies, disasters, emergency staffing requirements, or military service obligations.)

13. REINSTATEMENT PROCEDURES.

The Commission recognizes that there may be delays in the reinstatement process because of weather, availability of key personnel or examiners; however an effort should be made to complete the reinstatement procedures within a reasonable time frame. The procedures for reinstatement are as follows:

- a.** The applicant will submit a written request for reinstatement to the Civil Service Commission and the Chief of the respective department.
- b.** Upon approval of eligibility for reinstatement by the Civil Service Commission and respective department, a background investigation shall then be completed as the first step of the reinstatement process. The background investigation shall include the conditional job offer and all necessary investigations needed prior to reinstatement. A medical exam and substance abuse screening will be completed on all applicants during the background investigation. Further testing may include a job suitability assessment, polygraph, fitness test, post offer psychological exam, or any other exam deemed necessary for reinstatement.
- c.** The results of the background investigation are then provided to the Chief of the department and City Manager. If the reinstatement request is supported by the Chief and City Manager, letters of favorable recommendation are then submitted to the Commission within the thirty-six (36) month period stated above. If the reinstatement request is not supported by the Chief and City Manager, a notice of opposition shall be provided to the Commission. The reinstatement request will then be declined and the Commission shall notify the candidate of this outcome.
- d.** The Commission may conduct a personal interview with the Chief of the appropriate department and review the applicant's official personnel file.
- e.** The Commission may conduct a personal interview with the applicant.
- f.** The applicant may be required to undergo additional examinations deemed appropriate by the Commission. The applicant must meet the standards of entry-level applicants on all examinations, as required by the Commission.
- g.** The applicant shall be notified in writing of the Commission's FINAL decision. A copy of the notification shall be forwarded to the Chief of the appropriate department and Human Resources. There shall be no further appeals to the Commission.
- h.** Human Resources shall issue the final job offer letter with a start date to be coordinated with the applicant and the respective department.
- i.** If approval is granted by the Commission, reinstatement must become effective within 180 days of the Commission's approval for hire. No individual may be reinstated after this 180-day period. Such individual, when reinstated, shall retain the rank held at the time of resignation, except that in no case shall an individual be reinstated at any rank higher than Police Officer or Firefighter, Grade I, or Rescue Technician. The reinstated officer shall be eligible to test with the Civil Service Commission for the next higher rank in the first scheduled promotion

testing following reinstatement, provided time and service requirements for testing are met. In the event an applicant declines reinstatement when it is offered, such applicant shall not be offered an opportunity for reinstatement again.

- j. Should there not be a vacancy at the time a reinstatement request is approved; the Chief of the appropriate department must notify the Commission in writing of the anticipated date of the first available Civil Service vacancy, which must be no later than 180 days following the Commission's approval for hire.

14. WORK FORCE REDUCTION (LAYOFF).

Work force reductions may apply to Civil Service members of the Fire and Police departments whose job position is removed or eliminated through any budgetary consideration upon review and approval of City Council and implementation by the City Manager. The respective department Chief shall notify the Commission of any work force reduction of Civil Service members. Any work force reduction of Civil Service members in either department must be in accordance with the City Manager's Work Force Reduction (Layoff) Plan and Layoff Rules outlined in the City of Aurora Personnel Policies and Procedures Manual, with the following exceptions:

- a. When the Civil Service work force in either department is reduced through budgetary consideration which has been reviewed and approved by City Council and implemented by the City Manager, the Civil Service member last certified for employment to such department shall be the first laid off. For purposes of this rule, Civil Service members on the same certified list shall be laid off in reverse order of their original certification for employment, except members not eligible for veteran's preference under Article XII, Section 15 of the Colorado Constitution shall be separated before those so entitled.
- b. When the Civil Service work force in such department is increased, Civil Service members laid off shall be reinstated in the order of their original certification for employment in accordance with paragraph 79, Reinstatement Procedures for Work Force Reductions, provided the member has notified the Civil Service Commission in writing of his/her desire to be reinstated.

15. APPEAL PROCEDURES FOR WORK FORCE REDUCTION.

Civil Service members of the Fire and Police departments who wish to have a hearing before the Civil Service Commission to appeal their work force reduction (layoff) must submit a written request to the Commission no later than seven (7) business days following the effective date of the work force reduction. The request for hearing before the Commission must include a summary of the reasons for the appeal based on the following considerations. Hearings on such appeals shall be scheduled in accordance with the practices of the Commission. The Commission shall base its decision on the following considerations:

- a. Is there evidence that the City Manager's expressed reasons for affecting the lay-off are not the actual reasons?
- b. Were there procedural defects in executing the layoff, or in granting retention rights, which were detrimental to the employee?
- c. Was the layoff affected in an arbitrary and unreasonable fashion?

16. REINSTATEMENT PROCEDURES FOR WORK FORCE REDUCTION.

A former Civil Service member who is terminated because of a work force reduction may be reinstated by the Commission provided the member meets all minimum medical and fitness qualifications of the position to which the member is seeking reinstatement.

- a. Upon receiving written notification from the Chief of the appropriate department, accompanied by approval from the City Manager, that the department's Civil Service work force shall be increased, the Commission shall send such notification by registered mail to the Civil Service member's last known official residence address on file with the City of Aurora Human Resources Department. Former Civil Service members who were terminated under a work force reduction shall be responsible for ensuring their current residence addresses are on file.
- b. The former Civil Service member must express a desire to be reinstated to the Commission in writing within ten (10) business days from the date of receipt of the Commission's notice that the department's Civil Service work force shall be increased. Former Civil Service members who do not respond during the specified time period shall be ineligible for reinstatement, and no further consideration shall be given, unless otherwise directed by the Commission. If the member was serving during the original appointment probation period when laid off, the member shall complete the remaining portion of such probation period.
- c. The applicant may be required to undergo any or all of the following examinations: polygraph, substance abuse screening, fitness, full or partial medical, background investigation, and any other examination deemed appropriate by the Commission, prior to reinstatement.
- d. The Commission may also conduct a personal interview with the applicant.
- e. The applicant shall be notified in writing of the Commission's FINAL decision. A copy of the notification shall be forwarded to the Chief of the appropriate department. There shall be no further appeals to the Commission.
- f. Upon Commission approval, reinstatement shall be effective on the date established in the department's notification letter pertaining to an increase in the Civil Service work force, or a subsequent date agreed to by the department, the Commission, and the member.

17. SERVICE IN THE ARMED FORCES.

- a. A Civil Service member of either department who enters upon active duty or in active duty for training in the Armed Forces of the United States in response to

an order or call to active duty shall be entitled to reemployment rights and may be reinstated to the department in accordance with appropriate federal statutory guidelines. If the probation period following an original appointment was interrupted by service in the Armed Forces, the Civil Service member, upon reinstatement, shall complete the remaining portion of such probation period before permanent appointment. The Civil Service member must request reinstatement in accordance with appropriate federal statutory guidelines. The request must include a copy of the member's military discharge, DD Form 214, and a copy of the official notification letter ordering the member to active duty.

SECTION III. PROMOTION WITHIN CIVIL SERVICE RANKS

- 1. GENERAL.** The Commission is required by City Charter to conduct testing for all promotional ranks in the Fire and Police departments. The department Chief shall notify the Commission of his/her intent to create, abolish or modify a current promotional rank, as soon as possible, but no later than 4 months prior to the recommended effective date so that the Commission may evaluate the impact of the proposed change and adjust its rules, policies, procedures and processes. The department Chief or designee will also supply at least 2-3 Subject Matter Experts (SME's) to the Commission whose responsibility it will be to determine a reading list and content of the assessment center in conjunction with the Consultant and assisted by CSC staff. Members of the Civil Service system who desire to participate in promotional testing for Fire or Police positions shall be subject to the qualification and examination procedures stated below. Promotional appointment lists will be created as follows:
 - a.** Examinations for promotional appointment shall take place no less than once per year for each promotional rank. Applicants who are successful in completing all examination requirements will have their names placed on a certified list for promotional appointments in rank order.
 - b.** Each certified list for promotional appointments shall expire after one year from date of certification, except that in the event a vacancy should exist in one of the Departments and the certified list for that position is scheduled to expire and a new list is not available, the Civil Service Commission may extend the list, one time only, for a period not to exceed ninety (90) days.
- 2. APPLICATION PROCEDURES.** Civil Service members of the Fire and Police departments who desire to participate in promotional testing shall register with the Commission by the closing date that is published on the posting. An official college or university transcript(s) must be in possession of the Commission, if applicable to the tested rank, prior to the commencement of testing, per the official posting. Other documents, as determined by the Commission, may be required for each promotional examination. The Civil Service member has sole responsibility to ensure his/her registration and applicable documents are received by the Commission.
- 3. PROMOTION ELIGIBILITY REQUIREMENTS.** All Civil Service ranks of the Fire and Police departments above the rank of Police Officer and Firefighter shall be filled by promotion from within the respective departments under service and educational requirements, and examination procedures outlined by the Commission. Any Civil Service member with cumulative discipline equal to or greater than an 80 hour suspension, to include involuntary demotion, within the two (2) year period preceding the first day of testing shall be ineligible to test. Civil Service members with appeals pending to the Civil Service Commission of cumulative discipline equal to or greater than an 80-hour suspension, to include involuntary demotion, shall be ineligible to test. The date of the discipline shall be the date of the Disciplinary

Order. To be eligible for promotional examinations, candidates for the rank being examined, must meet the following service, certification, education, and training requirements as of the first day of testing in the promotional series:

Fire Engineer

SERVICE	EDUCATION	TRAINING
3 years regular service with Aurora Fire Rescue AND Currently holding the rank of Firefighter Grade I or Fire Medic.	No college requirement for this position.	Successful completion of the Aurora Fire Department Acting Driver / Operator Training Program.

Fire Lieutenant

SERVICE	EDUCATION	TRAINING
5 years regular service with Aurora Fire Rescue AND 2 years as an Aurora Firefighter, Grade 1, Fire Medic, Engineer, or any combination thereof totaling 2 years AND Currently holding the rank of Aurora Firefighter, Grade 1, Fire Medic, or Engineer.	60 earned semester or 90 earned quarter hours of college level course work from an accredited college or university. Minimum cumulative GPA of 2.0 on a 4.0 scale.	Successful completion of the Aurora Fire Department Development Program or the Acting Officer Program on record with Fire Administration AND Successful completion of the Aurora Fire Department Officer 1 Program, or equivalent as approved by the CMCB Board of Directors.

Fire Captain

SERVICE	EDUCATION	TRAINING
7 years regular service with Aurora Fire Rescue. 2 years as an Aurora Fire Lieutenant. Currently holding the rank of Aurora Fire Lieutenant.	60 earned semester or 90 earned quarter hours of college level course work from an accredited college or university. Minimum cumulative GPA of 2.0 on a 4.0 scale.	Successful completion of the CMCB Fire Officer 2 program, or equivalent as approved by the CMCB Board of Directors.

Police Agent

SERVICE	EDUCATION
3 years as Police Officer AND Currently holding the rank of Police Officer, Grade I.	No college requirement for this position.

Police Sergeant

SERVICE	EDUCATION
2 years as Agent or Police Officer, Grade I, or any combination thereof AND A minimum of 5 years regular, continuous service *Lateral officers are eligible with at least 3 years regular continuous service with the Aurora Police Department <i>and</i> at least 5 years as a full-time paid officer in good standing in any jurisdiction. AND Currently holding the rank of either Police Officer I, or Agent AND (Education requirement, see right)	60 earned semester or 90 earned quarter hours of college level course work from an accredited college or university. Minimum cumulative GPA of 2.0 on a 4.0 scale.

Police Lieutenant

Police Lieutenant Service and Education Option A	
SERVICE	EDUCATION
2 years in grade as Sergeant, AND Currently holding the rank of Sergeant, AND (Education requirement, see right)	A Bachelor's Degree from an accredited college or university.

Police Lieutenant Service and Education Option B	
SERVICE	EDUCATION
4 years in grade as Sergeant AND Currently holding the rank of Sergeant AND (Education requirement, see right)	60 earned semester or 90 earned quarter hours of college level course work from an accredited college or university. Minimum cumulative GPA of 2.0 on a 4.0 scale.

Police Captain

Police Captain Service and Education Option A	
SERVICE	EDUCATION
2 years in grade as Lieutenant, AND Currently holding the rank of Lieutenant, AND (Education requirement, see right)	A Bachelor's Degree from an accredited college or university.

Police Captain Service and Education Option B

SERVICE	EDUCATION
4 years in grade as Lieutenant AND Currently holding the rank of Lieutenant AND (Education requirement, see right)	60 earned semester or 90 earned quarter hours of college level course work from an accredited college or university. Minimum cumulative GPA of 2.0 on a 4.0 scale.

4. SCORING WEIGHTS FOR PROMOTIONAL EXAMINATION:

The following are examinations administered by the Civil Service Commission with the following scoring percentage weights applied to determine the final score. All exercises in the Assessment Center and Practical are weighted equally in compiling the final score with the overall pass-point set at 70%, unless otherwise determined by the Commission.

FIRE DEPARTMENT

Position	Written Exam	Assessment Center or Practical Exam	Records Evaluation
Engineer-Driver	35%	50%	15%
Investigator Tech	30%	55%	15%
Lieutenant	30%	55%	15%
Captain	30%	55%	15%

POLICE DEPARTMENT

Position	Written Exam	Assessment Center or Practical Exam	Records Evaluation
Agent	30%	55%	15%
Sergeant	30%	55%	15%
Lieutenant	25%	60%	15%
Captain	N/A	85%	15%

EXAMINATIONS FOR PROMOTIONAL APPOINTMENT

- 5. GENERAL.** Examinations shall be open to all candidates who meet the minimum established qualifications. The Commission shall be responsible for the types of examinations to be used, which may include written, oral, assessment center, practical, records evaluation, or any combination thereof, and any other examination which the Commission may consider helpful in evaluating the candidate's ability to serve in the position. All examinations for promotion shall be competitive among such members of each department as are qualified and desire to submit themselves to examination. The following procedures shall be used as guidance for the conduct of all promotional examinations unless otherwise specified by the Commission.
- a.** If it is determined by the Commission that not enough applicants with the required qualifications sign up to take a specific examination, the Commission may invite additional promotional ranks to test or lower regular service requirements for only that particular promotional examination.
 - b.** At its sole discretion, the Commission shall determine the relative weight for each portion of the examination series and shall set minimum passing scores. Failure in any portion of the examination series shall be grounds for disqualifying the candidate from further participation in the current examination process.
 - c.** Examinations shall be held on specified dates and at times determined by the Commission. Rules for starting time, scoring and conducting an examination shall be posted prior to the examination.
 - d.** Written examinations shall be administered in the presence of a Commissioner, Chief Examiner or designee.
 - e.** Requests for exceptions from the testing schedule, which may include changes to time, date, place, and examiner, will be considered only if the request is submitted in writing at least three (3) working days prior to the first day of testing and (1) the candidate is assigned to military duty, or (2) the candidate is assigned by the department for specialized training or public duty during the time the written test is to be administered. For all requests for exception from the testing schedule, the Commission will consider factors involved in arranging proctoring, etc., in each individual case before granting or denying a request. Applicable USERRA provisions shall be considered in attempting to accommodate promotional candidates assigned to military duty, however all testing shall be completed prior to establishing the certification list.
 - f.** The Commission may, at its sole discretion, make the following exceptions for failure to appear at the scheduled time for promotional written examinations only provided the candidate can be rescheduled during the normal conduct of the examination. However, the Commissioner(s) present at the examination also may use his/her/their sole discretion to excuse an applicant after the examination has begun if one of the following should occur:

- (1) a candidate's supervisor (Battalion Chief, Police Captain or above) contacts the Commission office prior to commencement of the examination to indicate the candidate is on duty and, due to an emergency situation, cannot be removed from his or her duty location.
 - (2) a candidate is hospitalized or suffering from a serious illness, and provides written documentation from a treating physician stating that the candidate is incapacitated. Notification must be provided to the Commission prior to the commencement of the scheduled examination. If approved, the candidate must submit medical documentation to the Commission confirming an improved health condition before the examination is administered.
- g.** Candidates shall not use books, references or other data, except as expressly authorized by the Commission, and shall not confer with each other during the examination.
 - h.** The Commission may review complaints regarding any errors or alleged errors made by examiners or consultants and may order a correction or reexamination where it appears proper.
 - i.** Candidates for promotion will be required to acknowledge confidentiality statements for each examination in the promotional testing series indicating that testing materials and results are confidential until such results are formally released in writing by the Commission. Any candidate who breaches, or attempts to breach, the confidentiality on any examination, or any candidate who uses such information in any manner prior to the proper release of the information by the Commission, may be disqualified from further consideration for promotion in the current testing cycle. In addition, such an individual may be removed from the current certification list for promotional appointment, if already certified.
 - j.** Examination results will be posted by the Commission at the earliest reasonable time as determined by the Commission. Examination results shall be provided to candidates by email prior to posting. Any candidate who does not successfully complete any examination for the promotional position shall be disqualified from further consideration in the current testing process. The decision of the Commission is final. There shall be no further appeal to the Commission.
 - k.** Final examination results certified eligibility lists will be posted at the earliest practical date as determined by the Commission after completion of all examinations. Per City Charter, the Commission shall submit to the appointing authority the list with the names of all members who have satisfactorily passed the entire examination, in the order in which their grades placed them.
 - l.** The Commission may, at its discretion, cancel or postpone an examination as long as such action is not in conflict with applicable Charter provisions.

m. The Commission may establish such other examination rules or regulations as are deemed necessary to carry out its duties under the Charter and Ordinances of the City of Aurora.

6. WRITTEN EXAMINATION. Written examinations shall be conducted by the Commission in accordance with the following procedures:

- a. Examination starting and ending times shall be fixed. Individuals arriving for the examination after the starting time will not be allowed to take the examination at that time except under the conditions outlined in the "General" paragraph above.
- b. Only testing material and equipment furnished or approved by the Commission shall be used during the examination. Should the candidate be required to bring personal items, such as a calculator, etc., to the examination, the candidate will be instructed to do so in the written notice of the time and location of the examination.
- c. All tests and supplies shall be distributed at the time of the examination.
- d. Candidates shall be assigned an identification number (I.D.) which shall be the only personal identifying mark to appear on the examination papers. This identification number shall be used to identify the candidate throughout the promotional testing process. The Commission may prescribe additional safeguards, as deemed necessary, to ensure examination papers remain anonymous.
- e. Candidates shall return all testing materials and supplies at the conclusion of the test.
- f. In the event of any irregularity or suspected irregularity, the test administrator shall file a written report with the Commission as soon as possible, but no later than five (5) business days after the irregularity is discovered.
- g. Promotional candidates who participate in a written examination may be granted a maximum of one hour to review their examination and results by notifying the Commission. The Commission office must receive requests for review by the deadline established by the Commission.
- h. In the event a question is challenged, the candidate shall complete a dispute form provided by the Commission stating the reasons in support of his/her challenge. A separate dispute form must be submitted for each question challenged by the candidate. The candidate shall further submit to the Commission by the deadline established by the Commission, any written documentation from the references listed on the reading list for each question challenged that support his/her challenge. The Commission will consider only written documentation submitted by the deadline.

7. ASSESSMENT CENTERS. An assessment center panel (two separate panels are utilized) for promotional testing shall consist of three (3) to five (5) members, optimally: one (1) Aurora citizen selected by the Commission be used (on non-technical panels only), and two (2) Firefighters or Police Officers, from another

jurisdiction and ranked at or above the position level being tested selected by the assessment center consultant. Evaluators should come from the immediate geographical area as determined by the Commission, when possible, and meet the qualifications of the Commission. Ratings shall be averaged to determine the final assessment center score for each candidate. Assessment Center scheduled start times for candidates shall be established in advance. Assessment Centers will not be cancelled or delayed because of the lack of selected evaluators provided that the minimum number is present. Individuals arriving for the examination after the starting time may not be eligible to participate in the examination, at the discretion of the Commission. Whenever practical, feedback will be provided to all candidates participating in the assessment center. All assessment center results are final. There shall be no further appeal to the Commission.

- 8. PRACTICAL EXAMINATION.** A practical examination shall be conducted for the Engineer-Driver promotional rank. Practical examinations will generally consist a minimum of one (1) rater observing each graded part of the examination. The Commission may utilize one of its Commissioners, the Chief Examiner, or their designee to monitor each part of the practical examination.
- a.** Each rater present shall make an independent rating of each candidate observed. Ratings shall be averaged to determine the final practical examination score for each candidate. Candidates shall be required to achieve a passing score, as determined by the Commission, on each part of the practical examination to be certified as eligible for promotion.
 - b.** A promotional candidate who participates in a practical examination will receive written feedback regarding their performance. Feedback will be summary in nature and the anonymity of the ratings and comments of the individual raters shall be preserved.
 - c.** Practical examination starting times for candidates shall be fixed. Individuals arriving for the examination after the starting time will not be allowed to take the examination.

9. RECORDS EVALUATION.

- a.** Records evaluations may differ between Police and Fire promotional candidates. Fire Candidates ONLY will not be required to submit anything to the Civil Service Commission. A Civil Service staff member will obtain all documents needed through Fire Administration and score the Records Evaluation accordingly. Police candidates will be required to submit a standardized record evaluation document containing information regarding job performance, and other areas as specified by the Commission. Specific requirements and procedures for the candidate-testing file will be published by the Commission to include: formatting, content and submittal instructions. Note: Some promotional positions may require extensive departmental training; in that case the Commission may elect to validate the training record and promote in lieu of any other testing.

- b. Additional information voluntarily submitted by the candidate will be removed and not considered for scoring.
- c. At the Commission's option either a staff member (for Fire), or experienced personnel from outside agencies (for either Fire or Police), at a rank at or above that being tested, will score the records evaluations books based on the method established by the Commission.
- d. The candidates' scores will be submitted to the Commission for inclusion in the overall scoring process for promotion.
- e. A passing score is not currently established by the Commission for the records evaluation document.

10. EXAMINATION RECORD RETENTION. All examination papers and results thereof shall be retained in Commission files in accordance with Colorado State Archives and Colorado Open Records Act, as revised. Results of examinations will be released only to applicants pursuant to the Colorado Open Records Act, C.R.S. 24-72-204.

11. TIE BREAKING. In case of a tie for promotional appointment, prior to certification, seniority in the department as members of the Civil Service shall be considered first.

ELIGIBILITY LISTS FOR PROMOTIONAL APPOINTMENT AND PROBATIONARY PERIOD FOLLOWING APPOINTMENT.

12. CERTIFICATE OF ELIGIBILITY LISTS FOR PROMOTION.

- a. Certificate of Eligibility Lists for promotion to positions in the Civil Service shall contain the names of all candidates who satisfactorily passed all required examinations in the order in which their scores placed them.
- b. Certificate of Eligibility Lists for promotional positions shall expire one (1) year from the date of certification. However, in the event a position vacancy should exist in one of the departments and the list for that position is scheduled to expire or a new list is not available, the Commission may extend such list, one time only, for a period not to exceed ninety (90) days.
- c. Certificate of Eligibility Lists for promotion to positions in the Civil Service are considered confidential until officially released in writing by the Commission. Any candidate who breaches, or attempts to breach, the confidentiality on any examination, or any candidate who uses such information in any manner prior to the proper release of the information by the Commission, may be disqualified from further consideration for promotion in the current testing cycle. In addition, such an individual may be removed from the current certification list for promotional appointment, if already certified.
- d. Once completed, the Commission shall submit to the appointing authority the Certificate of Eligibility List, and the appointing authority, after having received a list duly certified, shall make promotions in the order in which the names appear.
 - (1) Any member of the civil service may decline promotion from the Certificate of Eligibility List when that member is the next to be promoted. That individual must indicate that he/she intends to decline the pending promotion in writing to the Civil Service Commission through the Chief of the Department. The declination of promotion must take place before the effective date of the promotion.
 - (2) If it is the declining individual's first request from the list, it shall be without prejudice, and the individual will remain in the same position on the list and eligible for the next following promotion should one be available before the list expires. The Chief of the Department will then promote the next individual(s) in rank order after the declining individual. Multiple promotions may occur on the same date and will not affect the declining individual's position of remaining at the top of the list. The next subsequent date that promotions are to be made off the list shall constitute a new promotion opportunity and the rules under paragraphs d. 3) through d. 5) apply.
 - (3) If an individual who has requested a first declination of promotion requests a second declination from the same list (following procedures outlined in d. 1)

above), that individual will then be automatically placed at the end of the Certificate of Eligibility List.

(4) If an individual is in the final remaining rank order next to be promoted and declines the promotion, the list will then be declared exhausted without the promotion taking place.

(5) Upon notification in writing by the Department Chief that an individual has declined a promotion, the Civil Service Commission shall republish the promotion eligibility list, reflecting the new order of candidates, or, if applicable, deem the current list exhausted.

13. PROBATIONARY PERIOD FOLLOWING PROMOTIONAL APPOINTMENT.

A person receiving a promotional appointment shall complete a one (1) year probationary period after appointment, at the end of which they shall either be permanently appointed to said grade or rank or be demoted to the rank or grade that he/she previously held. (NOTE: If an individual decides to voluntarily vacate a promotion during the probation period, the individual will revert to the last rank held and must retest for any future promotional rank because the action falls outside of the voluntary demotion rules). In the event an individual, in the opinion of the Chief of the department, fails to satisfactorily perform the duties of the position to which promoted, the Chief shall have the right to serve such individual with an order of demotion in accordance with Charter provisions. A copy of the demotion order shall be filed with the Commission. Within ten (10) days after receipt of an order of demotion, the Commission shall approve or deny the Chief's action. The decision of the Commission in this matter shall be final, subject only to judicial review.

14. POLICE CHIEF BYPASS OF A CANDIDATE ON CERTIFIED PROMOTION LIST.

For police promotions the Chief of Police, for a specific reason(s) without consideration of any legally protected characteristics pursuant to applicable federal, state, or local law, has the authority to bypass any candidate on the promotion eligibility list and move to consider the next candidate on the eligibility list. If a candidate on the eligibility list is bypassed by the Chief of Police and not promoted, the candidate may appeal the Chief's decision to the Civil Service Commission.

15. APPEAL PROCESS FOR POLICE CHIEF BYPASS OF A CANDIDATE ON CERTIFIED PROMOTION LIST.

Within 10 days of a candidate becoming eligible for promotion based on an open position and the candidate's position on the certified eligibility list, the Police Chief shall file a written Declaration Of Bypass with the Civil Service Commission and the candidate to be bypassed. The Declaration Of Bypass shall contain the specific reason(s) for the bypass of the candidate. Once a Declaration of Bypass has been filed, that promotion spot on the certified eligibility list shall be held until the conclusion and outcome of the appeal process. If the candidate wishes to appeal the bypass, the candidate shall file a written appeal to the Commission within ten (10) days of the Declaration Of Bypass. Within ten (10) days after the receipt of the written appeal from the candidate, the Commission

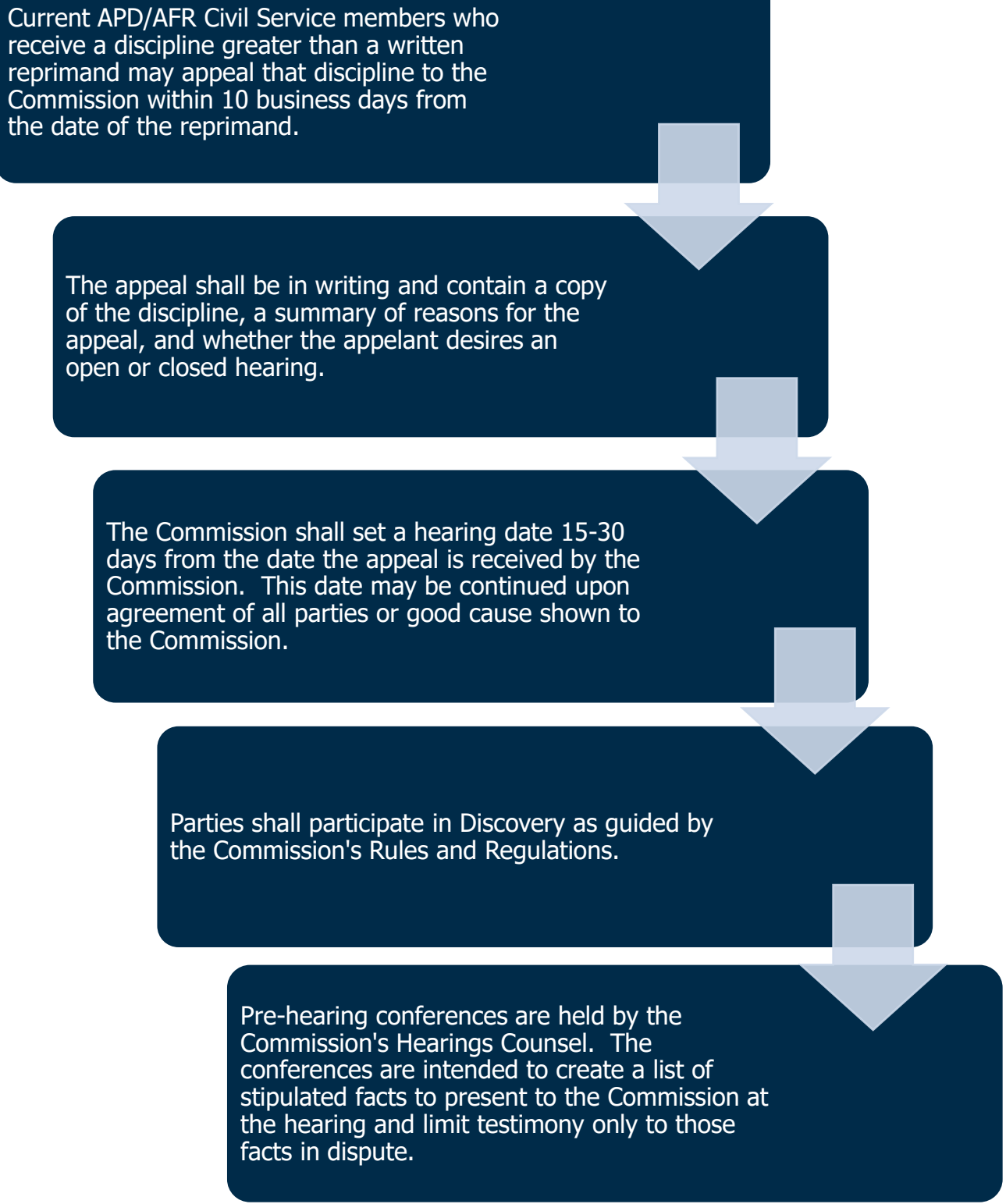
shall review both the Declaration Of Bypass and the appeal from the candidate and approve or deny the Chief's action. In making the determination, the Commission shall evaluate if there was a valid specific reason(s) identified by the Police Chief in arriving at the decision to bypass the candidate, without consideration of any legally protected characteristic(s) pursuant to applicable federal, state or local law. The Commission shall notify the Police Chief and the candidate of their decision in writing. The Commission may either overturn the Chief's decision and the candidate would be placed back on the certified promotion list in the order in which they were certified, or the Commission may uphold the Chief's decision and the candidate would be removed from the certified promotion list. Nothing in the Commission's ruling on this appeal would prevent the candidate from participating in future promotional opportunities, provided the applicant meets all requirements to test for that process. Upon completion of any appeal from a bypassed candidate, promotions may then resume from the certified eligibility list.

SECTION IV. APPEAL OF DISCIPLINARY ACTIONS: FILING PROCEDURES, RULES OF PROCEDURE FOR APPEAL HEARINGS.

Section Summary: These rules and regulations establish a community review, through the Civil Service Commission, of disciplinary decisions of Civil Service members of each department. These rules and regulations are intended to inspire public confidence and ensure transparency while providing due process to Civil Service members through de novo hearings in appeals of discipline.

The full process for disciplinary appeals is detailed in the flowchart below:

Current APD/AFR Civil Service members who receive a discipline greater than a written reprimand may appeal that discipline to the Commission within 10 business days from the date of the reprimand.



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graph TD; A[Current APD/AFR Civil Service members who receive a discipline greater than a written reprimand may appeal that discipline to the Commission within 10 business days from the date of the reprimand.] --> B[The appeal shall be in writing and contain a copy of the discipline, a summary of reasons for the appeal, and whether the appellant desires an open or closed hearing.]; B --> C[The Commission shall set a hearing date 15-30 days from the date the appeal is received by the Commission. This date may be continued upon agreement of all parties or good cause shown to the Commission.]; C --> D[Parties shall participate in Discovery as guided by the Commission's Rules and Regulations.]; D --> E[Pre-hearing conferences are held by the Commission's Hearings Counsel. The conferences are intended to create a list of stipulated facts to present to the Commission at the hearing and limit testimony only to those facts in dispute.];
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The appeal shall be in writing and contain a copy of the discipline, a summary of reasons for the appeal, and whether the appellant desires an open or closed hearing.

The Commission shall set a hearing date 15-30 days from the date the appeal is received by the Commission. This date may be continued upon agreement of all parties or good cause shown to the Commission.

Parties shall participate in Discovery as guided by the Commission's Rules and Regulations.

Pre-hearing conferences are held by the Commission's Hearings Counsel. The conferences are intended to create a list of stipulated facts to present to the Commission at the hearing and limit testimony only to those facts in dispute.

Flowchart continued on next page.

The full process for disciplinary appeals is continued in the flowchart below:

Witness lists and exhibits are exchanged 7 days prior to the hearing. Subpoenas may be issued by the Commission for service by the party seeking the subpoena.



De Novo hearings follow trial procedure with opening and closing statements, witness testimony, offering of evidence, and live transcription.



After conclusion of the hearing, the Commission deliberates with their Hearings Counsel. Written findings are issued typically 1-2 weeks following the conclusion of the hearing.



Records of appeals, pleadings and findings of the Commission are published on the Commission's webpage at auroragov.org.

1. DISCIPLINARY ACTIONS SUBJECT TO APPEAL. Civil Service members of the departments may appeal any disciplinary action, except written and oral reprimands, to the Commission. Written and oral reprimands are not subject to the Commission appeal and hearing procedure.

2. FILING PROCEDURES FOR DISCIPLINARY APPEALS.

- a. Any member of the Civil Service against whom a covered disciplinary order has been issued, and who desires to appeal, shall have ten (10) business days, as defined in Article III, Section 3-16(8)(e) of the City Charter, from the date of service of the disciplinary order in which to file an appeal of the order with the Commission.
- b. The petition for appeal shall be in writing; contain the name and address of the appellant; a copy of the written command order being appealed; and a brief summary of the reasons for the appeal.
- c. A member of the Civil Service system who has filed an appeal may be represented by someone of his/her choosing. The representative's name and mailing address shall be provided, in writing, to the Commission prior to scheduling a hearing date.
- d. The petition for appeal shall state whether the appellant desires to have the hearing open or closed to the public, a brief summary of the reasons for this position, and include the requirements outlined in Section IV Rule 6 Pleadings, of these Rules and Regulations.
- e. Upon receipt of an appeal, the Commission shall promptly provide a copy of the appeal to the office of the City Attorney. The City Attorney's Office shall have five (5) business days to provide any response opposing the position of the appellant for the desire to have the hearing be open or closed to the public with a brief summary of the reasons for this position.
- f. In the event the parties agree that the hearing shall be open or closed to the public, the Civil Service Commission shall accept this agreed upon position. In the event the parties disagree whether the hearing shall be open or closed to the public, the Civil Service Commission shall decide following the procedure outlined below in Section IV, Rule 11 Motions.
- g. The Commission will comply with the Open Meetings Act, C.R.S. 24-6-402 in determining whether a hearing shall be open or closed to the public.

3. PROCESSING DISCIPLINARY APPEALS.

- a. Upon receipt of an appeal of a disciplinary action, the Commission shall set a date for a hearing on the appeal, to be held no less than fifteen (15) calendar days nor more than thirty (30) calendar days from the date the appeal is received by the Commission.
- b. After a hearing date has been set, it may be continued only upon agreement of all the parties or upon good cause shown to the Commission. Commission staff

will notify the parties of the new hearing date within ten (10) working days of the Commission approving the continuance.

- c. Failure of the member to cooperate in the resetting may result in a finding that the member has waived his/her right to appeal.
- d. The new date shall be set within 60 days of the granting of the continuance unless good cause is shown to the Commission.
- e. The hearings shall be recorded by a court reporter or an electronic recording device. When the Commission deems it advisable, the hearings may be chaired by the appeals counsel for the Commission.

4. OTHER LEGAL MATTERS.

- a. When an appeal concerning a disciplinary action is filed with the Commission, or when there is a subsequent judicial appeal from a decision of the Commission, the Commission may retain an attorney to render impartial advice and/or advocate the Commission's position before the reviewing court.
- b. When the Commission renders its decision concerning the disciplinary action originally imposed by the City on a civil service member, and there is an appeal filed by the civil service member, the Commission may request that the City Attorney represent the Commission before the reviewing court, unless the City has filed or intends to file an appeal based upon the Commission's modification of the disciplinary action.
- c. In situations where either the City is appealing a decision of the Commission or where both parties are appealing the decision, the Commission shall retain its own attorney. Nothing stated herein shall infringe upon the Commission's right to exercise at any time its discretion to retain legal counsel concerning any matter.
- d. The Civil Service Commission recognizes the Independent Review Board (IRB) as a process that encourages open and frank discussions between the parties, their representatives, and within the IRB board itself. To facilitate the use of the IRB without limiting the Commission's consideration of disciplinary appeals as authorized by Charter, recommendations or conclusions of the IRB shall not be presented or disclosed during a disciplinary appeal hearing before the Commission, as long as it is clear that the existence of the IRB does not interfere with an Officer's access to appeal a discipline to the Commission and that the ability of the Civil Service Commission to conduct a fair and impartial hearing is preserved.
- e. Any dispute over the admissibility of recommendations or conclusions of the IRB shall be resolved by motion prior to the hearing.
- f. Consistent with a de novo presentation of evidence to the Civil Service Commission during disciplinary appeal hearings, a witness who testifies before the IRB can testify in a Commission disciplinary hearing without impeachment from their testimony to the IRB.

- g. Under no circumstances will settlement discussions between the parties be admitted during Commission disciplinary hearings.

Rules of Procedure For Disciplinary Hearings

5. GENERAL. Rules of procedure governing the conduct of Disciplinary Appeal Hearings follow. These Rules are intended to be supplemental to and not in derogation of the provisions set forth in Section IV of the Commission Rules and Regulations as well as other provisions of the Aurora City Charter.

6. PLEADINGS.

- a. The appeal to the Commission shall be initiated by a petition for appeal. In addition to the requirements set forth in Section IV, Rule 2 of these Rules and Regulations, the Petition shall conclude with a concise paragraph describing with specificity, each reason the Petitioner asserts the disciplinary action was incorrect.
- b. Any issue not specifically raised in the Petition will not be heard by the Commission. The Petition may be amended to include additional issues identified as a result of discovery and preparation for the hearing, but such amendments must be made in a timely manner. Copies of the Petition, as well as any amendments must be provided to the City. No written response to the Petition or any amendments is required by the City except as otherwise noted in determining whether a hearing will be open or closed to the public.

7. HEARING DATES AND CONTINUANCES.

- a. The City Charter requires the Commission to conduct a hearing on the appeal not less than fifteen (15) nor more than thirty (30) days after receipt of a petition for appeal.
- b. The Civil Service Commission shall reserve a minimum of two continuous days each month in a calendar year for a potential hearing. These reserved hearing dates shall be provided to the City Attorney's Office and hearings counsel for the respective labor groups by the end of November for the subsequent year. Any hearing shall be completed in succession once started regardless of how many days it takes.
- c. Upon receipt of a petition for an appeal of discipline, the next available set of previously reserved days shall become the days for the hearing for that petition. A Notice of Hearing shall then be provided to all parties.
- d. The Charter further provides that after a hearing date has been set, it may be continued only upon agreement of all parties or upon good cause shown to the Commission. Continuances are discouraged.
- e. Commission hearings may be conducted by less than all of its members, but in no event will a hearing be conducted by less than a majority of its members.
- f. At the time of setting, each party shall be responsible for informing the Commission if they believe the hearing would last more than two continuous

days. The Commission shall attempt to set such dates in consultation with the parties or their representatives.

- g. If the date for a hearing was cleared in advance with the parties or their representatives, no continuance will be granted except upon a showing of good cause, which could not reasonably have been foreseen at the time the hearing date was initially set.

8. DISCOVERY.

- a. **Initial disclosures.** Each party shall, without awaiting a discovery request, provide to the other party:

- (1) The name and, if known, the address and telephone number of each individual likely to have discoverable information relevant to the issues set forth in the Petition or the underlying event that resulted in disciplinary action; and
- (2) A listing, together with a copy of, or a description by category and location of all documents, data compilations, and tangible things in the possession, custody, or control of the party that are relevant to the issues set forth in the Petition or that relate to the underlying event that resulted in disciplinary action.

Such initial disclosures shall be provided by the earlier of (a) twenty (20) days of the date the Commission receives the petition for appeal, or (b) ten (10) days before the date of the appeal hearing.

- b. **Supplemental discovery.** In addition to the initial disclosures, either party may file a request for production of documents. Written responses must be provided to such requests by the earlier of (a) twenty-five (25) days of the date of such request for production of documents, or (b) ten (10) days before the date of the appeal hearing, unless some other date is mutually agreed to by both parties.
- c. **Claims of Privilege or Protection of Trial Preparation Materials.** If a party, in connection with its initial disclosure or in response to a supplemental discovery request, withholds information required to be disclosed by claiming that it is privileged or subject to protection as trial preparation material, the party shall make the claim expressly and shall describe the nature of the documents, communications, or things not produced or disclosed in a manner that, without revealing information itself privileged or protected, will enable the other party to assess the applicability of the privilege or protection.
- d. **Duty to Supplement Disclosures or Responses.** A party is under a duty to supplement its disclosures and responses when the party learns that in some material respect the information disclosed is incomplete or incorrect and if the additional or corrective information has not otherwise been made known to the other party during the disclosure or discovery process.

- e. **Signing of Disclosures and Responses.** Every disclosure, supplemental discovery request or discovery response, including objections thereto, made pursuant to the provisions of this Rule shall be signed by at least one attorney of record in the attorney's individual name. A party not represented by an attorney shall sign the disclosure and state the party's address. The signature of the attorney or party constitutes a certification that to the best of the signer's knowledge, information, and belief, formed after a reasonable inquiry, the disclosure is complete and correct as of the time it is made and that the request, response or objection is made in good faith and not interposed for any improper purpose such as to harass the other party, or delay the proceeding or needlessly increase the cost of the hearing.
- f. **Filing of Disclosures, Supplemental Discovery Requests and Responses.** Initial disclosures by the parties, supplemental discovery requests and discovery responses need not be filed with the Commission unless a dispute arises which requires the Commission's involvement to resolve.
- g. **Discovery Disputes.** The parties are encouraged to conduct discovery informally and freely exchange materials without involving the Commission. If it becomes necessary for a party to file a formal motion to compel discovery with the Commission, such request shall include a certification by the party or their representative that all reasonable efforts have been made to resolve the discovery issue informally between the parties.

9. SUBPOENAS.

- a. Upon request of either party or their representative, the Chair or Vice Chair or the Commission shall issue subpoenas to desired witnesses requiring their attendance at the hearing.
- b. It shall be the responsibility of the party seeking the subpoena, to have it served on the witness, in the manner provided by the Colorado Rules of Civil Procedure.
- c. If a witness has been properly subpoenaed and fails to appear for the hearing, the Commission may apply to a court of competent jurisdiction for issuance of a subpoena, enforceable through the contempt powers of the Court.

10. WITNESSES AND EXHIBITS.

- a. No later than seven (7) days before the hearing each party shall provide the opposing party or their representative with a list of each witness they intend to call and a copy of each exhibit they intend to introduce.
- b. Any witness not disclosed to the opposing party shall not be permitted to testify at the hearing, except upon a showing of good cause for such failure.
- c. Any exhibit not disclosed to the opposing party shall not be admitted at the hearing, except upon a showing of good cause for such failure.
- d. All exhibits shall be marked in advance of the hearing. The City shall mark their exhibits using numbers and the Petitioner shall mark their exhibits using letters.

- e. Copies of all exhibits, preferably arranged in a notebook, shall be provided to the Commission members at the time of the hearing.
- f. Parties are encouraged to stipulate to the admissibility of as many exhibits as possible in advance of the hearing and through their cooperative efforts to avoid duplication of exhibits.

11. MOTIONS.

- a. In general, written motions are discouraged, but permitted. One copy of the motion and any attachments must be filed with the Commission. In addition an electronic copy of the motion and attachments must be provided to the Commission and the opposing party.
- b. All written motions must be filed no less than ten (10) days before the hearing, unless good cause is shown for the failure to do so. The opposing party shall have five (5) days to file a written response to the motion, if so desired. No reply shall be permitted by the moving party, except with the express consent of the Commission or hearing counsel.
- c. In addition to the printed copy of the response filed with the Commission, an electronic copy of the response must be provided to the Commission and the opposing party.
- d. In their discretion the Commission or hearing counsel may request oral argument or an evidentiary presentation on the motion or they may resolve the motion based solely on the written submissions by the parties.
- e. In the discretion of the Commission, motions may be ruled on prior to commencement of the hearing.
- f. The Commission may, in its discretion, delegate resolution of pre-hearing motion to hearing counsel. Any decision or ruling by hearing counsel may be revised by the Commission prior to the hearing.

12. PRE-HEARING CONFERENCES.

- a. The parties or their representatives shall be required to attend, either by phone or in person, a pre-hearing conference to be conducted by hearing counsel for the Commission. The Commission may or may not be present at such pre-hearing conference.
- b. The parties shall be prepared to address the following issues at the pre-hearing conference:
 - (1) Procedural issues, including but not limited to timing and availability of witnesses, whether the hearing will be open or closed, and anticipated length of hearing.
 - (2) Discovery issues
 - (3) Exhibits
 - (4) Issues to be presented at the hearing. Parties shall be prepared to identify and confirm, with specificity, the actual issues to be presented to the

Commission at the hearing. All issues that a party no longer intends to pursue shall be identified and eliminated from the proceedings.

- (5) Stipulation as to undisputed facts. Upon request of hearing counsel, prior to the pre-hearing conference the parties shall exchange lists of disputed and undisputed facts that they believe are relevant to their case or defense. A party shall stipulate to any fact that they do not have a good faith, articulable basis for disputing.
- (6) Motions. Hearing counsel may resolve all motions at or as a result of the pre-hearing conference.
- (7) Other pre-hearing matters requested by the parties or raised by hearing counsel. Such pre-hearing conferences may be conducted at any time prior to the hearing.

13. OPENING AND CLOSING STATEMENTS.

- a. Opening statements are to be limited to ten (10) minutes per party, unless a greater amount of time has been granted to the party in advance by the Commission.
- b. Closing statements will generally be permitted to be made orally but should be kept as concise as possible. In its discretion, the Commission may request that closing arguments be submitted in writing.

14. ORDER OF PRESENTATION.

- a. The City has the burden of persuasion and shall present its case in chief first. This shall be followed by the case in chief of the Petitioner.
- b. In the discretion of the Commission either party may be permitted to provide rebuttal evidence. The Commission may inquire into the purpose of rebuttal evidence prior to its presentation.

15. EVIDENCE.

- a. All witnesses shall take an oath or be sworn by the reporter or by hearing counsel for the Commission.
- b. In general, the Colorado Rules of Evidence shall govern the admissibility of evidence presented to the Commission. However, the Commission may receive and consider evidence not admissible under such Rules if it possesses probative value commonly accepted by reasonable and prudent persons in the conduct of their affairs, and if the Commission concludes such evidence is necessary to enable the Commission to ascertain the facts affecting the substantial rights of the parties.
- c. The Commission may consider discipline imposed upon other civil service personnel on matters of a similar nature if it possesses probative value commonly accepted by reasonable and prudent persons in the conduct of their affairs. All comparisons shall indicate the Chief that imposed the discipline. Deference shall be given to discipline imposed by the same Chief of Police or Fire Chief who imposed the discipline which is on appeal.

- d. The Commission may also consider any disciplinary matrix adopted by, as applicable, the Police or Fire Department.
- e. Hearing counsel for the Commission shall initially rule on all evidentiary matters during the hearing or, for the purposes of judicial economy, prior to the hearing. If any Commissioner disagrees with the ruling of hearing counsel to the Commission, then the issue will be resolved by a vote of a majority of the Commissioners presiding over the hearing. All votes taken shall be on the record. In the event of a tie vote, the evidence or material will be admitted. A record may be made setting forth the reasoning behind a dissenting vote.

16. QUESTIONS BY THE COMMISSION.

- a. Commissioners shall be permitted to ask questions during a hearing of any witness, party, or representative of a party.

17. TEMPLATE FOR FINDINGS

- a. The template contained in Appendix B shall be utilized for all disciplinary hearing findings of the Civil Service Commission

18. PUBLICATION OF CIVIL SERVICE COMMISSION DISCIPLINARY DOCUMENTS.

- a. The Civil Service Commission shall publish all petitions for appeals of discipline received on the webpage within the City of Aurora website dedicated to the Civil Service Commission. The associated pleadings and discipline decisions and all requests for continuances shall also be published. Specific identification of what is not public and the basis for keeping it not public shall also be published.
- b. The Civil Service Commission shall announce at their public meetings any new receipt of a petition for appeal of discipline as well as any newly published findings.

19. TRANSCRIPT ON APPEAL.

- a. In accordance with the Colorado Rules of Civil Procedure, if a party chooses to appeal the Commission's decision, such appeal shall be filed in the District Court. If an appeal is filed, the Commission is required by the court to file the record of such disciplinary hearing. The cost of preparing the record, including the transcript fee, shall be advanced by the appellant, unless the Court otherwise orders.
- b. Upon receipt by the Commission of written notice that an appeal has been filed in District Court, the Commission shall transmit to the appellant an estimate of the cost of preparing the record. The appellant shall advance to the Commission the estimated cost of preparing the record, including the transcript fee. Upon receipt of such payment, the Commission shall prepare the record, including the transcript, and submit it to the District Court, as provided by the Colorado Rules of Civil Procedure. Failure of the appellant to tender the requisite fee in a timely manner may be brought to the attention of the Commission, who may then

recommend appropriate action including requesting dismissal of the appeal for failing to tender the requisite fee in a timely manner.

APPENDIX A

The following supplements the information contained in Section I of these Rules and Regulations pertaining to "General Intent and Structure of the Civil Service Commission":

- 1. Attendance Standards** - Commissioners shall attend 80% of regular meetings during their term. With a minimum of one Commissioner per testing series, each Commissioner shall attend one written exam, one assessment center and one additional exam per year. Three Commissioners are required, as a minimum, for each disciplinary appeal hearing. Three Commissioners are required, as a minimum, for each Approval/Disapproval of entry-level candidate files.
- 2. Press/Public Policy** - The Chair, on behalf of the Commission, shall conduct all interviews with members of the press, authorize statements, and be the primary media contact. Requests to address, or Commissioner initiatives to attend groups, shall be referred to and coordinated with the Chair. In the absence of the Chair, the Vice-Chair may speak to the press on behalf of the Commission. Due to the sensitive and confidential nature of Public Safety information, only publicly available information should be discussed with the Press/Public.
- 3. Organizational Structure** – Pursuant to the Aurora City Charter, the Commission shall hire an Administrator who serves at the pleasure of the Commission. The Administrator shall be responsible for hiring the staff and assigning tasks and duties in any manner that will ensure the successful completion of Charter requirements. The staff works for, and is responsible to, the Administrator although hiring and termination of staff employees shall be at the recommendation of the Administrator with approval from the Commission. The Commission shall direct requests for special projects to the Administrator who will determine how best to accommodate such requests. The Commission, as a whole, shall function as the Department Director. Issues regarding staff conflicts and complaints shall be resolved by the Administrator with the Chair and/or Legal representative involved when full resolution is not possible.
- 4. Overtime Compensation for Exempt Employees** – The City of Aurora and Civil Service Commission recognize that there are certain times when employees who are classified as "exempt" for purposes of the Fair Labor Standards Act should receive compensation for hours worked beyond the normal 40-hour work week. Compensation shall be only in the form of compensatory time and will not be granted on a direct hour-to-hour basis but will be determined by the Administrator. In the event an employee terminates his or her employment with the City, the employee shall not be compensated for any compensatory time not used.
- 5. Procedure for Violations of these Policies** – Alleged violations of these Policies and subsequent remedial steps shall be determined by the Commission with

assistance, as necessary, from other Departments within the City as requested by the Commission.

APPENDIX B

The following template shall be utilized for all disciplinary hearing findings of the Civil Service Commission:

CIVIL SERVICE COMMISSION, CITY OF AURORA, COLORADO

FINDINGS, CONCLUSIONS AND ORDER

IN THE MATTER OF DISCIPLINARY PROCEEDINGS AGAINST: _____, A MEMBER OF THE AURORA CIVIL SERVICE, AURORA _____ DEPARTMENT, Petitioner.

[SUMMARY OF APPEAL] This matter involves Officer/Firefighter _____'s appeal of discipline imposed by Aurora _____ Chief _____ based on allegations that Petitioner violated Directive(S) _____, _____, resulting in Chief _____ imposing _____ as discipline.

Date and place of hearing:

The Petitioner elected to have the hearing be open/closed.

Commissioner's present:

Parties and their counsel:

1. PROCEDURAL HISTORY

Date of disciplinary order:

Discipline imposed:

Date of filing appeal petition:

2. DIRECTIVES INVOLVED

a. First Directive

(1) Title of Directive

(2) Relevant text of Directive:

b. Second Directive

(1) Title of Directive:

(2) Relevant text of Directive:

3. FINDINGS AND CONCLUSIONS

a. Whether the City established that Petitioner violated the First Directive

[Insert findings and conclusions based on the evidence presented as to the first Directive]

Accordingly, the violation of the First Directive, Directive _____ – _____, is SUSTAINED/NOT SUSTAINED.

b. Whether the City established that Petitioner violated the Second Directive

[Insert findings and conclusions based on the evidence presented as to the Second Directive]

Accordingly, the violation of the Second Directive, Directive _____ – _____, is SUSTAINED/NOT SUSTAINED.

4. DISCIPLINE

a. After giving due consideration to the Chief's need for administrative control over the Department, was the discipline imposed by the Chief appropriate for the sustained violations?

[Insert findings based on evidence presented]

b. If the discipline imposed by the Chief was not appropriate, what lesser discipline should be imposed?

[Insert findings based on evidence presented]

5. ORDER

Based on the foregoing findings and conclusions, the Commission hereby [sustains/does not sustain] the violations and [approves the Chief 's discipline/orders that Petitioner's discipline be modified as follows: _____].

ENTERED THIS _____ DAY OF _____, 202_.

AURORA CIVIL SERVICE COMMISSION

Chair

APPENDIX K:
**ACRONYMS, ABBREVIATIONS & TERMINOLOGY
USED IN THE MONITOR'S REPORTS**

Acronyms, Abbreviations & Terminology

Used in the Monitor's Reports

16PF: Cattell's 16 personality factor psychological test, which gives insight into a candidate's strengths, motivations and potential behavioral tendencies

ABLE: Active Bystander for Law Enforcement training

Academy: Recruit training for APD and AFR entry-level police officers and firefighters, held at the City of Aurora Public Safety Training Center (CAPTSC), comprising 26 weeks of training for APD new recruits, and 24 weeks of training for AFR new recruits

Adverse Impact: There's an adverse impact if the selection rate of a protected group is less than 80% of the selection rate for a non-protected group; similarly, there's an adverse impact if the de-selection rate of a non-protected group is less than 80% of the de-selection rate for a protected group (in other words the de-selection calculation is the inverse of the selection calculation). See the Monitor's October 2024 Hiring Comparison Report for further details.

AFR: Aurora Fire-Rescue

AG Report: The report of the Attorney General of Colorado on the findings of its investigation pursuant to the authority granted to the Attorney General by Senate Bill 217

AG: The Attorney General of Colorado

APD: Aurora Police Department

AIM: APD's Administrative Investigation Management system

ALPR: Automatic license plate recognition, a technology that uses police dash cameras to scan license plates, access relevant databases, and identify stolen vehicles of persons of interest

ASHER: Active Shooter Hostile Event Response training

ATS: Applicant Tracking System, used to track the status of applicants through the hiring process; also see "NeoGov" and Workday" below

Axon: Axon Enterprise, Inc. (formerly TASER International), is an American company based on Scottsdale, Arizona that develops technology and weapons products for military, law enforcement and civilians; in RP8, this company was selected by APD as the vendor to replace APD's AIM and Benchmark systems

Aurora: The City of Aurora, Colorado

Benchmark: APD's system containing data relating to police operations, including contacts and UOF; this system was intended to replace APD's AIM system

BIPOC: Technically, this term means “Black, Indigenous, and people of color”. For the Monitor’s reports, this term refers to people who self-identified as American Indian, Alaskan Native, Asian, Black or African American, Hispanic/Latino, Native Hawaiian or Other Pacific Islander, or Two or More Races

BPM: Business Policy Memorandum

BWC: Body-worn camera

CAC: Community Advisory Council for the City of Aurora

CAD: Computer aided dispatch

CAMP: Community Assisted Monitoring of Police initiative to foster collaboration between APD, the Monitor and the community in the oversight of APD’s policing

CAPSTC: City of Aurora Public Safety Training Center, which is used for APD and AFR recruit and incumbent training

CBI: Colorado Bureau of Investigation

CD: Consent Decree

CDC: Contact Data Collection form

CDCs: Contact Data Collection forms (plural)

CFS: Call for service

CIRT: Critical Incident Response Team, a fact-finding group of impartial experts who are independent of APD

CIT: Crisis Intervention Training

City: The City of Aurora, Colorado

CPI-434: California Psychological Inventory 434 Personality Test, containing 434 true/false questions that measure personality traits

CRB: Chief’s Review Board

CSC: Aurora Civil Service Commission

CSI: Crime Scene Investigation

CSR: Community Service Representative, an unarmed representative of the APD who responds to traffic collisions, collects evidence at crime scenes, and handles cold calls such as vandalism where the suspects are not on the scene

DART: Direct Action Response Team

DCJ: Division of Criminal Justice - one of six divisions within the Colorado Department of Public Safety

DM: Directive Manual; APD's policies and procedures

DPS: Colorado Department of Public Safety

DUI: Driving under the influence (of alcohol or drugs)

DUID: Driving under the influence of drugs

DWAI: Driving while ability impaired

EIS: Early Intervention System; APD uses two systems that are expected to be replaced by the end of 2025: First Sign, a product of Benchmark, and PEIS, APD's Police Early Intervention System

EWS: Early Warning System

FIU: Force Investigation Unit, a unit that presents APD's UOF cases to the FRB

First Sign: Benchmark's Early Warning System

Focus Items: Events and issues of note that reflect seminal events to the community, significant achievements, significant developments, or areas that must be prioritized in order to achieve substantial compliance with the CD

FRB: Force Review Board, with responsibility to adjudicate uses of force (UOFs)

FrontLine: National Testing Network's entrance exam for all entry-level applicants for sworn roles with APD and AFR

FTEP: Field Training & Evaluation Program – the structured, on-the-job training phase for new police recruits after they finish the academy.

FTO: Field Training Officer

GIU: Gang Intervention Unit

HART: Homeless Abatement and Relocation Team – a specialized unit within APD focused on outreach and intervention relating to homelessness in the City

HR: The City of Aurora's Human Resources Department

ICAT: Integrating Communications, Assessment and Tactics training

IntegrAssure: IntegrAssure, LLC, founded in March 2021 by its President and Chief Executive Officer, Jeff Schlanger, upon his retirement as the Deputy Commissioner of Risk Management Bureau for the New York City Police Department

IRP: Independent Review Panel commissioned by Aurora City Council into the death of Elijah McClain and AFR's use of ketamine as a chemical restraint

IUM: Investigation Update Message module of SPIDR Tech's customer communications/survey system

JSA: Job Suitability Assessment, a pre-employment screening assessment for APD and AFR recruits; it includes two online personality tests and a review with a licensed clinical psychologist

KPIs: Key Performance Indicators

LMS: Learning Management System

LSD: Lysergic acid diethylamide, a hallucinogenic drug

MADC: Methodologies to Aid in the Determination of Compliance

M1 Hold: A 72-hour temporary involuntary detention for evaluation and treatment of a person who appears to have a mental illness and is an imminent danger to themselves or others, or is gravely disabled

Monitor: The Independent Consent Decree Monitor for the City of Aurora, IntegrAssure, LLC

MOP: AFR's Manual of Procedures

NAACP: National Association for the Advancement of Colored People

NeoGov: A public sector ATS used by the CSC until HR implemented Workday to track applicants through the hiring process for APD's January 2024 Academy

NFIRS: National Fire Incident Reporting System, which is the reporting standard that fire departments use to uniformly report on the full range of their activities, from fire to emergency medical services

Non-Binary: This is an umbrella term for people who do not identify as male or female

Non-Male: People who self-identified as female or non-binary

NPI: National Policing Institute, engaged by IntegrAssure and the City of Aurora to conduct statistical analyses and interpret enforcement data collected by APD

NTN: National Testing Network, the vendor who provides APD's Front Line entrance exam for new applicants to entry-level sworn positions within APD and AFR

OIS: Officer Involved Shooting

ORP: Operational Review Process - A structured evaluation process used to assess the effectiveness, efficiency, and alignment of police operations with policies, legal standards, and established goals. It involves analyzing data, identifying trends, reviewing incidents, and ensuring the accuracy of accountability and productivity metrics.

PACT Report: Police and Citizens Together report – a data-driven weekly/ongoing crime trend report released by APD to foster transparency and encourage community engagement; contains crime trends by district with 4-week rolling comparisons, a YTD analysis

PCP: Phencyclidine, a type of hallucinogen, commonly known as “angel dust”

PEIS: APD’s Police Early Intervention System

PIO: Public Information Officer

PIT: Precision Immobilization Technique, a technique used by law enforcement personnel to force a fleeing vehicle to abruptly turn 180 degrees, causing the vehicle to stall and stop

POST: Colorado’s Peace Officer Standards & Training, a unit of the Criminal Justice section of the Colorado Attorney General’s Office that documents and manages the certification and training of all active police officers in Colorado

PowerBI: APD’s interactive data visualization software that was developed by Microsoft

PSSA: Public Safety Self-Assessment, one of the tests included in AFR’s online entrance exam included in the National Testing Network’s FrontLine exam; this test was eliminated from APD’s entrance exam in April 2024

QA Unit: APD’s Quality Assurance Unit that will serve as the standards section within APD’s Office of Constitutional Policing

Race/Ethnicity Categories:

- **American Indian or Alaska Native:** A person having origins in any of the original peoples of North, Central, and South America, including, for example, Navajo Nation, Blackfeet Tribe of the Blackfeet Indian Reservation of Montana, Native Village of Barrow Inupiat Traditional Government, Nome Eskimo Community, Aztec, and Maya
- **Asian:** A person having origins in any of the original peoples of Central or East Asia, Southeast Asia, or South Asia, including, for example, Chinese, Asian Indian, Filipino, Vietnamese, Korean, and Japanese
- **Black or African American:** A person having origins in any of the Black racial groups of Africa, including, for example, African American, Jamaican, Haitian, Nigerian, Ethiopian, and Somali
- **Hispanic or Latino:** A person of Mexican, Puerto Rican, Salvadoran, Cuban, Dominican, Guatemalan, and other Central or South American or Spanish culture or origin, regardless of race
- **Middle Eastern or North African:** A person having origins in any of the original peoples of the Middle East or North Africa, including, for example, Lebanese, Iranian, Egyptian, Syrian, Iraqi, and Israeli

- **Multiracial and/or Multiethnic:** A person who self-identifies with multiple races/ethnicities
- **Native Hawaiian or Other Pacific Islander:** A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands, including, for example, Native Hawaiian, Samoan, Chamorro, Tongan, Fijian, and Marshallese
- **White:** A person having origins in any of the original peoples of Europe, including, for example, English, German, Irish, Italian, Polish, and Scottish

RFP: Request for Proposal

RISKS: Remediation of Identified Situations Key to Success, a joint initiative of the Monitor and APD that involves reviewing individual incidents and wider trends in each district and SOB every two months in order to identify areas for improvement and best practices to be commended and leveraged as exemplars for further improvement throughout APD

RMS: Records Management System

RP1: First reporting period of the Consent Decree, from February 15 to May 15, 2022

RP2: Second reporting period of the Consent Decree, from May 16 to August 15, 2022

RP3: Third reporting period of the Consent Decree, from August 16 to November 15, 2022

RP4: Fourth reporting period of the Consent Decree, from November 16, 2022 to February 15, 2023

RP5: Fifth reporting period of the Consent Decree, from February 16 to August 15, 2023

RP6: Sixth reporting period of the Consent Decree, from August 16, 2024 to February 15, 2024

RP7: Seventh reporting period of the Consent Decree, from February 16 to August 15, 2024

RP8: Eighth reporting period of the Consent Decree, from August 16, 2024 to February 15, 2025

RP9: Ninth reporting period of the Consent Decree, from February 16, 2025 to August 15, 2025

SB20-217: Colorado’s Senate Bill 20-217, which requires each local police department to report all data relating to contacts conducted by its peace officers, where “contact” means “an interaction with an individual, whether or not the person is in a motor vehicle, initiated by a peace officer, whether consensual or nonconsensual, for the purpose of enforcing the law or investigating possible violations of the law”, and “contact data” that must be reported includes demographics of each individual stopped; data relating to the times, dates, and locations of contacts; the outcomes of contacts, including arrests, warnings, and property seizures; and actions taken by police officers during the contact, including frisks and searches

SOB: Special Operations Bureau of the APD

SOP: Standard Operating Procedure

SPIDR Tech: APD’s multi-lingual system used to enhance and streamline communications between APD and the community

TCCC: Tactical Combat Casualty Care training

TEEX: Texas A&M Engineering Extension Service, a training service provider that offers immersive learning and simulations for firefighters, law enforcement personnel, public works professions and cybersecurity specialist. APD and AFR use their services. (In the late 1800’s, A&M referred to the Agricultural and Mechanical College of Texas. When Texas A&M gained university status in 1963, the “A&M” was incorporated into the official name in deference to the institution’s history, but the individual letters no longer explicitly stand for anything.)

Terry Stop: A police stop, that takes its name from the 1968 U.S. Supreme Court case – Terry v. Ohio – that first articulated the federal constitutional minimum standard for conducting such stops

Tier 1 UOF: A Tier 1 UOF (low level) involves actions taken to control a subject that are neither likely nor intended to cause injury; adjudicated by command level review

Tier 2 UOF: A Tier 2 UOF (intermediate level) involves actions taken to control a subject that are likely to cause pain or injury to the subject

- **Tier 2A UOF:** A Tier 2 UOF with no or minor injury; adjudicated by command level review
- **Tier 2B UOF:** A Tier 2 UOF requiring professional medical treatment; adjudicated by the FRB

Tier 3 UOF: A Tier 3 UOF (lethal level) involves UOF for which the outcome could be serious bodily injury or death; adjudicated by the FRB

Transparency Portal: APD’s public-facing online dashboard reporting website

UOF: Use of Force

UOFs: Uses of Force

VAM: Victim Acknowledgment Message module of SPIDR Tech’s customer communications/survey system

Whole Person Approach: This approach involves considering an applicant’s full background before an employment eligibility decision is made

Workday: APD’s cloud-based human capital management system, including an applicant tracking system used by HR to track applicants through the hiring process, starting with applicants for APD’s January 2024 hiring class and AFR’s February 2024 hiring class

APPENDIX L: OPEN ITEMS & RECOMMENDATIONS AT THE END OF RP9

APPENDIX L: Open Items & Recommendations at the End of RP9
(See Relevant Report for Further Details)

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
FROM THE MONITOR'S RP9 REPORT DATED OCT 15, 2025			
<i>Focus Item 1: Officer Involved Shootings</i>			
-	Review statutory framework regarding public release of video and audio footage following a critical incident	City	Recommendation
-	Consider changes to policy regarding tasers for patrol officers	APD	Recommendation
<i>Focus Item 2: Operational Reviews - Data Driven Oversight & Accountability</i>			
-	Pair data with benchmarks to enable meaningful comparisons	APD	Recommendation
-	Set up dashboards to facilitate side-by-side comparisons	APD	Recommendation
-	Summarize UOF adjudication days to remediation for current and prior periods	APD	Recommendation
-	Include APD's CDC random assessment results in APD's officer-level and supervisor-level dashboards	APD	Recommendation
-	Normalize officer activity data in the Officer Insights Dashboard to enable meaningful comparisons and identify trends	APD	Recommendation
-	Report on the status of open complaints from the prior period, including remediation status and time to remediation	APD	Recommendation
-	Update SOPs on benchmarks and trends requiring further review or action	APD	Recommendation
<i>Focus Item 3: Vehicle Pursuit Policy Implementation</i>			
-	Consider additional and regular re-training on the PIT maneuver	APD	Recommendation
-	Strongly consider the addition of dash cameras in all patrol vehicles	APD	Recommendation
<i>Focus Item 7: Tier 2A UOF Adjudication Assessment</i>			
-	Address recommendations arising from APD's Tier 2A UOF Adjudication Assessment	APD	Recommendation
-	For next UOF Adjudication Assessment, evaluate quality of supervisors' UOF investigations, including sufficiency of efforts to obtain corroborating or contradictory evidence	APD	Recommendation
-	Expand scope of next UOF Adjudication Assessment to include UOF reports, BWC videos, AIM entries and other evidence	APD	Recommendation
<i>Policies & Training Generally</i>			
1A	Consider developing a disciplinary matrix to provide consistent guidance regarding the type and severity of concerns that would warrant disciplinary action, up to and including termination - in order to ensure consistency in application of accountability	APD	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
1A	Develop and implement comprehensive, consistent and complementary policies to address remaining 10 APD policy and training-driven mandates (Mandates 6, 16, 17, 19, 25, 27, 28, 39, 67 and 68)	APD	Required for 1A
1A	Develop a policy to consistently hold officers accountable who violate established policies in contravention of their training, including consideration of whether a disciplinary matrix would help ensure consistency of accountability	APD	Required for 1A
1B	Create a more gender diverse workforce by hiring more women than AFR is losing due to attrition	AFR	Required for 1B
2C	Update CSC Rules & Regulations to require timely hiring process outcomes reporting and adverse impact reporting after start of each academy and on an annual aggregate basis	CSC	Recommendation
2C	Update CSC Rules & Regulations to require hiring process outcomes and adverse impact reporting for new and lateral recruits	CSC	Recommendation
2C	Establish a CSC-approved timeline for the CSC's consideration of 15 remaining recommendations from Monitor's Dec 2024 Hiring Comparison Report	CSC	Required for 2C
3A	Submit remaining directives, policies and/or procedural documents to Monitor prior to implementation as relevant to 9 remaining APD policy-related mandates (Mandates 6, 16, 19, 25, 27, 28, 39, 67 and 68)	APD	Required for 2A
4A	Update and deliver refresher Managing Bias training for in-service personnel	CSC	Recommendation
4A	Continue to update in-service training to include bias in all in-service classes as recommended by the City's DEI expert	APD	Recommendation
4A	Update annual in-service training evaluations to assess whether managing bias and deliberate decision-making are address in each in-service class	APD	Recommendation
4A	Develop student testing to assess comprehension	APD	Recommendation
4A	Incorporate training best practices when developing and delivering training for 5 remaining APD training mandates (Mandates 17, 19, 39, and 67 and 68), including greater use of scenario-based training tools	APD	Required for 4A
Addressing Racial Bias in Policing			
OI	Work with Monitor and the parties to develop a mutually acceptable methodology for analyzing racial disparities in policing	APD	Recommendation
OI	Work with Monitor and the parties to more fully analyze CDC data for any quantitative indications of biased policing	APD	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
<i>OI</i>	Modify DM8.50 and/or DM8.52 to clarify when a CDC is not required for non-enforcement actions	APD	Recommendation
<i>OI</i>	Work with Monitor to establish an appropriate quality assurance protocols for non-enforcement actions	APD	Required for Operational Integrity (OI)
6	Adopt appropriate benchmarks and metrics to determine whether there are any racial or ethnic disparities that may be indicative of biased policing	APD	Required for 6
6	Work with Monitor regarding production of real-time dashboard reporting, trend analysis and other comparisons to identify issues, patterns and trends by officer, unit and district relative to assessing racial bias in policing and to measure improvement	APD	Recommendation
6	Develop ability to provide filtered side-by-side comparisons from one period to another so temporal trends can be identified	APD	Recommendation
6	Work with Monitor to establish guidelines for use of metrics in Operational Review meetings, with concrete steps to analyze potential disparities and assess whether bias is involved	APD	Recommendation
6	Have complete enforcement and non-enforcement data relating to all police encounters requiring a CDC	APD	Required for 6
6	Establish approach for analyzing racial disparities in policing department-wide	APD	Required for 6
6	Present CDC and other data to enable consistent trend/pattern analysis	APD	Required for 6
6	Develop SOPs to guide analysis and decision-making regarding racial disparities	APD	Required for 6
7	Publish stops data directly on APD's website in a format that enables understanding	APD	Recommendation
13	Embrace the concept of continuous improvement to further improve delivery of Managing Bias training for new recruits	APD	Recommendation
14	Systematically integrate bias and deliberate decision-making content into Managing Bias and all other relevant in-service training programs	APD	Recommendation
14	Periodically update and strengthen in-service training content - particularly for managing bias and decision-making modules	APD	Recommendation
15	Continually strengthen delivery of Managing Bias training	APD	Recommendation
16	Refine metrics and reporting to measure improvements required by Mandate 16, through side-by-side comparisons by period	APD	Required for 16
16	Implement metrics to assess improvements relating to training required by Mandates 12-15	APD	Required for 16

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
16	Update metrics SOPs as dashboards evolve and to provide guidance to enable consistent interpretation and decision-making regarding outliers	APD	Required for 16
16	Measure impact of training on metrics re: bias, decision-making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulating the basis for encounters	APD	Recommendation
16	Measure student comprehension re: bias, decision-making, avoiding unnecessary escalation, doing what should be done, recordkeeping and articulating the basis for encounters	APD	Recommendation
Use of Force			
OI	FRB to review all canine deployments with bites that require medical treatment	APD	Recommendation
OI	Develop a system that integrates remediation from command and FRB reviews that is searchable by officer	APD	Recommendation
OI	Remediation tracking system reports provide an accurate record of adjudication decisions, officer training recommendations, policy compliance trends and remediation completion	APD	Recommendation
OI	Conduct a thorough investigation and remediation process for each of the 5 OISs arising in or shortly after the end of RP9	APD	Required for Operational Integrity (OI)
OI	Strengthen oversight and accountability processes	APD	Required for Operational Integrity (OI)
OI	Broaden FRB's focus to areas of heightened concern, such as all canine deployments with bites requiring medical attention	APD	Recommendation
OI	Ensure decisions and remediation are fully searchable when APD transitions to AXON	APD	Required for Operational Integrity (OI)
OI	Implement push notifications regarding completion of remediation steps	APD	Recommendation
OI	Provide guidance regarding when to use discipline	APD	Required for Operational Integrity (OI)
OI	Fully document all instances of policy violations, including the nature of such violations, in officer's records	APD	Required for Operational Integrity (OI)
OI	Consider developing a disciplinary matrix to enable consistent application of APD's intervention tools and appropriate remediation	APD	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
<i>OI</i>	Address key learnings from problematic pursuits into training and supervision	APD	Required for Operational Integrity (OI)
17	Address 4 remaining UOF mandates (Mandates 19, 25, 27, 28) to advance a culture of continuous improvement by strengthening its accountability and remediation practices, and by requiring updated training videos on effective and ineffective de-escalation	APD	Required for 17
18	Expand UOF adjudication forms to include a separate evaluation of officer professionalism and respect as essential elements of constitutional and effective policing	APD	Recommendation
19	Develop protocols for regular review of non-enforcement encounters that need to be checked for professionalism and compliance with various CD mandate	APD	Recommendation
19	Develop SOPs for an integrated approach to early intervention, using a combination of proprietary dashboards, Axon resources, qualitative assessments and random assessments of non-enforcement actions	APD	Required for 19
19	Update protocols (SOPs) to provide guidance to enable comprehensive and consistent assessment of data to consistently hold officers accountable	APD	Required for 19
19	Develop and deliver training on updated operational review SOPs	APD	Required for 19
20A	Incorporate lessons learned from joint APD/AFR incident in June 2025 involving attempt to direct AFR's medical care - into future joint APD/AFR training	APD	Recommendation
25	UOF adjudication remediation tracking includes automatic notifications re: individual and systemic remediation/training	APD	Required for 25
25	Document consideration of officer UOF, personnel and disciplinary history in each FRB case file/record	APD	Required for 25
25	Document Chief of Professional Standards' consideration of officer history and potential systemic implications	APD	Required for 25
27	Normalize officer activity data by hours worked in the Officer Insights Dashboard to enable meaningful comparisons and identify trends	APD	Recommendation
27	Develop SOPs for use of APD's dashboards, including direction to enable comprehensive and consistent assessment and remediation by officer, supervisor or unit	APD	Required for 27
27	Automate and review timeliness of UOF remediation divisional trends	APD	Required for 27

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
28	Revise policy to require periodic FRB identification of BWC footage for training purposes, including examples of effective de-escalation and incidents with areas for improvement	APD	Required for 28
28	Enhance BWC footage training log to identify type of audience, when BWC footage used in training, and whether footage depicts effective or ineffective use of de-escalation	APD	Recommendation
32	Develop a comparison dashboard between time periods and/or personnel, with filters by assessment level	APD	Recommendation
Documentation of Stops			
OI	Develop and implement an approved methodology to track CDC non-enforcement compliance rates across all districts and units	APD	Required for Operational Integrity (OI)
OI	Implement supervisory oversight and accountability process for CDC non-enforcement non-compliance	APD	Required for Operational Integrity (OI)
OI	Automate exception reporting for real-time monitoring of CDC compliance for both enforcement and non-enforcement encounters	APD	Required for Operational Integrity (OI)
33	Develop ability to compare data with different parameters	APD	Recommendation
33	Develop capability for push notifications to command staff re: anomalies identified	APD	Recommendation
33	Develop the ability to reliably assess CDC compliance for non-enforcement actions	APD	Required for 33
33	Implement CDC compliance assessments for enforcement and non-enforcement actions at a temporal level	APD	Required for 33
33	Implement a “push notification” exception reporting system relating to CDC compliance	APD	Recommendation
33	Enable CDC compliance assessments relating to how long CDC compliance takes to achieve and shift variations	APD	Recommendation
39	Develop clearer guidance to officers regarding CDC requirements for non-enforcement actions	APD	Recommendation
39	Develop accepted protocol for testing CDC compliance with non-enforcement actions	APD	Recommendation
39	Identify and ensure CDC compliance for enforcement and non-enforcement actions	APD	Required for 39
39	Develop improved methodology for testing of non-enforcement CDC compliance	APD	Required for 39
Use of Ketamine & Other Chemical Restraints			
47	Medical Director semi-annual reports should summarize all types of policy exceptions, and the report should explicitly assess remediation thereof	AFR	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
Recruitment, Hiring & Promotion			
<i>OI</i>	Consider/address relevant recommendations in Monitor's Dec 2024 Hiring Comparison Report that are not yet addressed	City	Recommendation
<i>OI</i>	Establish timely, standardized, recurring HR reporting on workforce diversity, hiring process outcomes and adverse impacts for all new recruit and lateral hiring processes for both APD and AFR	City	Required for Operational Integrity (OI)
<i>OI</i>	Build or support AFR's capacity to review and act on hiring process outcomes	City	Recommendation
<i>49A & B</i>	Consider using elimination rates in addition to passing rates when computing adverse impacts for next assessment of APD's and AFR's entrance exams	City	Recommendation
<i>49A & B</i>	If adverse impacts are identified in entrance exam(s), conduct adverse impact analyses of entrance exam components in order to identify underlying causes of such impacts	City	Recommendation
<i>49A & B</i>	Consider implications on different racial groups of offering situational video test in other languages	City	Recommendation
<i>49A & B</i>	Consider assessing each scenario in situational video, and in PSSA integrity test (for AFR) for cultural appropriateness across racial groups	City	Recommendation
<i>49B</i>	Consider whether PSSA integrity test is aligned with AFR hiring goals	City	Recommendation
<i>49A & B</i>	Formally consider and address any remaining recommendations from the Monitor's December 2024 Hiring Comparison Report	City	Recommendation
<i>49A</i>	Consider further recruiting and hiring process improvements to align with 30x30 goals	City	Recommendation
<i>49A</i>	Revisit Beep Test scoring structure, and assess whether a linear scoring methodology and continued monitoring of outcomes by gender and race would better support equitable hiring	City	Recommendation
<i>49A & B</i>	Provide workforce demographics reporting before and after each reporting period of the CD	City	Recommendation
<i>49B</i>	AFR should create a more diverse and qualified workforce through its next hiring process, for race and gender	AFR	Required for 49B
<i>50</i>	Include a brief statement in future CSC meetings confirming that no new appeals have been received, or announcing the receipt or progress of recent appeals	CSC	Recommendation
Accountability & Transparency			
<i>OI</i>	Reintroduce individual officer statistics at APD's Operational Review meetings	APD	Required for Operational Integrity (OI)

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
<i>OI</i>	Reintroduce individual officer statistics at APD's Operational Review meetings	APD	Required for Operational Integrity (OI)
<i>OI</i>	Introduce random and/or targeted reviews at the first-line supervisor level, including to assess CDC compliance in non-enforcement actions	APD	Required for Operational Integrity (OI)
<i>OI</i>	Operationalize data-driven early intervention efforts through protocols for identifying at-risk officers and supervisors, and remediation thereof	APD	Required for Operational Integrity (OI)
<i>OI</i>	Add civil suits to officer profiles	APD	Required for Operational Integrity (OI)
<i>OI</i>	Develop a quality assurance protocol for disciplinary investigations	APD	Required for Operational Integrity (OI)
67	Add the capability to track and report on the number of civil suits by officer, district and unit	APD	Required for 67
67	Successfully transition from Benchmark and AIM	APD	Required for 67
67	Develop policies and procedures for consistent assessment and remediation of issues, and tracking of remediation	APD	Required for 67
67	Provide formalized training on assessment, adjudication, remediation, tracking and documentation of each step in APD's accountability process	APD	Required for 67
67	Develop a push notification system to facilitate assessment, adjudication, remediation tracking and documentation of each step in the accountability process	APD	Recommendation
67	Establish a PowerBI filter for district, unit and beat	APD	Required for 67
67	Create a mechanism for side-by-side comparison of officers, beats, units and districts	APD	Recommendation
68	Establish a structured oversight mechanism by conducting regular assessments of complaint investigations to ensure consistency, thoroughness, and proper documentation	APD	Required for 68
68	Provide public reporting on trends or patterns of disciplinary outcomes from sustained complaints regarding officers' law enforcement activities	APD	Required for 68
68	Complete annual reporting relating to Crime, Use of Force or Bias Policing by March 31 of the year immediately following the reporting period	APD	Recommendation

Open Items & Recommendations	Relevant Dept or Agency	CD Mandate or Recommendation
FROM THE MONITOR'S HIRING COMPARISON REPORT DATED DEC 6, 2024		
<i>Sections A to D - Recommendations Regarding HR's Role, APD/AFR Recruiting and Hiring Processes, and Regarding Data Collection, Analysis & Reporting</i>		
To be reviewed with the parties and reported in RP10.	HR, APD, AFR	Recommendation
<i>E. Recommended Changes to the CSC's Rules & Regulations (numbers are consistent with the Monitor's Dec 2024 Hiring Comparison Report)</i>		
<i>Application Screening & Preliminary Testing</i>		
2. Personal History Statements: Identify in CSC Rules & Regulations which entity is responsible for establishing Personal History Statement content, deadlines, required documentation, and applicant information requirements.	CSC	Recommendation
3. Physical Fitness Testing: Identify in CSC's Rules & Regulations which entity is responsible for physical fitness testing types, scoring methods, and minimum passing standards.	CSC	Recommendation
4. Interviews: Amend CSC's Rules & Regulations to specify the minimum number of interview panelists (at least three, including two from the department), require consistent HR/CSC participation or observer role across interviews, and promote consistency and fairness in interview practices.	CSC HR	Recommendation
5. Re-applications and Deferments: Clarify in CSC's Rules & Regulations that deferral requests may be made at any time, specify acceptable circumstances, require case-by-case review, and define test expiry and re-testing requirements.	CSC HR APD/AFR	Recommendation
6. Rank Ordered Certified Eligibility Lists: Clarify in CSC's Rules & Regulations how the eligibility list is to be used—requiring conditional offers to top-ranked candidates, background checks for all such candidates, and final offers in list order.	CSC HR	Recommendation
<i>Post Conditional Offers</i>		
7. Post Conditional Job Offer Testing Transparency: Add a rule in CSC's Rules & Regulations requiring HR and APD/AFR to regularly brief the CSC about post-offer testing processes, including testing types, criteria, scope, and vendors - to enhance transparency and support the CSC's oversight role.	CSC	Recommendation
8. Drug Testing: Revise CSC's Rules & Regulations and hiring process flowchart, and all job postings to refer to "drug testing" (not "for substance abuse"), clarify that testing includes cannabis use, define CSC role in receiving information about the testing process, rather than directing it, and specify that applicants may appeal a false positive result.	CSC	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
9.	JSA Disqualifications: Clarify in CSC's Rules & Regulations that the CSC role is to receive information on JSA psychological testing and disqualification decisions via the appeals process, that applicants may appeal disqualifications at their own expense, and that appeals must include a review by a psychologist from a different vendor.	CSC	Recommendation
<i>Appeal Procedure</i>			
10.	Transparency Regarding Appeal Decisions: Update CSC's Rules & Regulations to require regular appeal summaries at CSC meetings, including the hiring stage, nature of each appeal, supporting evidence, second opinions obtained, and whether each appeal was denied or sustained.	CSC	Recommendation
<i>Reporting & Records</i>			
12.	Reporting Requirements: Amend CSC's Rules & Regulations to require the custodian of candidate testing records to provide timely adverse impact and demographic reporting after each academy and on an annual aggregate basis - to enable CSC oversight and support APD/AFR in achieving the Consent Decree's mandates relating to recruiting and hiring.	CSC HR	Recommendation
13.	Advisory Group: Add a rule establishing an advisory group with representatives from HR, the relevant department, and CSC staff to review adverse impact analyses and recommend improvements to recruiting, testing, and scoring processes, without directing departmental action.	CSC HR APD/AFR	Recommendation
14.	Reporting for Entry-Level and Lateral Applicants: Clarify in CSC's Rules & Regulations that reporting requirements apply to both entry-level and lateral applicants, and require annual reporting to the CSC on lateral recruitment outcomes or confirmation if none occurred.	CSC	Recommendation
15.	Custodian of Candidate Testing Records: Revise CSC's Rules & Regulations to clarify that the custodian should provide APD and AFR with the information needed to enable them to engage effectively with applicants throughout the hiring process.	CSC HR	Recommendation
<i>CSC's Role</i>			
16.	Data-Informed Decision-Making: In support of the CSC's transparency and oversight role, require HR, APD, and AFR to provide the CSC with relevant metrics and reporting when recommending changes to hiring processes.	CSC	Recommendation

Open Items & Recommendations		Relevant Dept or Agency	CD Mandate or Recommendation
17.	Out-of-Process Hiring Practices: To promote transparency and support effective oversight of the hiring process, require HR to share regular reports with the CSC and relevant department on any out-of-process hiring practices.	HR CSC APD AFR	Recommendation
<i>Other Issues</i>			
18.	Disqualification Notifications: Amend CSC's Rules & Regulations to require that all applicants disqualified at any stage of the hiring process receive timely notification, including reasons for disqualification and information about appeal rights, procedures, and deadlines.	CSC	Recommendation
19.	Delegation of Administrative Tasks: In collaboration with HR, clarify within CSC's Rules & Regulations the policy framework governing delegation of administrative hiring tasks.	CSC HR	Recommendation
20.	Typographical and Other Issues: Correct typographical and formatting errors to change "Certifiable" to "Certified" and moving content to a new line; fix typos and repeated text in the Lateral Entry minimum qualifications; and number the sections on Conditional Offer, Background Investigation and Final Job Offer.	CSC	Recommendation

Recommendation partially addressed to 10-15-2025