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# NAVAJO POLICE DEPARTMENT ORGANIZATIONAL ASSESSMENT

*Prepared by Strategy Matters and Public Safety Leadership  
Spring, 2021*

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*“T’áá hwó’ ajít’éego, self-reliance or self-determination, is a very important teaching that serves to tell our people that we have the power within us to do anything and overcome anything. True sovereignty is the ability to take care of our own people and then to help others.”*

—President Jonathan Nez

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*“Although the badge is a powerful symbol and it is an honor to wear, of even greater importance is the change to who you are inside, that no one can see. Even with your badge and uniform off, you now embody the ideals of duty, protection, selfless service, and warrior spirit. The badge does not give power, all the great things that you will accomplish will come from within you from now on. Always wear your badge with honor and pride, but my challenge to you is to let your character and professionalism be what people see and respect.”*

—Chief Phillip Francisco

# THE NAVAJO NATION



JONATHAN NEZ | PRESIDENT MYRON LIZER | VICE PRESIDENT

Dear NPD Community,

It is my pleasure to present you with this Organizational Assessment on the current conditions of the Navajo Police Department. In this report, you will find the assessment of every aspect of our department, and recommendations from our external consultant team on how to address problems, improve working conditions and overall department performance.

As you know, from the first day of my work with NPD in 2016, I have been working to support improvements and corrective actions to address long-standing problems related to an eight-year period with no stable leadership and chronic financial and staffing challenges. I have been supported in this endeavor by a team of highly skilled, extremely dedicated, and hardworking commissioned and noncommissioned NPD personnel. The fruits of their labors are evident in the strengths cited in the organizational assessment.

I have also been working to ensure that we align Department policy and practice with Navajo traditional culture and beliefs. This is an important step forward for a Department with a long and complex history of struggles with colonial oversight, interventions and interferences with Navajo sovereignty. I am proud that the recommendations in this assessment will advance that work. Part of our sovereignty is connected to our Department's commitment to hiring Navajo officers, and then reinforcing our communities traditions and laws.

I thank the many officers, noncommissioned staff, mutual aid partners and hundreds of Navajo nation residents who contributed their insights, questions and ideas to this report. I look forward to working with all of you to implement these recommendations, and to leading the NPD into the next chapter of our Nation's story.

Sincerely,

A handwritten signature in black ink, appearing to read "Philip Francisco".

Chief Philip Francisco

**NAVAJO POLICE DEPARTMENT  
OFFICE OF CHIEF OF POLICE  
PO BOX 3360  
WINDOW ROCK, ARIZONA  
928-871-6363**

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## Acknowledgements

The Strategy Matters and Public Safety Leadership consulting team is grateful to President Jonathan Nez, Vice President Myron Lizer, the Navajo Nation Council and Speaker Seth Damon, Public Safety Director Jesse Delmar, and Police Chief Phillip Francisco for the privilege and opportunity to work with the Police Department and hundreds of members of the Nation to research and compile the following report on behalf of the Navajo Police Department.

The consulting team extends special thanks to two individuals who guided work on a day-to-day basis, Captain Leonard Redhorse III and Captain Martin Page. They have been wise, patient, and generous throughout.

A full list of key informants supporting the development of this report can be found in the appendix titled "Contributors".

Any errors in this report are the responsibility solely of the consulting team.

## Executive Summary

This report is an organizational assessment, developed as the first part of a long-range planning process for the Navajo Police Department (also referred to as ‘the Department’ and NPD). The planning process is designed to answer three basic questions:

- **Where are we now?** An answer to this question will describe the current conditions of the Navajo Police Department regarding things like staffing levels, equipment, infrastructure, and training. It will also describe conditions across the Nation that affect law enforcement outcomes, which includes the status of community-police relations, as well as the social-emotional, political, and economic well-being of the Nation’s communities.
- **Where do we want to go?** An answer to this question will describe the department's goals for the future, both long- and short-term.
- **How will we get there?** An answer to this question will describe the strategies the department will implement to secure resources and achieve its goals.

The report focuses on the first of these three questions; the other questions will be addressed in future reports. The present report comprises a comprehensive review of current conditions prevailing within the Navajo Police Department including staffing levels, equipment, infrastructure, and training. The report also describes conditions across the Nation that affect law enforcement outcomes, including the status of community-police relations, and factors influencing the social-emotional, political, and economic well-being of the Nation’s communities. A brief synopsis of the project methodology, a summary of the report’s findings and recommendations is included here.

## Methodology

The consulting team designed a process for the Navajo Police Department that included interviews, focus groups, surveys, sector research, and more. The work was informed by several commitments. First, in order to understand the department and the communities it serves, it was necessary to engage a diverse group of stakeholders across the nation. Second, in order to truly engage this diverse community of stakeholders, it was necessary to be physically present in the places they live and work. Third, in recognition of the fact that many residents of the Nation speak only Navajo, it was necessary to not only adapt engagement methods to accommodate Diné speakers, but to accommodate cultural differences affecting participation in an information gathering process.

## Summary of Findings

### Strengths of the Department

- The commitment and dedication of officers at all ranks
- The younger generation of NPD staff see the department as a unified whole
- Department leaders take a longitudinal view (*"I want to leave things better than I found them"*)
- There is greatly improved—and growing—confidence in Department leadership, among officers, civilian staff, partners and others
- The Department's thoroughgoing (top to mid-managers) commitment to officer wellness and improving early intervention programs
- Partners and potential partners recognize the challenging circumstances of law enforcement on the Nation and want to support efforts to improve operations, safety, and coordination

### Weaknesses of the Department

- Current staffing levels are **dangerously low**
- Communications systems (radio, cell coverage) are not reliable in all parts of the Nation. This jeopardizes officer safety and compromises efficient response
- The sense of department unity is not consistently present;
- Current organizational structure results in potentially redundant leadership layers across area, district, and local levels;
- Information flow is a real challenge for technical and organizational reasons;
- Facilities: Window Rock station is in a serious state of disrepair, and Shiprock station is closed;
- General Orders and rules and regulations are outdated (1979) and unhelpful;
- COVID-19 impacts: it is harder than ever to connect with residents; there is significantly increased demand on dwindling resources at NPD and for partners;
- Challenges with recruitment: money, interest, training, disqualifications, available housing, community perceptions among youth;
- Changes in districting and assignments are concerning to community and not well understood by frontline personnel;
- Limitations in data collection and management systems and practices are undermining public safety efficacy;
- Administrative bottlenecks: many functions that are crucial to a highly efficient police department are outside of the control of the NPD. Examples include Human Resources functions, like hiring, procurement functions for a range of goods and services, and budget functions. The multiple layers of bureaucracy undermine efficient response, and inconsistent processes lead to mixed messaging.



## Summary of Recommendations

The following recommendations represent a summary of a larger body of recommendations described in detail throughout subsequent sections of this report. The recommendations are designed to enable the Department to accomplish three objectives:

- To align NPD public safety approaches with Diné culture and traditions;
- To make the best use of limited resources for maximum benefit to public safety; and
- To embrace best practices in policing, consistent with national best practices.

The following are three major recommendations regarding the first basic research question (Where are we now?):

**1. Address immediate staffing, infrastructure, and leadership needs.**

- a. Increase the size of commissioned staff to 500 officers over the coming five years.
- b. Enhance leadership capacity for sergeants through leadership and management training.
- c. Focus on the role of captains in driving culture change initiatives, and equip them to act as a unified team.
- d. Create new strategies for recruitment and retention of personnel.
- e. Implement technology improvements to ensure consistent and effective communication in the field and between districts.
- f. Add a Legal Advisor to work on behalf of the Department.

**2. Pioneer the development of hybrid public safety strategies that utilize both the wisdom of Diné tradition and best practices in modern policing.**

- a. Focus police resources on alcohol and drug abuse and domestic violence, employing Culturally Responsive Problem-Oriented Policing (POP).

**3. Create and implement new strategic partnerships.**

- a. Enhance communication and collaboration among Navajo criminal justice and public safety agencies.
- b. Clarify and formalize partnerships among state, county, and federal law enforcement agencies.

## Chapter 1: Introduction

This report is an organizational assessment, developed as the first part of a long-range planning process for the Navajo Police Department (NPD) designed to answer three basic questions:

- **Where are we now?** To answer this question the current conditions of the Navajo Police Department regarding issues such as staffing levels, equipment, infrastructure, and training is described. The report will also describe conditions across the Nation that affect law enforcement outcomes, which includes the status of community-police relations, as well as the social-emotional, political, and economic well-being of the Nation's communities.
- **Where do we want to go?** An answer to this question will describe the department's goals for the future, both long-term and short.
- **How will we get there?** An answer to this question will describe the strategies the department will implement to secure resources and achieve its goals.

As part of the larger long-range planning process, this report offers answers to the first question "Where are we now?" The report also provides recommendations, which, if adopted by the Navajo Police Department, may be viewed as answers to the second research question, "Where do we want to go?" A subsequent strategic planning process will further develop answers to the second question, and will fully answer the third, "How will we get there?"

This report was commissioned by the Chief of the Navajo Police Department, Phillip Francisco, to function as a guide for the department's efforts in the coming years. Thus, the primary audience for this report are members of the department, its partners, and Navajo government decision-makers. The ultimate beneficiaries of this work, however, are the Diné who call the Nation home. Chief Francisco has eloquently expressed the Department's view of its role as an instrument of Navajo sovereignty and life:

"As Navajo police we are responsible for the ongoing growth of the spiritual, emotional, physical and mental well-being of the Navajo Nation. We are in a dynamic period of renewing the life of the Department and its role."

To support the development of this document, Chief Francisco and members of his leadership team, including Captain Leonard Redhorse III and Captain Martin Page, contracted with the consulting firm, [Strategy Matters](#). Members of the consulting team have worked with Captains Redhorse and Page since early 2020 to design and implement the process that has resulted in this document.

During the 18 months since the beginning of this project the world, the Nation, and the Department have changed. The unprecedented global health crisis in the form of the COVID-19 pandemic has drastically changed the way individuals, families, and communities live, work, learn, and play. The United States has also experienced a reckoning with racial justice in the wake of the police killings of George Floyd, Breonna Taylor, Ahmaud Arbery, and many others before them and since then.

The Navajo Nation and the Navajo Police Department have not been exempt from the pain and loss that have afflicted so many over the course of the COVID-19 pandemic. They are sadly not distinguished by their need to mourn loss, and have had to navigate the impacts of the pandemic at uniquely challenging rates.

The Navajo Nation, however, is distinguished by its reaction to the national outcry against police in the midst of the racial justice movements of the summer of 2020. Whereas communities across the United States have been calling out for police reform, defunding, and, in some cases, abolition, the people of Navajo Nation have been unequivocally supportive of the role of police in their communities. In the words of one resident of the Nation, “We don’t feel that way about our police because they are our brothers and sisters, our cousins, and our aunts and uncles. They look like us, they think like us, and they live with us.”<sup>1</sup> This is a strength totally unique to the NPD and one to be leveraged in the development of a more reliable, responsive, and trusted Department.

Since the beginning of this project the Navajo Police Department has also undergone remarkable changes internally. Advances in leadership, technology, training, organization, and infrastructure are felt across all of the Department’s seven districts. Talented people have been promoted to full-time superior officer ranks, e.g. sergeant, lieutenant, and captain, in a process that was fair and thoughtful. The Training Academy has been restored to vitality and is achieving increased impact on challenges related to recruitment.

It is important to acknowledge at the outset some of the truly noteworthy strengths of the Department. Over the years, the men and women of NPD have managed complex crises by applying tenets of Fundamental Law in the spirit of the great Diné leaders of the past. Combining the guardianship and peace-making aspects of the warrior societies of the great plains, the Diné leaders of 1868 created the archetype for the modern NPD. That spirit of protection, defense, and stewardship is evident in the ways in which personnel have protected the Nation. In this respect, the Department is significantly more advanced than its peers in US state, county, and municipal police departments. Indeed, the ambitions outlined in The President’s Commission of 2015, calling for a shift from a “warrior mindset” to a “guardian mindset” were anticipated by the NPD and its culture of thoughtful mediation. On the basis of its traditional philosophy, the NPD has long been ahead of many other departments.

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<sup>1</sup> From a community listening session in Dilkon, Arizona.



Ongoing and widespread public safety challenges threaten to undermine these strengths. Underinvestment in the NPD has created deficits in organizational development and tactics that the Francisco team inherited. The effects of a lack of leadership for nearly a decade, with the Department's rotating, acting Chiefs of 2008-2016, are still felt. In four years, Chief Francisco and his team have led an impressive drive to pull the organization from the mire of past neglect. Still, today, too few officers struggle to respond to too many calls for their services. A lack of clear, agreed, strategic vision limits the effectiveness of partnerships with external state and county police organizations. Administrative procedures hamper progress, and the training academy needs to be revitalized in order to support larger classes, which in turn will support a larger NPD staff.

Communications problems with external partners flow from both technological disconnects and unaddressed questions about the mission of the Department. External partnerships, strong at the street level, are hampered by divergent opinions among members of the NPD concerning the role and benefits of sovereignty. This lack of clarity and agreement may impede the implementation of best-practice examples of collaboration across national boundaries.

Communications technology implementation and training have been improving since Chief Francisco took over in 2016. But their starting point was well behind other departments of comparable size. Major problems still exist in internal information sharing and access.

One of the most important areas for improved internal communication and shared mission is between the NPD and the Navajo Nation Council. Many of the most serious and deepest challenges on the Nation have to do with public health factors, like alcoholism, drug abuse, and domestic violence. All of these challenges have implications for public safety. In light of this, it is striking that the NPD is barely half the size required to adequately support the public safety needs of the Nation. The resources the Department needs to support the Nation in the ways it deserves to be supported are in the hands of the Navajo Nation Council. It is therefore absolutely essential that there exist between the NPD and the Council a relationship founded on open and honest communication, mutual accountability, trust, and a shared commitment to support safety and harmony among members of the Nation.

In addition to improved relationships between the NPD and the Council, there are also a number of structural and organizational improvements that would have wide-ranging and immediate positive impacts on the department. For example, urgent public safety priorities could be addressed more quickly if hiring and retaining personnel, fleet and equipment purchasing, budget management, and payroll administration were accountable directly to the Chief. The Chief's office should manage, and be accountable for, its own administrative functions.

A lack of internal coordination among Navajo criminal justice and public safety institutions limits the effectiveness of prevention and deterrence strategies. Calls for service are driven by epidemics of alcohol abuse and domestic violence. Interviews with Chapter House leaders and a youth focus group indicated that young people in greater numbers are engaging in self-destructive behavior such as alcohol and drug abuse and incidents directly connected to drinking and drugs such as, driving accidents and violence. All these behaviors have been getting worse during the COVID-19 pandemic. Yet no evidence of a clear strategy for addressing these chronic sources of harm and victimization across the thousands of stakeholders was found.

The most problematic aspect of the lack of internal coordination among Navajo criminal justice and public safety institutions is the separation between the Police Department as a whole and its Criminal Investigations Division. As indicated below, current best practices in policing do not separate agencies for patrol and investigative functions.

At the launch of this project in January of 2020, several participants described the place of this work in the broader narrative of the history of the Diné as follows: “We have a vision for the people of the Nation in 2068,” said Criminal Investigations Director Henderson, “just as the leaders of 1868 had a vision for the people of our time.” This report and the larger process surrounding it seeks to capture and articulate that vision for the NPD of the future

## Chapter 2: Methodology

The consulting team designed a process for the Navajo Police Department which was informed by several commitments. First, in order to understand the department and the communities it serves, it was necessary to engage a diverse group of stakeholders across the nation. Second, in order to truly engage this diverse community of stakeholders, it was necessary to be physically present in the places they live and work. Third, in recognition of the fact that many residents of the Nation speak only Navajo, it was necessary to adapt engagement methods to engage residents in their first language, and to accommodate cultural differences affecting participation in an information gathering process.

For example, the consulting team learned that it is a cultural practice among the Navajo that more junior members of a team contribute to conversation only when asked. This differs significantly from what you might encounter in meetings in the major cities in other locales across the United States where most members of a team, regardless of their seniority, are eager (sometimes to a fault) to contribute their perspective. The adaptation was simple in this case: during group meetings a facilitator from the consulting team would ask each meeting participant individually for their perspective. Another example has to do with the fact that Navajo is not historically a written language, and so some of the nuances of verbal communication in Navajo is lost when the language is written down for the purposes of a survey. The consulting team addressed this challenge in two ways.

First, the team requested survey participants to serve as liaison to family, friends, or community members who speak Navajo. The liaison discussed the questions addressed by the survey with Navajo speaking family, friends, or community members, and then recorded survey answers on their behalf. It is understood from the very strong participation of Navajo speaking respondents to the survey that this was at least somewhat effective.

Second, the consulting team ensured that there were many ways to contribute to the information gathering process that required neither written English, nor a secure internet connection (which many residents of the Nation do not have). These engagement methods are described in more detail below.

The work of the consulting team was overseen, advised, and facilitated by two groups of personnel from the NPD. The “Process Management Team” (PMT) worked with the consulting team on a weekly basis to monitor the progress of the project, help clear roadblocks, and to function as liaison to the rest of the department. The “Core Team” supported the early work of the consulting team to set goals for the process and offer a variety of perspectives concerning the range of issues the consulting team was likely to encounter over the course of the process, as well as guidance concerning the best sources of information and modes of communication and engagement.

- **The Process Management Team:** Captain Leonard Redhorse III, Captain Martin Page, and Reycita Billie
- **The Core Team:** Criminal Investigations Director Michael Henderson, Deputy Chief Daryl Noon, Captain Emmett Yazzie, Captain Martin Page, Captain Leonard Redhorse III, Captain Leonard Williams, PO Josiah Begay, PO Shannon Johnson, PO Dwayne Hogue, Lt. Shirley Sanisya

## Research

The consulting team used a variety of tools to analyze the micro-, meso-, and macro-environments that influence the work of the Navajo Police Department. This included an extensive review of Navajo Police Department documents, including General Orders, training curricula, crime reporting data, calls for service data, memoranda of understanding between the department and state and federal law enforcement partners, personnel policies, tactical and operational guidelines, and more. The team also conducted background research into best practices in tribal, state, federal, and municipal law enforcement.

The consulting team also conducted a PESTLES scan, which examines the **p**olitical, **e**conomic, **s**ocial, **t**echnological, **l**egal/regulatory, **e**nvironmental, and **s**ector issues likely to affect the Navajo Police Department and the communities it serves in the coming years. A major focus of this part of the process was devoted to examining community trends related to economic, social-emotional, and physical well-being. The motivation for this focus was a desire on the part of the NPD to support an evolving understanding of the drivers of public safety demand. This understanding will facilitate a proactive posture for the NPD in meeting community needs.

## Stakeholder Engagement

Engagement methods included interviews with key informants, focus groups with NPD personnel, public safety, criminal justice, and behavioral health partners, as well as government representatives from the president's office, the legislative branch, and Chapters across the Nation.

**Electronic Surveys.** The consulting team designed and administered two surveys. The Navajo Nation Resident Survey (“Resident survey”), which was made available to all residents of the Nation, focused on resident perceptions of crime, personal experiences with crime and policing, and perceptions of the police. The Navajo Police Personnel Survey (“Police survey), which was distributed to NPD personnel, aimed to understand the police’s view of crime, their relationships with the public, and their

own resources and capacity. Details related to survey design and data collection are included in the following section.

## Analysis

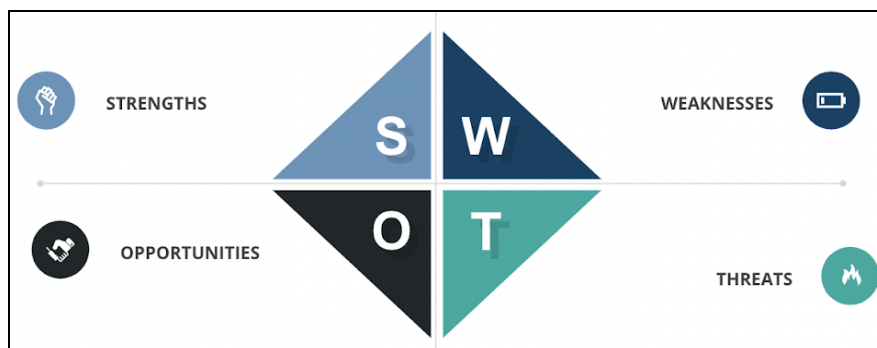
The purpose of data collection in this process was to help decision-makers in the Department understand both their current conditions and the causal factors contributing to these conditions. However, because the quantity of data collected over the course of this process was immense, it was critical for the consulting team to use an analytical framework that would yield an action-guiding synopsis of all that was learned. To this end, the consulting team developed a variant of the SWOT analysis.

A traditional SWOT analysis provides an inventory of an organization's **s**trengths and **w**eaknesses, as well as the **o**pportunities and **t**hreats it faces from forces and factors throughout its sector ecosystem. The consultants developed a variant of the SWOT with two modifications.

First, due to the wide range of complex factors this process has addressed, the consulting team found it is important for the analysis to be indexed to particular areas of concern. As noted above, the document is

structured around more than 20 "categories", including "community perceptions," "public outreach," and "data collection." The consulting team has therefore indexed the SWOT analysis on the basis of each category. So rather than one long list of strengths and weaknesses, there are shorter, more specific lists of strengths and weaknesses in each of the ~20 categories contained in the report.

Second, because this process was designed to yield recommendations for the Department, opportunities and threats (the "O" and "T" in "SWOT") are replaced with recommendations. The recommendations are intended as proposed means of addressing diagnosed opportunities and threats. In summary, the analytical framework used throughout the document is in the form of strengths, weaknesses, and recommendations indexed by category.



## Overview of the Process

The consulting team prepared to launch the project in November and December 2019, working with the Process Management Team (PMT) to confirm the phases of work and the specific steps to accomplish it. In January 2020, the consulting team

visited Navajo Nation, touring four police facilities, visiting adjacent facilities including correctional facilities, courts, Nation administrative offices, meeting residents at various community locations, and hosting a large community kick-off with law enforcement, education, social and human services partners<sup>2</sup>. The consulting team also convened the Core Team to develop a framework for the research and analysis to be completed in the organizational assessment.<sup>3</sup> At that time, the project plan was as follows, with a projected completion date of December 2020.

## The Strategic Planning Timeline

Jan	Feb - Apr	May - Jun	Jul - Sept	Oct - Dec
<ul style="list-style-type: none"> <li>• Process review, team introductions and orientation, logistics</li> <li>• Identify stakeholders and key informants</li> <li>• Mission, vision, values</li> </ul>	<ul style="list-style-type: none"> <li>• Social/public health drivers of harm analysis</li> <li>• Financial and operational analysis</li> <li>• Stakeholder engagement</li> <li>• Jurisdictional analysis</li> <li>• Organizational health analysis</li> </ul>	<ul style="list-style-type: none"> <li>• Develop SWOT</li> <li>• Share SWOT with leadership and community</li> <li>• Solicit input and comments</li> </ul>	<ul style="list-style-type: none"> <li>• Develop goals and strategy</li> <li>• Analyze costs and operational impacts</li> <li>• Create recommendations and share strategic plan with leadership</li> </ul>	<ul style="list-style-type: none"> <li>• Finalize and present strategic plan and associated reports</li> <li>• Prepare materials for Navajo Nation leaders and others</li> <li>• Launch implementation</li> </ul>

However, the emergence of COVID-19 in January 2020 forced a revision of the project timeline and plan. Ultimately, between February 2020 and February 2021, the consultants undertook the work of developing all of the analysis outlined above through the following methods:

- Research (best practices, model policies, other department models)
- Stakeholder engagement (surveys, focus groups, site visits, interviews, meetings)

<sup>2</sup> See [appendix](#) for meeting report.

<sup>3</sup> See [appendix](#) for meeting report.

- Analysis of Department equipment, materials, records, practices, policies and programs

Details on each of these sources is outlined below.

## Sources of Data

### Resident Survey

An organizational assessment and strategic planning process requires engagement with a wide range of stakeholders to understand their perspectives, concerns, hopes for the future, and insights into potential strategies. The intent of such a process is different from a pure research project. The statistical standards related to data resulting from stakeholder engagement are therefore also different. For example, while surveys are an important part of the stakeholder engagement process, project constraints often make it impossible to design, administer, and analyze data in ways that would be consistent with a pure research project. This is why there are multiple layers of redundancy built into stakeholder engagement. In addition to surveys, the consulting team also uses interviews, focus groups, and other methods of information gathering to ensure that findings and subsequent recommendations are based on well rounded and firmly grounded evidence. All this being said, the results of both the Navajo Nation Resident Survey (“Resident Survey”) and the Navajo Police Personnel Survey (“Police Survey”) furnish very robust data, as described below.

First, for the purposes of the Resident surveys, the consulting team sought to capture a sample that reflected the diversity of the Navajo Nation, including racial, ethnic, linguistic, gender, and age diversity. In order to measure the extent to which this effort succeeded, the consulting team collected demographic data on the survey to compare to publicly available datasets. The survey was successful in gathering data from every district of the Nation, and from a variety of age groups. However, the public sample was disproportionately female, perhaps reflecting a greater concern with issues of crime and public safety among women, or a cultural phenomenon related to participation rates in public processes.

In more detail, the Resident survey received 819 responses and was open between November 1, 2020, and February 28, 2021. Using a population estimate for residents of the Nation of 173,000, the 819 survey respondents yield a confidence level<sup>4</sup> of 95% with a confidence interval<sup>5</sup> of approximately 3.5 in the survey results. There are some important caveats. First, many of the survey questions are not simple “yes/no” questions, but Likert scales—scales measuring degrees of attitudes or frequency—multiple choice questions, and open response questions. This affects the

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<sup>4</sup> A confidence level is a percentage indicating the number of times you can repeat a survey (or experiment) and get the same results from your population.

<sup>5</sup> The confidence interval measures how much uncertainty there is in the statistic.



confidence level and interval for some responses. Second, to satisfy the rigorous statistical standards of a pure research project, it would be necessary to ensure that survey respondents were randomly selected. Efforts were taken to this end, but the results are likely mixed.

In particular, in order to ensure as diverse a sample as possible, the consulting team asked a variety of institutions to distribute the survey, including universities, public health and human services institutions, public utilities, and local media outlets, including radio and newspaper. Understanding that some residents of the Nation do not have access to the internet, the consulting team also asked residents to assist their neighbors and family members to complete the survey. However, the Resident survey was also distributed through public channels related to the police department, for example, through public listening sessions, and through police department social media. Self-selection among this demographic of survey respondents likely corresponds to strong views about police—either positive or negative. Because the survey was predominantly answered electronically, it was also inaccessible to a significant proportion of the population who are without internet or cellular access. This may indicate that survey respondents were more likely to have both higher income and educational attainment.

### **Police Department Personnel Survey**

The Police survey received 104 responses and was open between January 14, 2021 and March 1, 2021. Personnel from all 7 police districts responded, and response numbers by district are roughly proportional to the number of personnel in those districts. Respondents are predominantly newer to their districts, with 47.05% having been at their current district for 5 years or less. There is also an interesting polarization of respondents by total time working with the NPD: 37.25% of respondents have been with the department for 5 years or less, and 48.04% have been with the department for more than 15 years. These findings seem to correlate with the challenges related to retaining mid-career personnel. Survey respondents are also predominantly officers (53 or 51.46%), with civilian staff (approximately 20 or 20%), and sergeants (16 or 15.53%) rounding out the next two most significant categories.

### **Focus Groups and Interviews**

The consulting team utilized interviews and focus groups to collect qualitative data related to community member and partner experiences with law enforcement on the Nation, as well as potential opportunities for future improvements.

- Chapter Houses
- Community-based service providers in mental health substance abuse, and domestic violence
- Indian Health Services

- Highschool students
- LGBTQIA youth
- Police personnel, including sergeants, officers, lieutenants, dispatch
- Navajo Nation legislators
- Criminal justice representatives, including prosecutors, judges, court administrators, and corrections officers
- Public safety leaders from Navajo Nation, and state and county partners
- Navajo Nation business representatives

## Chapter 3: Overview of Themes and Context

The first phase of the long-range planning process for the Navajo Police Department involved a research process designed to answer the question “Where are we now?” This chapter provides an overview of themes and context relevant to the more detailed discussion that appears throughout the following Chapters.

### Historical Context and Current Issues

#### The Navajo Nation

The Navajo Nation is the largest of the 567 federally recognized Indian Nations in the United States. Spanning 27,000 square miles, the Nation is larger than 10 of the 50 US states, and is roughly the size of West Virginia. The Nation covers parts of the US states of Arizona, New Mexico, and Utah, and comprehends an amazing geographic diversity ranging from low-lying desert to the San Juan River valley to the Chuska Mountains. Many of the landmarks that have come to symbolize the “American West” in popular imagination are, in fact, features of the breathtaking natural landscape of the Nation and the history of the Diné.

As of 2010, the Navajo Nation has over 330,000 members, of which 173,667 live on the national territory.<sup>6</sup> Across their vast land, about 30 percent do not have access to reliable, clean drinking water and roughly 40 percent lack running water in their homes. Some people haul water more than 50 miles to replenish their cisterns. According to the Navajo Tribal Utility Authority, which provides electricity, water, gas and communication services to the Navajo Nation, about 15,000 residents do not have electricity.

Beginning in 1863, the United States government violently compelled the Diné to relocate from the area of Chinle to Bosque Redondo, or Hwéeldi, of the Pecos River Valley in what is now eastern New Mexico. This forced migration has come to be known as “The Long Walk,” and continues in modern times to inform the identity of the Diné.<sup>7</sup> The Governor of New Mexico Territory said at the time of the Long Walk that “[b]y the subjugation and colonization of the Navajo, we gain for civilization (*sic*) their whole country, which is much larger in extent than the state of Ohio, and, besides being the best pastoral region between the two oceans is said to abound in the precious as well as useful metals.” (Havens, 1995)

Hweeldi was hell. But the colonizers did not get their wish. Manuelito, Barbancito and other Navajo leaders created opportunities from the crisis and negotiated the Treaty of 1868. The Treaty enabled the people to move back to their land, smaller in scale

<sup>6</sup> In the months since the research phase of the report was complete, the enrolled population of the Navajo Nation has been revised upward, and is now calculated at 399,494 Navajo Nation members.

<sup>7</sup> See, for example, John Burnett (2005).

than the territory they left but protected by the four Sacred Peaks, to enjoy a comparatively broad degree of sovereignty (as compared with other Native peoples) over their affairs.

## The Navajo Government

The structure of the government of the Navajo Nation is set forth in Diné Fundamental Law, which calls for “A government structure consisting of Hozhooji Nahat'a (Executive Branch), Naat'aji Nahat'a (Legislative Branch), Hashkeeji Nahata (Judicial Branch), and the Naayee'ji Nahat'a (National Security Branch).” The resulting structure is a tripartite representative republican government with legislative, executive, and judicial branches.<sup>8</sup>

The President and the Vice President are elected at large by Navajo citizens. They lead the executive branch and oversee 19 departments and divisions that provide services to the Nation’s citizens. The President and Vice President are the head of state for government-to-government relations and consultation. The Navajo Nation Council, a unicameral body of 24 council members, composes the legislative branch. Members of the Council elect a speaker, who leads the lawmaking body. The current Speaker of the Council is Seth Damon.

The Judicial Branch is a two-level or tier court system comprising the Navajo Nation Supreme Court and district trial courts. The Navajo Nation Supreme Court is the highest judicial body of the Navajo Nation, and is currently presided over by Chief Justice JoAnn Jayne. The Attorney General is Doreen Nanibaa McPaul.

To understand the challenges of meeting the public safety needs of the Nation, it is important to understand the complex relationship between layers of governance. This involves the interplay between the federal governance, under the auspices of the Bureau of Indian Affairs, state and county governance of Arizona, New Mexico, and Utah, as well as the sovereign governance of the Nation and its municipalities.

Beginning In the 19th century, the Bureau of Indian Affairs (BIA) divided the Navajo Nation into five agencies: Western, Eastern, Fort Defiance, Chinle, and Shiprock. The BIA also has a Navajo Region Office in Gallup, New Mexico. Each of the Navajo agencies is divided into Chapters, which make up the smallest units of local, municipal government in the Nation. The system was established in 1922—by John G. Hunter, Superintendent of the Leupp Agency—in an effort to bolster Navajo self-determination and local governance. By 1933, more than 100 Chapters operated across the territory. Today there are 110.

Historically, Chapters served as liaisons between local communities and the Navajo Council. They also served as precincts for the elections of tribal council delegates. But

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<sup>8</sup> Note that Naayee'ji Nahat'a (the national security branch) is subsumed under the executive branch of government.

the Chapters had no official authority within the structure of the Navajo Nation government until 1998, when the Navajo Tribal Council passed the "Local Governance Act," expanding the role of the existing 110 Chapters. The Act authorized Chapters to make decisions over local matters, as long as they were consistent with existing Navajo law, including customs and traditions.

## The Division of Public Safety

The Division of Public Safety, led by Jesse Delmar, includes the police, fire, emergency medical, internal affairs, corrections, criminal investigations and emergency management departments.

## The Navajo Police Department

For nearly 100 years, until the late 1950's, the US Bureau of Indian Affairs controlled policing in the Navajo Nation, although the Diné paid for policing. In 1958, the state of Arizona moved to unilaterally implement Public Law 280 which authorized states to usurp judicial and policing powers in Indian Country. Quick action by the then-Chairman, Paul Jones, and his administration, prevented the move. To discourage any further attempted colonial inroads on Diné sovereignty, and to address alcohol-related problems, the Council fought for and won Diné control of the Navajo police from the Bureau of Indian Affairs (BIA). In this same period, the Nation won from the BIA control over its court system.

The Navajo Police Department (NPD) provides law enforcement and public safety services for the entire Navajo Nation, twenty-four hours a day, seven days a week, three-hundred and sixty-five days a year. They have jurisdiction in all Navajo territory with the exception of the autonomous Ramah Navajo area east and southeast of The Zuni Reservation. In addition to patrol duties, NPD has a training/recruitment division. It offers mandatory training in K-9, drug enforcement, gangs, Sex Offender Registry Notification Act (SORNA), recruitment, dispatch services, and information management services.

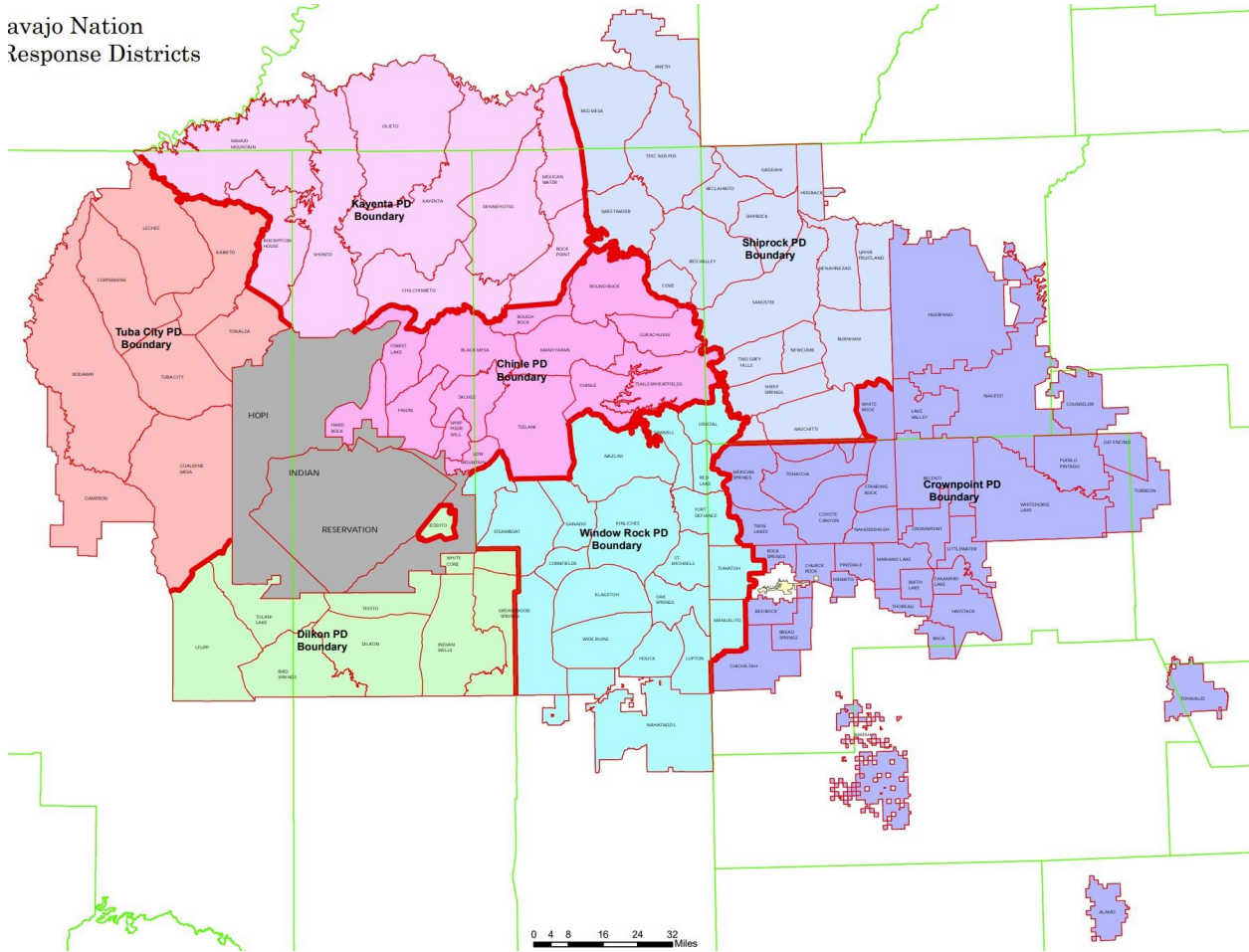
## The Seven Police Districts

There are seven police Districts in Navajo Nation: Window Rock situated in the central southern portion of the Nation; Dilkon in the southwest; Tuba City directly to the west; Kayenta in the northwest; Shiprock in the northeast; Crownpoint in the east; and Chinle in the middle of the Nation. Each district is led by a captain. The seven districts are aggregated into three Area Command units: West, Central, and East. The Navajo Police Department maintains a headquarters division in the capital city of Window Rock. See map below<sup>9</sup>.

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<sup>9</sup> Courtesy of Wikimedia.

Navajo Nation  
Response Districts



**Window Rock**

The Window Rock district is along the state border straddling Arizona and New Mexico, and has 5 major business centers, over 12 chapter communities, and over 2 dozen NHA neighborhoods. Respondents to the police survey based in Window Rock describe their district as “busy” with a “supportive work environment,” good “camaraderie,” and “dedicated” personnel. Some respondents also highlight concerns related to being “short staffed,” working with “out-dated equipment,” and “limited standardization.”

**Shiprock**

Shiprock is situated near the Four Corners area, and is characterized by desert terrain and the large peak that is its namesake. When asked to describe the district, respondents noted that it is a “good place to work” because of the “close community” and “family atmosphere”. Most notably, respondents stated that it was a “busy” district with multiple “high-call areas”. Call response in this area is coordinated with the patrol officers and sergeants working across three states—New Mexico, Utah, and Arizona. Shiprock is under an hour from Farmington, NM, the largest city on the board of the Nation.

## **Crownpoint**

Crownpoint is located on the southeast edge of the Nation. There were varied descriptions of the district in the survey with two respondents referencing Crownpoint as “friendly and welcoming” and characterizing it as a “good district”. Other respondents noted a lack of staffing, sometimes due to the pandemic: “lack of officers, personnel dealing with pandemic”. Staffing might also be attributed to distance between service calls as another survey taker stated “wide open, long distance between places” and yet another saying “large geographic area...too many areas to cover and very limited manpower.” Crownpoint is distinguished among police districts for including a vast checkerboard of territory extending beyond the contiguous boundaries of the Nation. These areas include Alamo, Cañoncito/Tó' Hajiileeheé.

## **Chinle**

The Chinle district is located in central Navajo and is in northwestern Arizona. The district is known for the striking Canyon de Chelly. Chinle is one of the cultural and historic centers of the Nation and is the only police district that does not include a border with one of the three states the Nation overlaps.

Survey takers overwhelmingly describe Chinle as “family friendly” and “family oriented”. Because of its proximity to Window Rock, Kayenta, Dilkon, and Shiprock, officers sometimes assist these districts with service calls closer to Chinle.

## **Tuba City**

Tuba City lies near the Western edge of the Nation and is one of its larger cities. Survey respondents and interviewees noted that Tuba City’s distance from Window Rock, the administrative center of the Nation, makes it feel “remote” from an operational perspective from NPD central command.

## **Kayenta**

Kayenta is on the Northwest edge of the Nation and is home to Monument Valley, one of the most recognizable landmarks in film representations of the American West. Kayenta Township is distinguished by its form of local government. It is the only municipal-style government on the Nation, with a popularly elected town board and a hired town manager. Like Tuba City, Kayenta is rather remote from central command both in terms of geographic distance and in terms of organizational culture.

## **Dilkon**

Dilkon lies on the Southwest edge of the Nation and is by and large a very small district with some remote and hard to access regions, including areas of the Nation that are like islands within the bordering Hopi Nation. Dilkon is distinguished among police districts for being home to the Twin Arrows Casino and the Twin Arrows station house. The casino is a tourist destination, easily accessible from Flagstaff.



## Drivers of Public Safety Demand

Crime trends and demands on the police can only be understood properly in the context of history. For the purposes of the Report, the history that matters most starts with the colonial oppression by the US that began in 1846. Imperial Spain and Mexico had coveted the Diné homeland prior to this period. But neither colonizer descended with the violence and persistent avarice of Anglo-America.

Today, gender violence, alcohol and drug abuse, inadequate housing, needs of the mentally ill, availability of firearms, drive demand for police services. Residents interviewed in 2020 reported what they saw as increases in suicides, substance use, and domestic violence attributable to the disruption of the COVID-19 pandemic.

The consultants witnessed both the significant negative effects of US colonialism on the Nation and the enduring strength and resilience of the Navajo and drew the following conclusions. First, the systematic, catastrophic disruption of Navajo society results in economic underdevelopment, poverty, racism, gender violence, alcohol and drug abuse, inadequate housing, and healthcare to the catastrophic disruption of Navajo society that began in the 19th century. Second, despite that onslaught, Navajo Nation lives today because of a national characteristic: innovative leadership using planning and thinking to make and maintain a viable future.

The effects of colonialism are still experienced as drivers of critical problems in the Navajo Nation. Today, gender violence, alcohol and drug abuse, inadequate housing, needs of the mentally ill, availability of firearms, drive demand on the police. Enforced economic underdevelopment and endemic poverty continue as legacies of first Spanish then American efforts to make Navajo a colony. Even as the Nation strives to thrive in the 21st century, the trauma from the destruction wrought in the 1860's is still a part of Navajo life. In addition to limited resources, Navajo people are some of the most vulnerable in the country to the coronavirus, with high rates of heart disease, cancer and diabetes.

Finally, despite the cascade of assaults over six centuries and especially since the mid-19th century, the Diné emotional and spiritual oneness with the land, the Nation it supports and their clans, kin and neighbors are strong. The Nation is an emotional and spiritual state of being as well as a physical fact. The profound, emotionally binding forces of K'é thrive today. This is the spirit the consulting team sees as the key to the success of everything offered in this Report.

## COVID-19

An April 9, 2020 article in The New York Times focused on the role of the police as guardians in the effort to stem infections and deaths in Navajo. The article described “the 200-strong police force now charged with enforcing the curfew every night in towns and along lonely stretches of road that connect far-flung homesteads and sheep ranches.

“We have to get the situation under control,” Officer Chad Yazzie said, between chasing down curfew violators, writing citations and telling motorists over a loudspeaker to “just go home” where it was safe. “If we don’t do this,” he said, “it’s our own families at risk.”

COVID-19 has been a historic test for the Navajo Police Department as it has been for every Diné institution and individual. In working extended shifts in 2020-2021 the members of the NPD provided a historic defense of the Diné. Their willingness to put themselves in harm’s way between COVID-19 and the people was as real as the willingness of warrior societies of the past who fended off Spanish, Mexican and US soldiers. They demonstrated a deep emotional connection between police and community.

The police were not alone in this commitment. Thousands of people, in emergency response, healthcare, relief work and in private life have stepped up in a way emblematic of the Diné tradition and culture.

The pandemic also presented some special challenges related to the organizational assessment. In particular, in order to ensure the stakeholder engagement process successfully engages members of all communities, it is vital for consultants to go where the people they hope to engage gather. In normal circumstances, this would mean attending Chapter House meetings, informal gatherings, spending time at weekend markets, and other opportunities to meet people where they gather. None of this was possible over the last year. Instead, the consulting team had to rely primarily on virtual engagement methods, and limited on-site meetings in controlled environments with social distancing. In addition this, with much of the Nation shut, it became impossible to distribute the survey through mechanisms that in normal circumstances likely would have been rather successful. Knowing that many residents of the Nation do not have internet or cellular service, the consulting team with the support of NPD personnel and representatives from Chapter Houses and health services, had planned to make paper versions of the survey available. However, many of the venues in which the survey would have been distributed were closed (in the case of Chapter Houses) or open only for emergency and COVID-related purposes (in the case of health services).

## What We Are Not Recommending

As important as what appears in this report is what does **not** appear. Specifically, it is common for residents (via Chapter Houses or through the Council) to request development of police substations. This is an understandable request given that the primary concern most residents have is the length of time required for police responses to calls for service.

However, the creation of new substations is **not** a recommended solution to these concerns because *staffing shortages* are the primary limiting factor on improving response times. Officers are currently deployed from multiple locations around their Districts to alleviate this challenge and the creation of new bricks-and-mortar stations would not likely improve responses, while also creating additional staffing demands for managing new buildings.

In addition to improving response times, some residents believe that the creation of substations would create closer connections between residents and “their” officers, building relationships over time based on the assignment of the same officers to the same areas. This report addresses the interest in building police-community relationships in other ways, for the same reasons. Additional facilities will create new (and unnecessary) staffing demands, which are unlikely to be met, and will require diluting staffing at the main District stations—already under pressure to meet minimum staffing requirements. Further, the cost of building and maintaining new stations will detract from the Department’s ability to cover the costs of much more strategic investments and ultimately tear against the achievement of the very goals prompting the requests.

## Chapter 4: Major Findings and Recommendations

The research process was designed to answer the question “Where are we now?” This chapter provides the main building blocks for an answer to this question in the form of central findings from the research process and recommendations related to these findings. Subsequent Chapters elaborate upon the major findings of this chapter and present further recommendations.

This chapter is organized into four sections. Section 1 describes current organizational conditions within the NPD and describes its strengths and challenges. Section 2 describes community perceptions of police as well as community concerns related to public safety. Section 3 presents the central policing strategy recommended by the consulting team. The consulting team believes, on the basis of the extensive stakeholder engagement described in the preceding chapter and a review of relevant literature, the strategy presented in section 3 will best meet the needs of communities across the Navajo Nation. Section 4 provides an analysis of staffing levels for the Department and provides recommendations for future staffing based on current and projected demand.

### Section 1: Current Organization Conditions

There are challenges across all layers of the NPD organizational hierarchy, and corresponding opportunities for improvement. To best understand the states of affairs prevailing within the department, consider the following description of the roles for sworn personnel:

- The role of *officers* should be that of *direct service providers*, engaging with community members in both a reactive capacity when responding to a call for service, and in a proactive capacity when building community relationships,<sup>10</sup> and restoring harmony in the wake of public safety disruptions.
- The role of *sergeants* should be that of *tactical managers*, organizing, monitoring, and supporting the work of officers.
- The role of *lieutenants* should be that of *effective and efficient communicators*. Communication should be in two directions. On the one hand, lieutenants must relay commands and high level priorities from captains, the deputy Chief, and the Chief to sergeants and officers. On the other hand, lieutenants must relay findings and local community-level trends and priorities collected from sergeants and officers to captains, the deputy Chief, and the Chief.

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<sup>10</sup> See, for example, David Muhlhausen (2018).

- The role of *captains* should be that of *strategic managers*, translating the high-level direction from the deputy Chief and Chief into plans that accommodate the local “flavor” of their area and district.

**Table 1. Number of personnel per level as of October 2020**

<b>Position</b>	<b>Filled</b>	<b>Vacant</b>
<b>Chief of Police</b>	1	0
<b>Deputy Chief</b>	1	0
<b>Police Sergeant</b>	33	6
<b>Police Lieutenant</b>	4	4
<b>Police Officer</b>	135	17
<b>PSTO (Dispatcher)</b>	34	13
<b>Support Staff</b>	48	10
<b>Police Recruit</b>	8	43
<b>Total</b>	<b>264</b>	<b>93</b>

Given this framework, each level in the organizational hierarchy can be assessed on the basis of strengths and weaknesses related to the role prescribed for that level. Please note, especially in the case of weaknesses, that the analysis is not intended in any way as an indictment of any particular individual member of the NPD team. Rather, the analysis is intended to be an honest assessment of what is working well and will also acknowledge the cumulative effects of chronic underfunding, understaffing, and the decades the department spent without an executive leader.

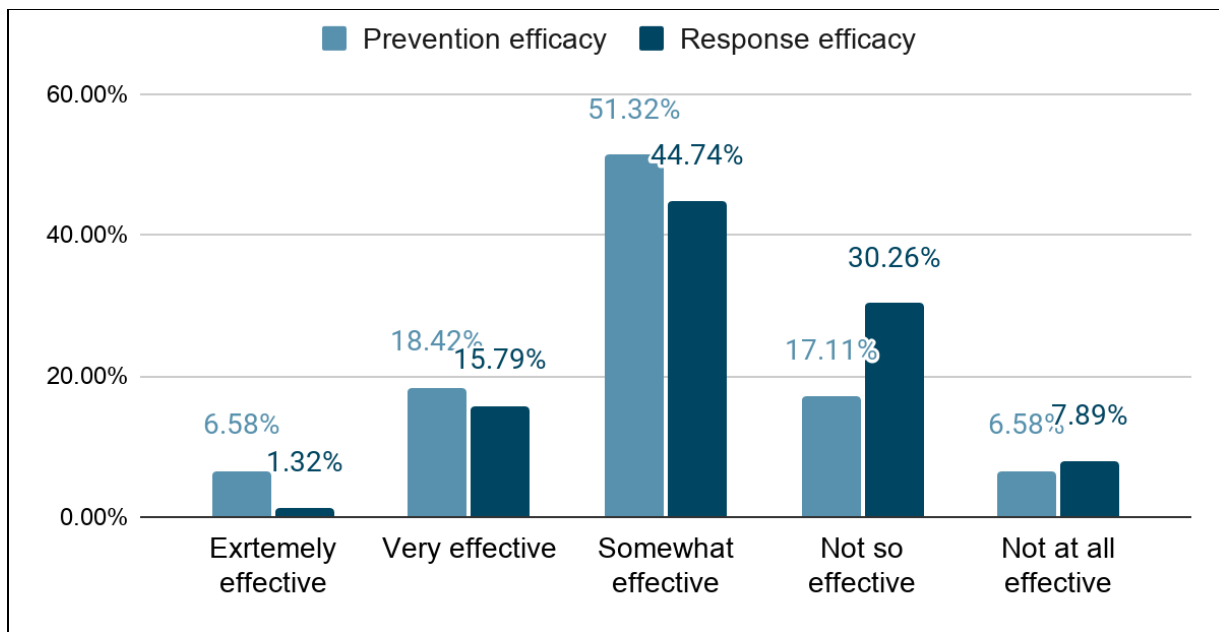
## Officers

There are some truly noteworthy strengths among NPD officers. Foremost among them is the view held by many officers that their role is restoring harmony to their communities. This is not only unusual among police officers across the United States, but anticipates a growing trend according to which the role of police is to be proactive advocates for the overall well being of their communities. Cultural responsiveness is also a significant strength of officers. This strength may not be uniformly distributed across all officers, but is evident to a much greater degree than in most departments. For example, over half of respondents to the police survey believe that officers are very or extremely respectful of the culture, traditions, and beliefs of the communities they serve, about one third of respondents believe officers are somewhat respectful, and only 13% believe officers are only a little or not at all respectful. This is likely

related in part to the training officers receive, and in part to the fact that many officers are policing the same communities in which they grew up.

There are also weaknesses related to reactive capacity arising from staffing numbers. The challenges related to staffing are well recognized by the department (83.95% of respondents to the Police survey believe there are not enough officers to respond to community needs), and by many community members. These challenges are most clearly visible in the long response times. There are also weaknesses in the proactive capacity arising partly from the same issues with staffing numbers, and also, potentially, in failing to establish proactive community collaboration as a priority. Chart 1 offers a departmental self-evaluation of efficacy in both the reactive (response) and proactive (prevention) domains.

**Chart 1. Comparison: Police perceptions of Department proactive and reactive efficacy (n=81)**



Survey data in the chart are consistent with the consulting team's findings from interviews and focus groups with NPD personnel and with community members. It is important to note, however, that the consulting team has witnessed first hand recent, robust, and effective attempts to improve proactive policing (prevention) through community engagement sessions. It is also important to observe the significance of the impact from COVID. In the words of one survey respondent, "Before the pandemic [community relationships] were improving, due to officers attending regular chapter meetings, and patrolling schools. As of late, it is a little bit harder to reach out to any of these communities due to the fear of Coronavirus."

## Sergeants

The characteristics that make an individual a great patrol officer, and therefore a prospect for promotion to sergeant, are not the same characteristics that make a good sergeant. Good sergeants must be good managers, and the challenges of management for sergeants are compounded by the fact that they often have to manage people who were recently their peers. All departments struggle to support personnel as they transition from officers to sergeants and the NPD is no exception. While sergeants' personnel management skills may be an area for improvement, the consulting team did identify a significant area of strength. At least some NPD sergeants see their role as including mentoring for younger officers. This may be related to a widespread mindset among NPD personnel according to which it is one's responsibility to "pass on what has been given" and to "leave [one's] position better than you found it."<sup>11</sup> In the opinion of the consulting team, many of the NPD's sergeants have the right mindset and attitude towards supervision and management. They would benefit, however, from management training to develop the skills and competencies required to connect mindsets to management practices.

## Lieutenants

Officers and sergeants have indicated concern about the efficacy of communication from lieutenants. In particular, the consulting team heard in focus groups with sergeants and officers that "communication is the number one area for improvement." When asked to be more specific, focus group participants noted challenges with communication from the wider department. While important policies, practices, and priorities may be set by department leadership and then communicated to districts, the messaging seems often to get "stuck" at lieutenant level. The effect of this may be significant. One of the aims of this research process has included looking for opportunities to further establish unity and cohesion across the entire department, and subsequently provide better and more consistent public safety functions across the Nation. In order to achieve this, every member of the NPD, sworn and civilian, from new patrol officer to Chief, needs to be on the same page concerning department public safety priorities and modes of service delivery. This cannot be accomplished if lieutenants are not excellent communicators.

In the case of lieutenants, excellent communication is not simply a matter of making information available. It is about curating information content and providing actionable synopses of department directives. This, in turn, puts sergeants in a position to quickly mobilize patrol units to implement these directives on their patrol assignments.

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<sup>11</sup> From sergeant's focus groups.



## Captains

In most industries, mid and senior managers have enormous influence over organizational culture, and the success or failure of organizational change efforts.<sup>12</sup> Findings from a 2014 study across a variety of industries demonstrated that a hallmark of successful change initiatives “was the involvement of mid-level managers two or more levels below the CEO [where] mid-level managers weren’t merely managing incremental change; they were leading it by working levers of power up, across, and down in their organizations.” (Tabrizi, 2014) In police departments this role is played by captains. Captains have typically been long term members of their department and have risen through the ranks by leveraging their ability to marshal and influence the support of other personnel. Given the role often played by captains, they have a great deal of power either to frustrate change efforts and maintain the status quo, or embrace change and act as champions for a vision for the future.

The effects of the aforementioned dynamics may be more true of captains in the NPD than of captains in other departments for several reasons. First, the geographic separation of central command in Window Rock and the area and district commands together with challenges related to communications infrastructure effectively turn districts into remote outposts. This, in turn, locates a great deal of power and influence at the area and district level with captains. Second, given the long history, prior to the arrival of Chief Francisco, of a leaderless department, captains, either formally or informally, played the role of department leader. Third, in recognition of a need for some new perspectives on department leadership, Public Safety Director Delmar intentionally sought external candidates for the Chief of the Navajo Police. Chief Francisco, therefore, came to the department as an “outside” leader while all of the captains serving at the time had long histories with the NPD. These factors together have the potential to create powerful obstacles to change within the department.

It is critical to note that Chief Francisco and Deputy Chief Noon have been well aware of these dynamics and over the last several years have developed and promoted excellent captains. Despite the fact that the current captains are deeply and effectively aligned with the Chief and the Deputy Chief, the legacy and potential challenges related to aligned leadership at the captain level remain at the level of organizational culture.

## Navajo Police Department Organizational Culture

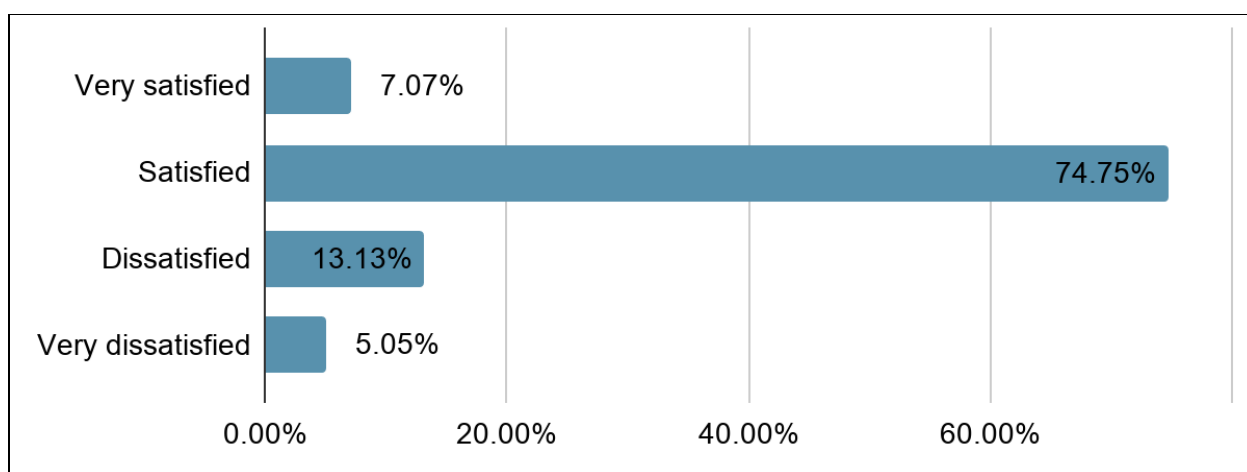
The preceding topic area discussed the importance of captains in organizational culture. In this topic area, the consulting team will describe some more general findings relating to organizational culture. The first, presented in chart 2, is personnel perceptions of overall satisfaction with the department as a place to work.

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<sup>12</sup> See, for example, Caterina Valentino (2004).

It is difficult to provide a benchmark against which to usefully measure overall job satisfaction with the Navajo Police Department. One potential approximate benchmarking method involves the following. First, answer choices for the overall job satisfaction question in the Police survey were available on a 4-point scale from *very dissatisfied* to *very satisfied*. Assigning a numerical value to each point on the scale (1=very dissatisfied...4=very satisfied) and taking the average gives an overall score of 2.16 out of 4.00. From this overall job satisfaction score can be calculated  $(2.16/4.00) = 54\%$ . Second, in a 2016 study<sup>13</sup> of job satisfaction among police personnel, researchers asked a range of questions correlated with job satisfaction and tallied a score. They found a “score of 129.85 out of the maximum possible score of 216.”

**Chart 2. Overall satisfaction with the Department as a place to work (n=99)**



The results of this study show an overall job satisfaction score of 60%. Using this as a benchmark, the NPD personnel job satisfaction, as measured by the police survey, is somewhat low.

There are a number of ways the department can improve job satisfaction among police personnel by focusing on department culture. Importantly, a great organizational culture for a police department will do two things at once: create a better work environment for police personnel and promote excellence in public safety outcomes. It is the view of the consulting team that there are several important leading indicators of excellent culture in the context of public safety agencies.<sup>14</sup> They include the following:

- **Clarity of expectations:** knowing what is required in one’s role is a precondition for performing well in that role. In a high performing department,

<sup>13</sup>See Lokecsh et al. (2016).

<sup>14</sup> See, for example, Schaefer et al. (2015).

everyone knows exactly what their role is, how to perform well in that role, and how their role relates to public safety.

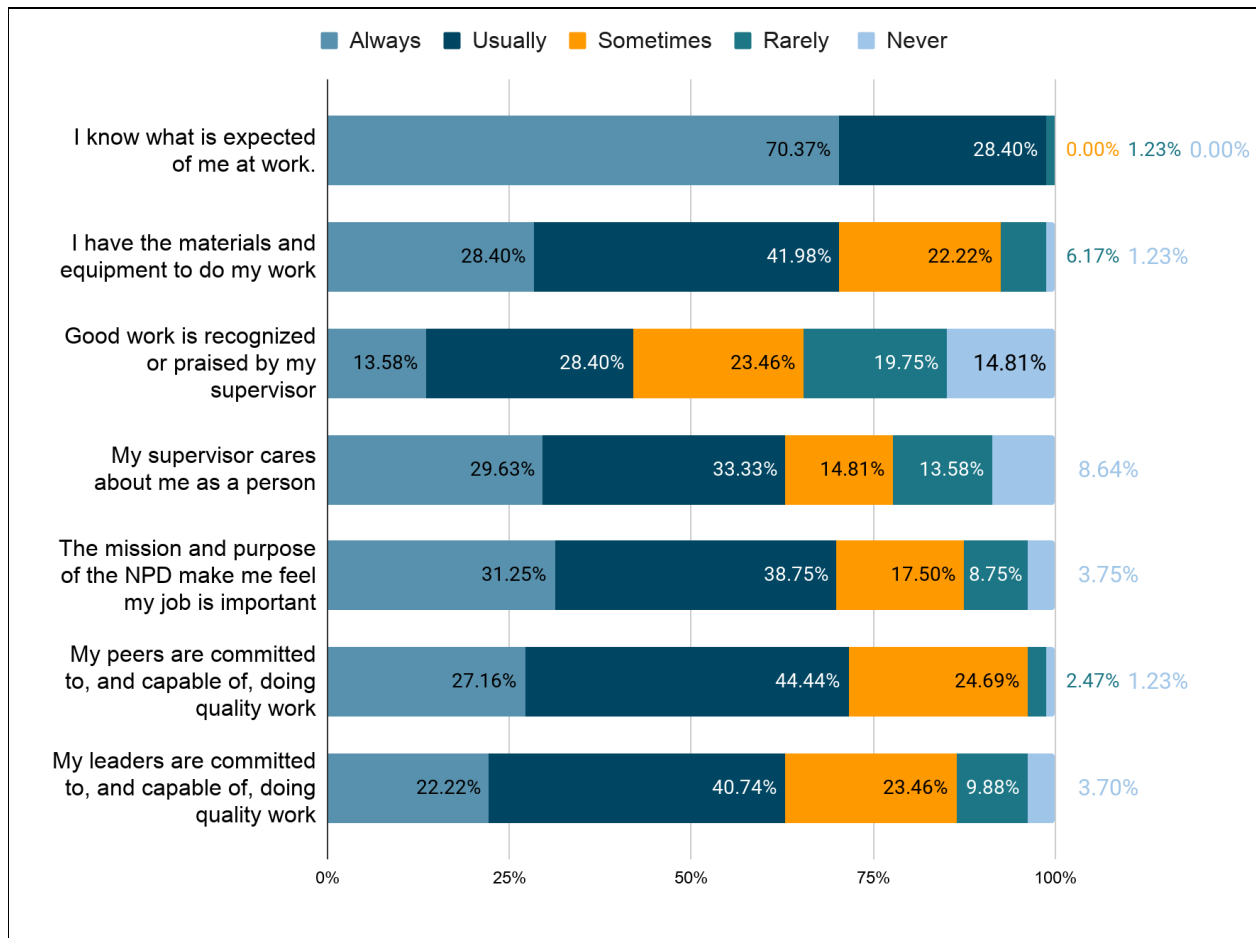
- **Adequate tools and resources:** having the proper tools, resources, and knowledge are preconditions for generating the best outcomes in any field. You can't build a durable skyscraper with cardboard or design a functioning microchip with a hammer. Likewise, you can't be an effective patrol officer without a functioning vehicle and high quality communication, and you can't be an effective sergeant without good management skills.
- **Positive reinforcement:** it is a basic tenet of behavioral psychology that desired behavior should be rewarded and unwanted behavior should be punished. It turns out, however, that rewarding desired behavior is far more motivating and effective for employees than the prospects of punishment.<sup>15</sup>
- **Strong relationships with team members:** organizations are groups of people, and in all groups of people, members will try to determine (consciously or subconsciously) who is friend and who is foe. Without intentional focus on cultivating relationships, group members will devote their valuable cognitive and emotional resources to answering this question rather than focusing on group performance and excellent public safety outcomes.
- **Alignment around mission:** in order for any organization to deliver excellent results, all members of that organization should understand and be motivated by the purpose of their work.
- **Capable peers:** organizations are teams, and functional teams require that teammates be able to depend on one another.
- **Capable leaders:** in order to be effective, leaders need to both minimize perceived threat showing their staff that they care about them, and they also have to have the expertise and willingness to make and then implement difficult decisions.

As chart 3 shows, clarity of expectations is a significant strength with more than 70% of respondents reporting that they always know what is expected of them. The presence of positive reinforcement, on the other hand, is a significant weakness, with 34.56% of respondents reporting that good work is rarely or never recognized and praised by their supervisor. Other indicators show reasonably good performance with respect to gestures of organizational culture. Perceptions on the part of survey respondents concerning the commitment and capability of their leaders may require some additional investigation.

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<sup>15</sup> See, for example, Tali Sharot (2017).

**Chart 3. Department results on leading indicators of a high performing culture (n=81)**



As the graph shows, clarity of expectations is a significant strength with more than 70% of respondents reporting that they always know what is expected of them. The presence of positive reinforcement, on the other hand, is a significant weakness, with 34.56% of respondents reporting that good work is rarely or never recognized and praised by their supervisor. Other indicators show reasonably good performance with respect to gestures of organizational culture. Perceptions on the part of survey respondents concerning the commitment and capability of their leaders may require some additional investigation.

### Recommendations

The consulting team recommendations relative to these findings are to focus on targeted training for each layer of the organizational hierarchy. The training recommendations are given in more detail in chapter 5, section 4 in the discussion of post-promotional education. Specifically, training should equip managers and leaders to engage their personnel at their highest and best level of performance.

## Section 2: Community Perceptions

The following observations are the result of analysis of extensive engagement with members of the Navajo Nation through interviews, focus groups, surveys, participation in Town Hall style meetings, and review of listening sessions.



Community perceptions may be divided into the “optimistic” and “pessimistic” categories. The optimistic perception is that the NPD cares deeply about the well-being of Navajo communities, and works hard to serve in the face of overwhelming obstacles. According to community members with an optimistic perception, if the department were better resourced, it could capably meet community needs and fulfill its obligation to promote and protect the “growth of the spiritual, emotional, physical and mental well-being of the Navajo Nation.” The pessimistic view is that the challenges faced by the NPD are the result of willful incompetence on the part of officers and other personnel, failures to recruit and train high quality candidates, and a long history of mismanagement on the part of leadership. While this is not a perception that any organization hopes to be subject to, it is vital to honestly acknowledge that it is there in order to take steps to change it.

It is very telling, in the view of the consulting team, that the closer a community member is to the actual operations of the NPD, the more likely they are to have an optimistic view. Representatives from municipal and National government, social service agencies, public safety and criminal justice partners, and others with a greater awareness of NPD operations are far more likely to adopt an optimistic view. From the perspective of the consulting team, this is indicative of some important trends. First, while the NPD faces real and significant challenges, some of the pessimism may be quickly defused by greater emphasis on community engagement and communication. If those with greater insight into NPD operations tend to have a more optimistic view of the NPD and its future prospects, it stands to reason that increasing the proportion of residents of the Nation with insight into the NPD will increase the proportion of residents with an optimistic outlook. In the months since the beginning of this process great strides have already been made on behalf of this objective. Captain Redhorse and other leaders of the NPD have been actively engaging with community members and business leaders across the Nation in order to both hear their concerns and communicate about the department’s efforts. Many of the consulting team’s recommendations related to improving community perceptions will build on and suggest refinements to work that is already underway.

The following topics detail community perceptions of the NPD, and offer comparisons between community perceptions of NPD efficacy and the NPD's perceptions of its own efficacy. Community perceptions of the value of services relative to community investment, and the state of public outreach, education, and media relations are also described below.

## Perceptions of Community Issues

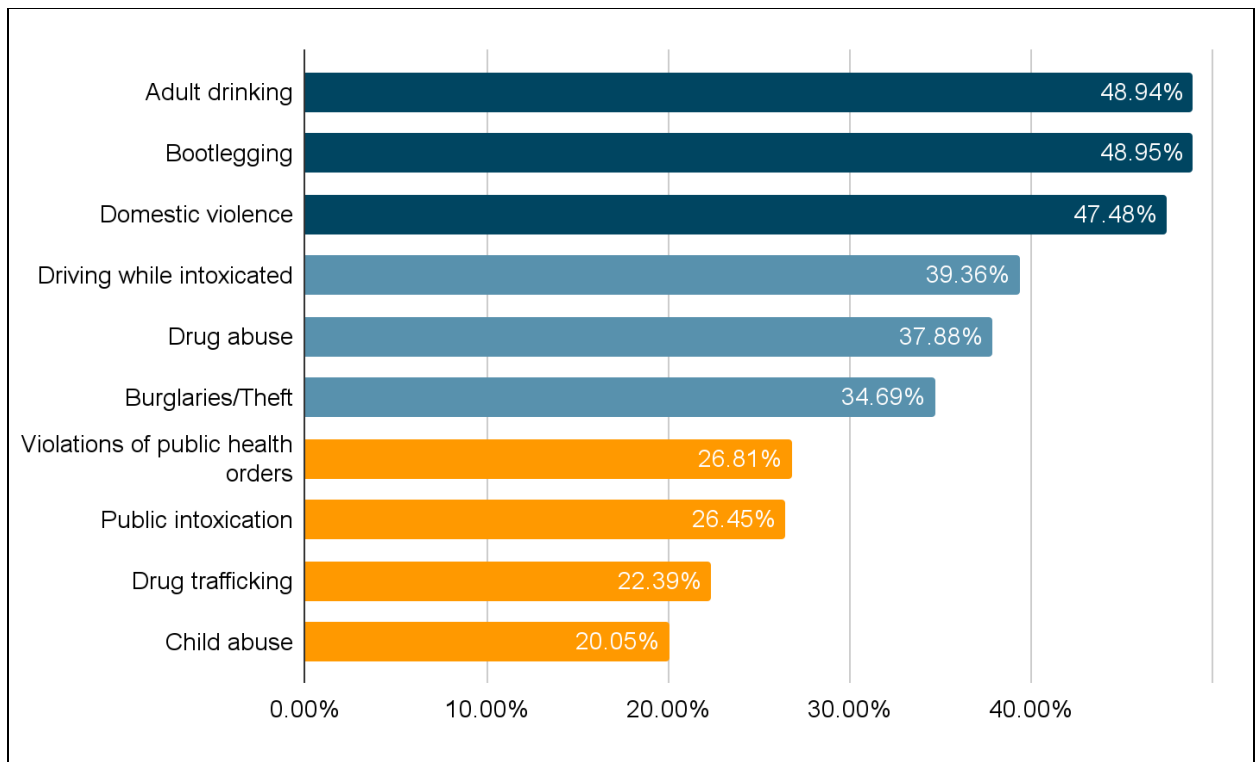
The main premise of community oriented policing is that public safety priorities and the strategies for addressing them should be identified through close collaboration between communities and their police departments. In addition to investigating the extent to which the structures for community oriented policing are in place, the consulting team also examined the extent to which police perceptions of the most significant issues facing communities mirror community perceptions about the most significant issues. Charts 4 and 5 show the 10 issues identified in the Navajo resident survey and the police survey as being most significant.

Chart 4 shows that domestic violence and alcohol related crimes<sup>16</sup> are viewed by respondents to the Navajo resident survey as being the most significant issues faced by communities. This is consistent with the consulting team's findings from focus groups and interviews with Navajo resident stakeholder groups. Chart 5 shows that police perceptions of community issues mirror quite closely the issues identified by community members. Domestic violence and alcohol related crimes are among the most commonly cited high-priority areas.

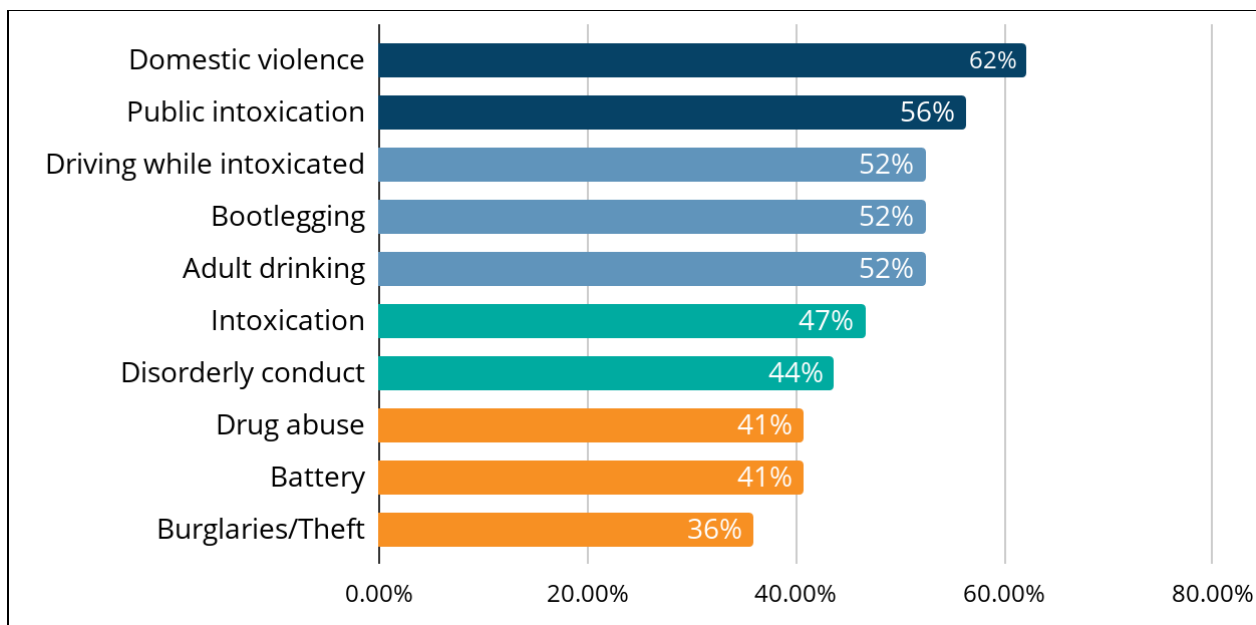
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<sup>16</sup> It is important to note that domestic violence is considered an "alcohol related crime" by many Navajo residents. More detail on this issue is provided in subsequent sections, in particular the section discussing public health drivers of harm and law public safety demand.

**Chart 4. Community perceptions of the most significant community issues (n=861)**



**Chart 5. Police perceptions of the most significant community issues (n=81)**





## Direct Service Recipient Satisfaction

To assess satisfaction with NPD services, the consulting team examined two areas. First, misconduct complaints, and second, analysis of stakeholder views focused on stakeholders who had engaged with the NPD in the past 12 months.

### Misconduct Complaints

A review of police records indicate that written complaints about police misconduct, such as use of abusive language and/or physical force, are less of an issue in Navajo than they are in most US communities<sup>17</sup>. Fewer than 10 written misconduct complaints per year were found to be reported to the Department's human resources office.<sup>18</sup> Likewise, the Department terminates annually only a very small number of officers.

The typical complaint about NPD concerns response times in one way or another. That comes out very plainly in the outcomes from the Community Survey conducted for this study, and from visits to Chapter Houses. However, as the NPD continues to professionalize its operations and administration, it is worth noting how patterns of behavior among a small minority of police personnel can result in police misconduct. The research is conclusive that the vast majority of citizen complaints and lawsuits filed against any law enforcement agency are generated by a small number of repeat offender personnel. One study examined citizen complaints across 165 law enforcement agencies in the state of Washington, finding that about 5% of the officers in these agencies were responsible for all of the sustained citizen complaints. Another study examined 15-years of citizens' complaint and internal misconduct data within one urban police department in the state of New York. It found that about 6% of the officers employed by the department over those 15 years accounted for almost all of the internal and external allegations of misconduct.

A compilation of study findings by North Carolina-based Dolan Consulting reports, "A third study examined more than 5,500 citizen complaints against officers in eight police departments from mid-sized cities. This study found that only around 5% of the officers had received more than one sustained citizen complaint, with this small group of officers accounting for more than 100 excessive force allegations, 200+ discourtesy allegations, and numerous other misconduct complaints. All of these studies found that while some officers receive only one sustained complaint or lawsuit during their careers, the vast majority of these problem officers accumulated 3 or more sustained citizen complaints.

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<sup>17</sup> The national averages are 6.6 complaints annually per 100 officers, compared to NPD's 4.5 per 100 (Hickman, 2006).

<sup>18</sup> Misconduct complaints are also reported to Internal Affairs. The consulting team has learned, anecdotally, that somewhere around 65 misconduct complaints are reported annually to IA, but the consulting team has not reviewed those complaints or been able to establish communication with IA.

## Stakeholders Engaged with the NPD in the Last 12 Months

291 Survey respondents reported having been a victim of a crime within the last year. 255 of these respondents indicated that they had reported the crime to the NPD. This gives us a relatively small pool of survey respondents that have had direct, first-hand experience with services provided by the NPD. Respondents may be referred to as “direct service recipients.” Direct service recipients are in a unique position to report on overall satisfaction with services provided by the NPD. Whereas the entire resident population is in a position to discuss perceptions of NPD efficacy and their hopes for the NPD role in communities, only direct service recipients are in a position to evaluate the NPD regarding their conduct when providing law enforcement services.

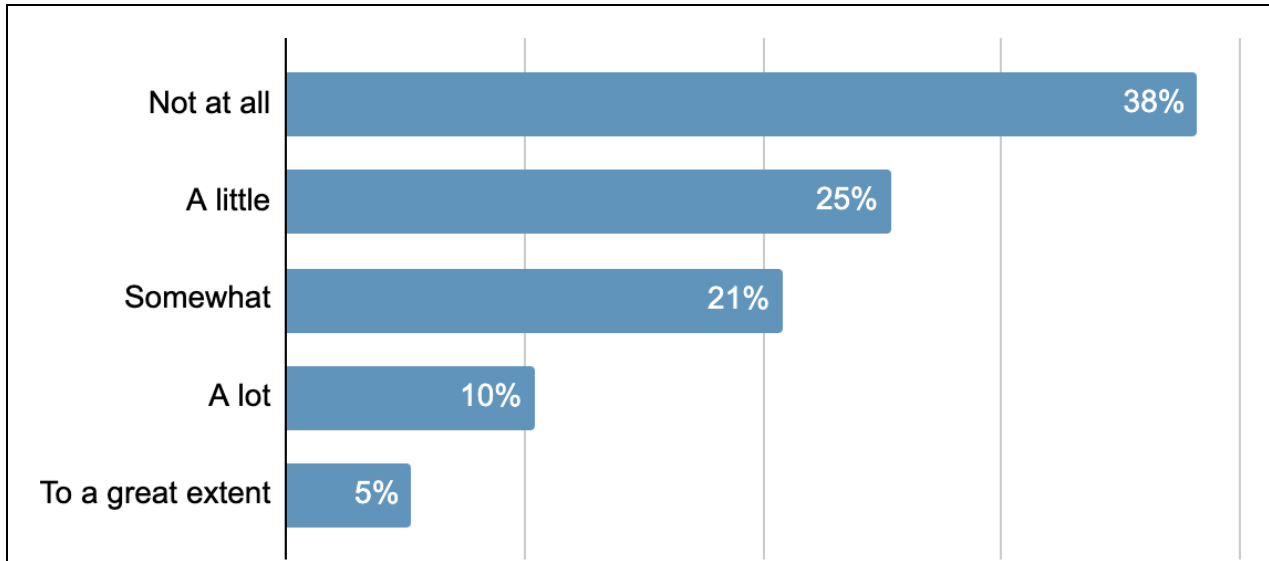
Only 65 of 255 direct service recipients report being satisfied with the NPD’s response. This yields a direct service recipient satisfaction rate of 25%. This compares unfavorably with national benchmarks. For example, a 2019 study commissioned by the National Institute of Justice (NIJ) based on findings from 100 law enforcement agencies and over 16,000 community members examined direct service recipient satisfaction rates for departments of varying sizes. Departments that are comparable in size to the NPD have an average direct service recipient satisfaction rate of 80.7%.

When examining the reasons cited for dissatisfaction with the NPD, the beginning of an explanation for the serious discrepancy between the NPD direct service recipient satisfaction rate and the national average is seen. The following are the three most cited reasons for dissatisfaction:

- **Response time:** Very long response time, or no response at all (38 of 255)
- **Dispatch:** “Rude” and unprofessional dispatchers (31 of 255)
- **Reporting:** Police reports are never completed, completed poorly, or take a very long time to complete (27 of 255)

Additionally, the survey respondents noted that often police do not fully explain their interactions.

**Chart 6. If you've had contact with an officer in the NPD during the past 12 months, to what extent did the officer sufficiently explain his or her actions and procedures? (n=797)**

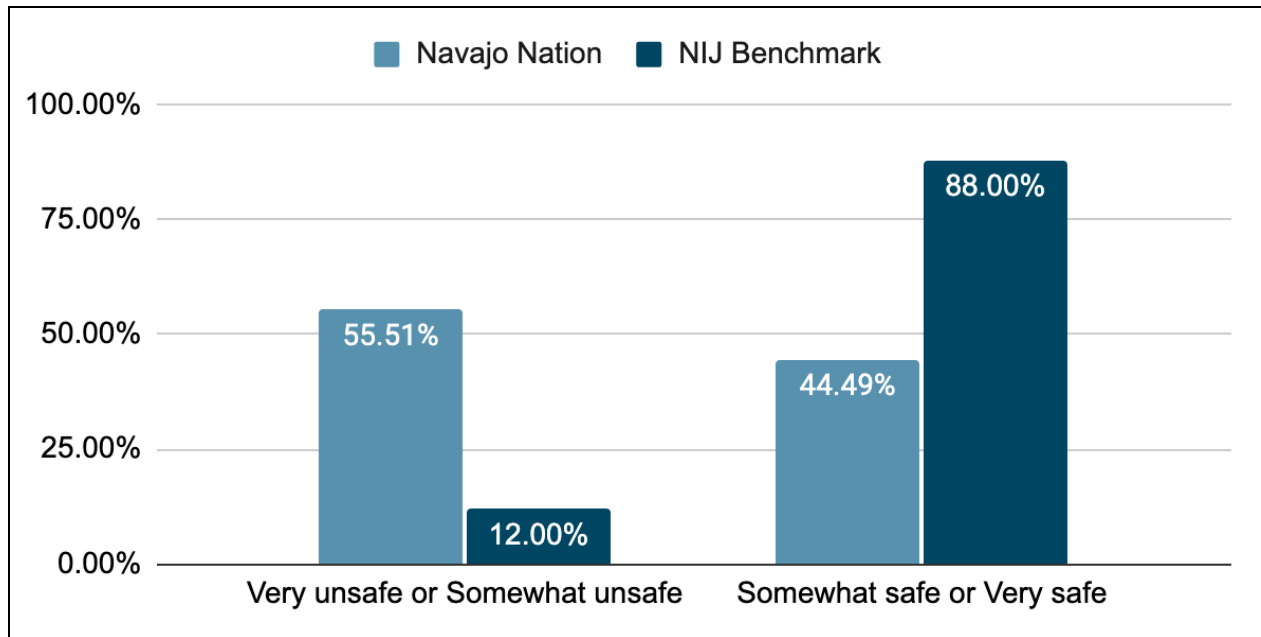


These results strongly suggest that the largest factor affecting satisfaction with the police department on the part of Nation residents has to do with underinvestment in the department and/or overreliance on the department for a range of services.

### Community Perceptions of Safety

The same NIJ study discussed above also examined community perceptions of overall safety. One of the survey questions asked respondents to rate how comfortable they would feel being alone outside in their neighborhood at night. Answers to this question were taken to be a proxy for overall perceptions of community safety. The Navajo resident survey posed this same question. A comparison of results is presented in the chart below.

**Chart 7. Community perceptions of safety (n=858)**



Survey results indicate that residents of the Nation feel significantly less safe in their communities than members of other communities across the United States. The most common reasons cited by respondents to the Navajo community survey for their perceptions of safety included the following:

- **Drug and alcohol** use, including driving under the influence and vandalism (49 of 249)
- **Strangers** wandering around, especially youth; concerns about theft, assault, rape (39 of 249)
- Insufficient police **patrol presence** (32 of 249)

### Select representative quotes from respondents:

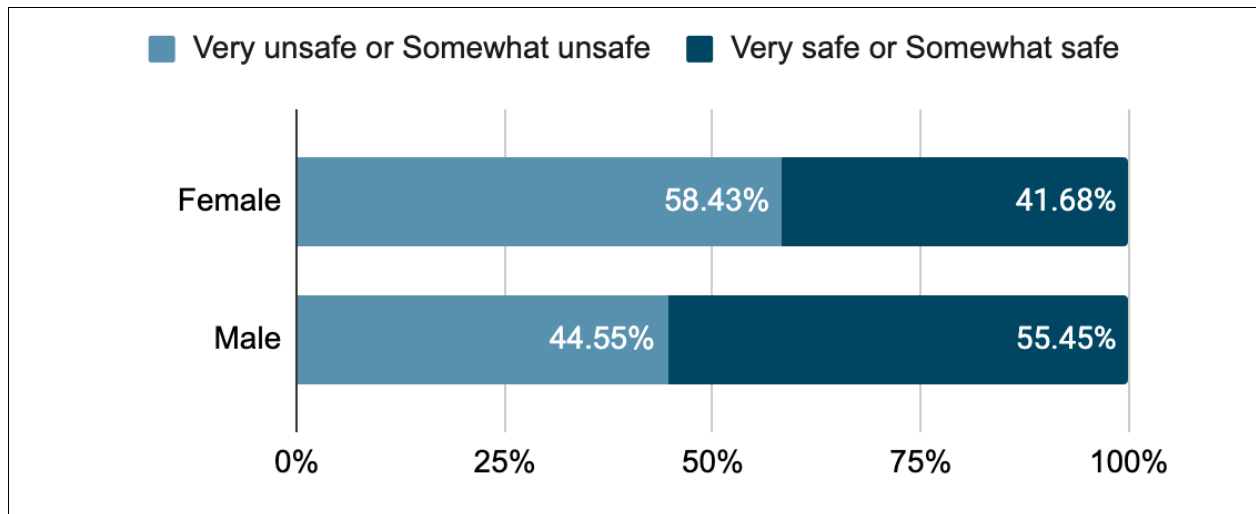
*"There are too many people driving all through the night. There are so many bootleggers and drug dealers in our community and it needs to stop. We, as community members, take matters into our hands. We risk our own safety to save our family and fellow community members. We call for help but NPD takes hours to arrive at our location or they never show up. And this is when we try to stop the violence and crime. If we have officers patrolling our community during the day and during the night, we wouldn't have to risk our lives to stop what is happening in our community." - Navajo Nation Resident*

*"[There is a lot of] drug activity on my street. [But the] judge always lets them go." - Navajo Nation Resident*

*"Not enough being done with criminal charges and investigations. Perpetrators are always free even when the community reports crime. No confidence in law enforcement. Community lost faith in police that's why they don't bother to report or follow through with charges." - Navajo Nation Resident*

There are also significant differences in perceptions of safety depending on the gender identity of the respondent. Female respondents, for example, report feeling much less safe at night than male respondents as indicated by chart 8.

**Chart 8. Community perceptions of safety by gender (n=858)**



Survey results indicate that residents of the Nation feel significantly less safe in their communities than members of other communities across the United States. In this regard, the most pressing issues are **drug and alcohol** use, **strangers** wandering around, especially youth; concerns about theft, assault, rape. Survey respondents

connect the lack of safety at least partly with insufficient police **patrol presence** which is mainly related to lack of sufficient investments in police work in the Nation.

## Information Sharing and Community-Police Dialogue

The consultant team conducted information gathering visits in all seven Districts, through multiple engagement methods, seeking clarity on resident perceptions of police-community relationships and the quality of information sharing by police in general across many issues (alerts, prevention information, recruitment, etc.).

Here are the primary mechanisms by which the Department communicates with the Nation's residents on a regular basis:

**Press advisories and releases:** The Navajo Times and the Navajo-Hopi Observer, as well as the local radio KTNN and TV stations cover major stories.

**Chapter House liaisons:** Most District leaders work closely with their Chapter leaders to keep them informed of important events, changes within the Departments, safety risks and alerts.

**Partnerships:** District personnel at many levels have personal and professional relationships with other law enforcement agencies as well as with community groups (schools, health centers, etc.) and use these relationships to share information.

**Social media:** Each District has one Facebook page, and the Department has a Public Information Officer who routinely pushes information out through Twitter, Facebook, and Instagram.

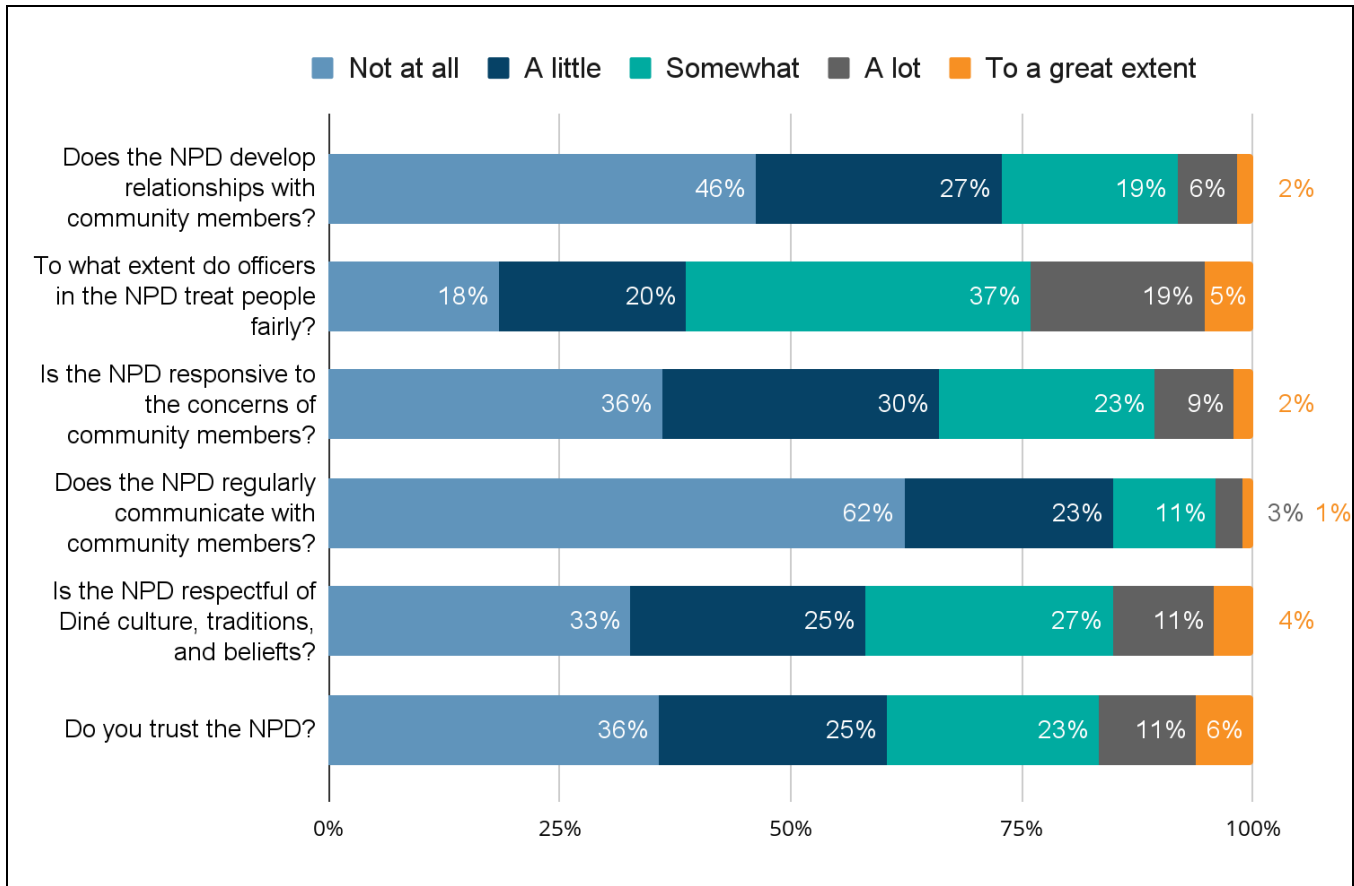
In addition to these regular communications, this process prompted the Department to launch Listening Sessions<sup>19</sup>, which offered helpful additional insight on community perception beyond what was available/offered in the survey.

What the consultants learned: there is work to do.

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<sup>19</sup> See "[Navajo Nation Police Department Listening Sessions Summary](#)" in appendix for a summary of the listening sessions.

**Chart 9. Communication and receptiveness to feedback (n=864)**

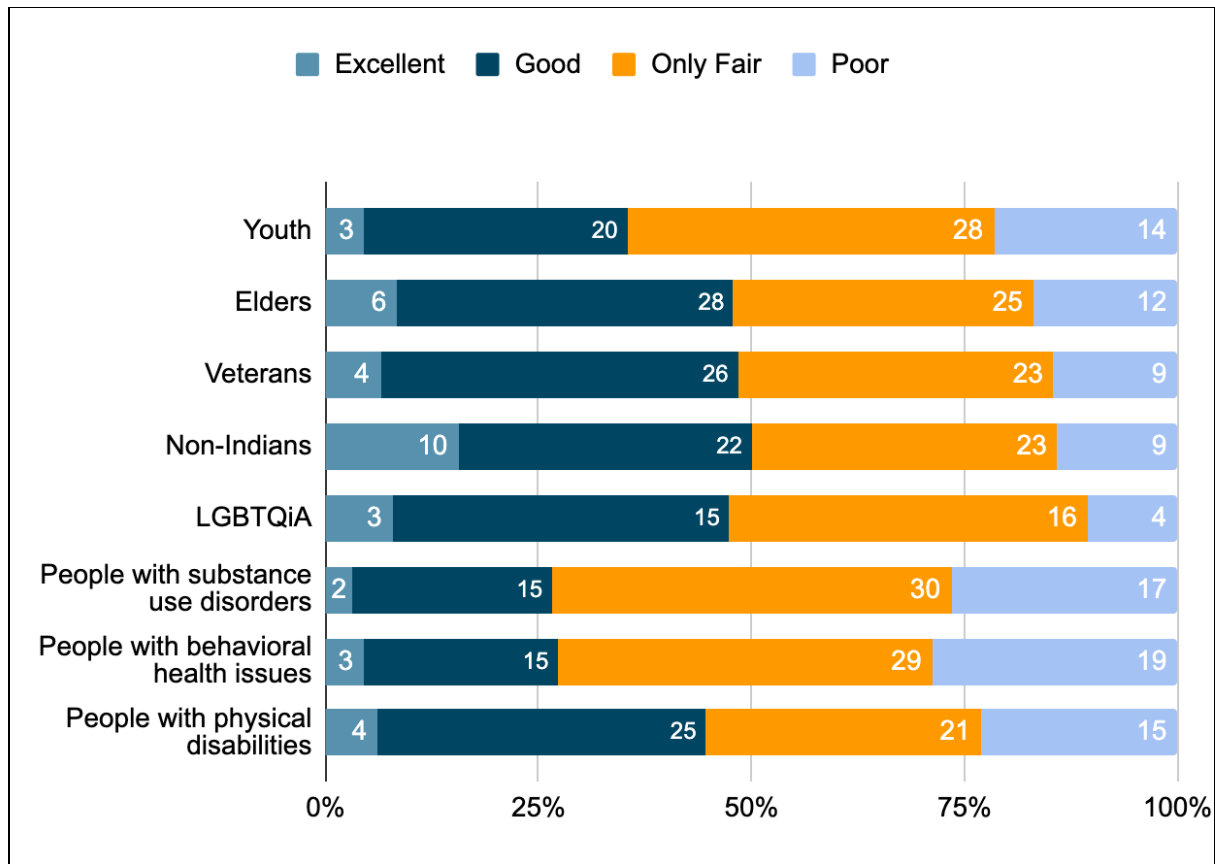


85% of respondents see communication and receptiveness to feedback as a major issue in their relation with the police department.

The consulting team also asked respondents to the police survey to indicate the current state of relationships between police and a variety of demographic groups across the nation. The results, included in chart 10, indicate that police see themselves as having significant room for improvement regarding relationships with youth, people with substance use disorders, and people with mental health challenges.



**Chart 10. Police perceptions of community relations (n=78)**



Currently, District Commanders are identifying new ways to communicate and interact with community residents and leaders. Specifically, they are launching “meet and greets” with Chapter Houses, and building relationships with other local civic leaders via meetings and shared projects (e.g. food drives, PPE distribution). This will be a strong strategy going forward, and should be supported by the Department through a) budget support for activities related to resident communications and relationship building, and b) staffing plans which assign officers to the same regions/Districts for call response over time, enabling personal connections to develop between officers and residents/Chapter House leadership, and enabling those relationships to facilitate strong communication over time and across issues.

### Section 3: A Culturally Responsive Policing Strategy

Section 2 described the nature of public safety demand based on community perceptions. Community members are frustrated by long response times, want more communication about public safety issues, and are interested in collaborating with police to develop thoughtful approaches to long-standing and deeply-rooted challenges related to public health. Many of these challenges can be boiled down to a

simple observation: community members would like more support from their police and would like it to be informed by community concerns.

In this section of the report, the consulting team describes the policing strategy it recommends to address the concerns and hopes of community members.

### **Culturally Responsive Problem-Oriented Policing**

*Community policing* is a public safety philosophy that involves partnership and collaboration between police and communities aimed at proactively solving problems identified by community members. The strategy gained prominence in the 1970's and has been implemented in communities across the country and internationally. A recent randomized, controlled field experiment has demonstrated the efficacy of community-oriented policing in improving community perceptions of police. (Peyton et al., 2019)

*Problem-Oriented Policing (POP)* is a strategy for community policing. It was developed as a specific way to achieve the partnership and collaboration goals of the community policing philosophy in response to recognized shortcomings of the “purely reactive” approach that many departments had relied on for years.<sup>20</sup> One effective model of POP is articulated as a schema, known as SARA, for addressing public safety issues:

- **Scanning:** collaborate with community and public safety stakeholders to identify issues of concern; clarify the impact these issues have on community and public safety stakeholders; prioritize issues; collaborate with stakeholders to develop outcome goals.
- **Analysis:** use data and research to better understand the causal factors contributing to issues of concern; evaluate approaches currently used by community, public safety, and other stakeholders (e.g., public health) to address these issues looking for strengths and weaknesses of current approaches; develop a testable hypothesis concerning the causal factors contributing to the issues of concern.
- **Response:** brainstorm potential interventions in causal factors leading to issues of concern, paying attention to potential consequences of each intervention; collaborate with stakeholders to select a promising intervention; implement the intervention.
- **Assessment:** collect qualitative and quantitative data that yields information about the extent to which the intervention was implemented and the extent to which the outcome goals were achieved; use assessment results to inform modifications to the intervention to better ensure outcome goals are achieved.

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<sup>20</sup> See, for example, Herman Goldstein (1979).

Problem-Oriented Policing is *Culturally Responsive* when each of the above steps in the SARA model includes a diverse representation of community and partner-agency stakeholders and accommodates the beliefs, customs, and practices of stakeholder groups. It will be particularly important when analyzing and forecasting the potential consequences of intervention for members of the NPD to understand Diné culture, historical events that have shaped Diné decision-making, and broader socio-cultural trends that impact the ways traditional Diné beliefs systems function in contemporary society.

One important example of this is related to a theme the consulting team encountered often in stakeholder engagement: “today’s youth don’t respect our traditional values, they don’t know who they are or where they come from.” Many expressed sadness over this and wished for a way to restore some cultural identity for coming generations of Diné. There is also an important observation to be made here for the purposes of public safety. Historically, communities and their youth likely felt social pressure to accept Diné culture norms and live according to Diné values. Their memberships in Diné communities and the social benefits (like social status, marriage, economic prosperity, etc.) this membership entails were likely contingent on their acceptance of Diné cultural norms and their ability to live according to Diné values. However, with strong cultural influences coming from neighboring towns and cities, increased ease of long distance travel, and access to the internet, the social benefits all people (and especially youth) need as they grow into adulthood are no longer so clearly contingent on acceptance and conformity with Diné norms and values. Importantly, (and sadly) this means that public safety strategies that rely on the force of traditional belief systems are likely to fail since for many of the Nation’s residents, and in particular for the Nation’s youth, traditional belief systems are not relevant to daily life and success in the “modern” economy.

In spite of this, Diné culture and tradition still play a major role in the Nation’s communities, especially among the older generations of residents. Traditional thought and honor for Diné culture are still brightly and proudly evident across the Nation in its Chapter Houses, its art, its institutes of higher education, the hogans that still dot the landscape, and in the majestic landscape that is still revered by the Nations’ residents.

What this all suggests in terms of an overall policing strategy is a modernization of public safety philosophy and strategies that is informed by the very best, evidence-based approaches of policing, and at the same time deeply aware of and responsive to the socio-cultural context of the Diné, their strengths, and their history.

The consulting team therefore recommends that the NPD refine its focus on problem-oriented policing with a special emphasis and understanding of the role of reducing harm and crime in the Nation’s communities. Implementing this shift will require a deep and evolving understanding on the part of police in the many forces that drive crime and harm. This approach transforms the understanding of the role of

the police from “fighting crime” to addressing the problems that give rise to harm and crime, and doing this in ways that are informed by and responsive to cultural and historical context.

As members of the NPD know, for police to effectively participate in ensuring community safety, their authority to enforce laws must be perceived by community members to be legitimate. The perception on the part of community members regarding the legitimacy of police has been shown to be closely linked to the degree to which police fulfill their duties in procedurally just ways. “Procedural justice” in the context of law enforcement is the notion that fair process requires that: individuals involved in an encounter with law enforcement are treated with dignity and respect and are able to give voice to their perspective; and that law enforcement officers act in ways that are neutral and transparent, and convey trustworthy motives. So, in short, when police act in procedurally just ways, they support community perceptions of police legitimacy, which, in turn, allows police to contribute effectively to community safety. None of this is possible, however, without adequate attention to the mindset among police that begins in their own personal life history, is subsequently shaped in the training academy, and then is continually reinforced through department culture.<sup>21</sup>

## Recommendations

### **Develop and Implement the Culturally Responsive Problem-Oriented Policing Strategy**

This approach to modifying traditional problem oriented policing approaches is detailed in Chapter 6.

### **Early Priority Areas for Culturally Responsive Problem-Oriented Policing**

The results of analysis of calls for service, public health data, stakeholder data, and insight from public safety and community service providers indicate that the NPD should place a top priority on developing intervention strategies to address alcohol, drug abuse, and domestic violence.

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<sup>21</sup> See, for example, the President’s 21st Century Policing Task Force Report as a guide to implement procedural justice and problem-oriented policing: “Building trust and nurturing legitimacy on both sides of the police/citizen divide is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve. Decades of research and practice support the premise that people are more likely to obey the law when they believe that those who are enforcing it have authority that is perceived as legitimate by those subject to the authority. The public confers legitimacy only on those whom they believe are acting in procedurally just ways. In addition, law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to impose control on the community.”

## Section 4: Department Staffing Levels

Section 1 of this chapter described the strengths and challenges facing the NPD related to organizational structure and behavior. Some of the challenges included too few patrol officers, sergeants often taking on the duties of patrol and spending too little time focused on effective leadership and management, and communication challenges at the levels of lieutenant and captain partly related to technology infrastructure challenges and partly related to organizational culture. Many of these challenges can be boiled down to a simple observation: there are not enough police personnel to effectively manage public safety demand.

Section 2 of this chapter described community perceptions of public safety and the NPD's role in ensuring public safety. Section 3 described the policing strategy the consulting team believes will best enable the NPD to meet public safety demand. In this section, the consulting team will provide analysis and recommendations related to staffing levels the department will require to improve internal departmental challenges related to understaffing, and implement the recommended policing strategy.

### Service Demand Analysis

An analysis of calls for service data and personnel deployment information was conducted. The conclusion is that NPD simply does not have enough police personnel to respond optimally to demand from the public. A police force of under 300 personnel work hard around the clock to provide services to a population of more than 170,000 residents living in small communities spread across a vast country nearly the size of Portugal. In fact, the Nation is larger than 10 US states—West Virginia, Maryland, Hawaii, Massachusetts, Vermont, New Hampshire, New Jersey, Connecticut, Delaware and Rhode Island—and is the size of NH, NJ, CT, DE, and RI combined.

This scarcity of personnel, relative to demand and to the vast distances that must be driven, is perhaps the greatest obstacle to the full realization of the department's motto under Chief Francisco: "Reliable, Responsive, and Trustworthy." It is difficult to think of another nation that tries to do so much good, over such vast physical space, with so few resources.

Since the start of this project with NPD, the Department has made major strides across a range of operational areas. Yet the volume of demand for police services is simply too great for a department the size of NPD in a 27,000 square mile country. The results of this reality came up repeatedly in the Community Survey and in interviews with residents. People are frustrated with how long it takes to get police responses in person. A resident in Birdsprings Chapter, for example, described an experience consistent with interviews with residents and police personnel and results

of the community survey: “you can call for a B/E in progress and wait hours for someone to come.”

The inadequate personnel strength heightens the risks for responding officers on a daily and nightly basis. Officers make solo, high risk traffic stops in remote locations. Communications deficiencies—spotty cellular and radio service—only add to the peril. Officers enter homes and buildings solo, often with armed people inside the premises. The confluence of themes in this Report—an inadequate number of officers responding to a high volume of demand driven by alcohol, domestic violence and firearms—manifests itself in the experience of a lone officer responding to a call somewhere in a remote area of the country. This excerpt from a 2019 story in the LA Times captures the concerns:

“Officer Lojann Dennison was just ending her shift when she took the 10 p.m. assault call. She was tired as she headed out into the profound darkness of the reservation.

Her Chevy Tahoe police cruiser bumped along dirt roads with ruts deep enough to loosen a tooth filling. Territorial dogs barked and gave chase. After 40 jarring miles, Dennison arrived at a clutch of mobile homes where family members confronted a young man who had just beaten his intoxicated uncle to death.

On this summer night, the situation appeared to be headed toward chaos. Dennison had handcuffed the nephew and put him in the back seat of her vehicle, where he explained the killing: he’d grown tired of being picked on whenever his uncle got drunk.

Meanwhile, two women ordered Dennison to remove the body because Navajo culture instructs a sacred mix of fear and respect for the dead. She told the women the body had to stay in place until the coroner arrived.

Then one woman pushed her, calling for street justice. She banged on the windows of the locked cruiser, urging for help to pull the terrified nephew from the car.

Dennison radioed for backup, performing a mental inventory on her weaponry: the Glock 22 .40-caliber handgun at her side and the AR-15 assault rifle locked down in her cruiser.

“It’s a scary feeling. We have all these tools on our belts, but I’ve never been involved in an officer-involved shooting,’ she would recall later. ‘But that night, alone, facing off against those women, I told myself, ‘I’m going to have to use my weapon here.’” (Glionna, 2019)

The LA Times report provides a cogent and pointed case study. Officer Dennison is obviously a great police officer but her story is not unique. Look at the complexity and complications that she was asked to address. Look at all the risk factors that spiked sharply because Officer Dennison was forced to act alone in a remote area. Her safety, the suspect's safety, and the safety and liberty of the family members were all at greatly heightened peril. She was one person trying to manage a range of conflicts, including one related to respecting Diné traditions.

This range of considerations make it clear that staffing levels at the NPD need to be carefully examined. To do this, the consulting team has considered four approaches that are typically used when evaluating the staffing needs of police departments: The Per Capita Approach, The Minimum Staffing Approach, The Authorized Level Approach, and The Workload-Based Approach. Each of these approaches has some advantages and some disadvantages, and which approach a department employs will depend on features unique to that particular department. The consulting team believes that a Workload-Based approach is the most appropriate approach given the unique context of the NPD. This analysis will demonstrate, however, that the NPD is dramatically understaffed according to all four of the standard approaches.

### **Current Staffing Levels**

This analysis uses staffing levels described in the NPD organizational chart dated October 14, 2020.<sup>22</sup> According to this information, the Department had 201 commissioned personnel, of which 158 were patrol officers.<sup>23</sup>

### **The Per Capita Approach**

The Per Capita Approach seeks to determine staffing levels for police departments in reference to the size of the population they serve. This approach is most common for metropolitan areas that have a concentrated population. While the Navajo Nation does not fit the description of a metropolitan area with a concentrated population, some comparisons will be instructive.

NPD data indicate the Department can currently field 9 patrol officers per 10,000 in population. As points of comparison, non-Indian communities in neighboring Arizona and New Mexico were considered using the most recent US Department of Justice statistics. Table 2 displays the comparisons.

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<sup>22</sup> Included as Appendix D.

<sup>23</sup> It is important to note that these numbers include *unfilled* positions, reflecting challenges the Department faces related to attracting and retaining personnel. These challenges are described elsewhere in the study and are at least partly related to HR functions being housed outside of the Department.



**Table 2. Sworn strength by surrounding communities**

<b>Community</b>	<b>Officers per 10,000 population</b>
Phoenix	17.8
Tucson	17.6
Albuquerque	16.2
Flagstaff	14.7
<b>Navajo Nation</b>	<b>9.0</b>

As Table 2 demonstrates, the NPD is significantly understaffed according to the Per Capita Approach. However, the consulting team believes that the Per Capita Approach is the wrong approach to evaluating the staffing needs of the Navajo Nation. The primary reason for this is related to the geography of the Nation, and the remote and dispersed nature of the Nation’s population. As police jurisdictions go, the NPD is absolutely in a class of its own regarding these two features.

### **The Minimum Staffing Approach**

The Minimum Staffing Approach seeks to determine staffing levels for police departments in reference to the perceptions of community members and police officers. Police officers may formally argue for a level of staffing that makes them feel safe on patrol, or informally (through department policy or practice) agree on a staffing level that makes them feel safe. Community members, on the other hand, may either request certain staffing levels, or mandate them through municipal ordinances. This approach is more common in smaller communities where community members and department personnel are likely to “have a feel” for what constitutes sufficient police presence to ensure public safety.

According to this approach, the NPD is clearly understaffed. Evidence for this can be found in two places. First, section 2 of this chapter compares community perceptions of safety between residents of the Navajo Nation and benchmark averages among communities across the United States. The comparison demonstrates that the perception of safety among Navajo Nation residents is much lower than the average. The consulting team has also found that members of the department unequivocally believe that the department is understaffed. According to the Minimum Staffing Approach, these two findings demonstrate that current staffing levels are inadequate.

### **The Authorized Level Approach**

The Authorized Level Approach seeks to determine staffing levels for police departments in reference to municipal budgets. The municipal budgeting process is an inherently political endeavor, and so this approach to staffing is fundamentally

driven by political sentiment, and often fails to take into account the actual workload demands of the department or the public safety realities of communities. The consulting team believes that this has been the default approach of the Navajo Nation Council to staffing levels of the NPD.

This approach is clearly not working. As discussed in the section on community perceptions, many community members report feeling unsafe, many complain about police response times, and many would like for police to play at least some role in preventing and responding to serious public health and safety concerns facing the Nation, including drug and alcohol abuse, domestic violence, and theft.

It is clear that the NPD is understaffed according to all of the three of the models discussed above. A discussion of the Workload-Based Approach will quantify the extent to which the Department is understaffed and will provide recommended staffing levels.

### **The Workload-Based Approach**

The Workload-based Approach seeks to determine staffing levels for police departments in reference to the actual public safety demands placed on the department by the communities it serves. This approach is favored by the IACP, COPS, ICMA, and a number of research institutions.<sup>24</sup> The consulting team also believes that of the four standard approaches, the Workload-Based Approach is the only approach to modeling staffing needs that is capable of capturing the unique context of the Navajo Nation, and the unique demands placed on the NPD.

The Workload-Based Approach can be used to develop staffing plans at various levels of specificity. At the highest level, the approach can give a department guidance concerning the total number of patrol officers required to meet current demand. This can be calculated using annual calls for service, average time to respond to calls, and the number of hours each officer works annually. This approach can also give much more detailed guidance concerning the number of patrol officers per shift for each location taking into account seasonal trends. However, for the approach to provide this more detailed information, departments need to have standardized and consistent data collection, typically supported by Computer Aided Dispatch (CAD), that is carefully calibrated to capture pieces of information related to calls for service, including precise times required to respond to calls for service by each patrol officer.

Data collection efforts at the NPD have historically been undermined by IT infrastructure limitations and over reliance on outdated data collection practices. However, in recent years, the NPD has made great strides in improving data collection practices, but remains limited by IT infrastructure constraints. It is also important to note that plans for more sophisticated dispatching capabilities have already been implemented in Shiprock district and plans are in place to expand these capabilities to

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<sup>24</sup>See, for example, James McCabe, Ph.D. (n.d.), and Wilson and Weiss (2012).

other districts. These recent improvements will soon yield the types of detailed information necessary to carry out some of the more sophisticated demand calculations at the district, shift, and season levels.

In light of this, the following analysis only provides high level guidance related to overall staffing, and is not able to provide detailed guidance related to staffing for each shift, district, and season. Those calculations will likely be possible in the coming months in Shiprock district as new dispatching and data collection processes unfold.

There are two central concepts involved in evaluating staffing levels using the Workload-Based Approach: *person hours*, and *demand hours*. Person hours are the total number of hours the department has available on an annual basis to respond to calls for service. Person hours are provided by patrol officers and should be thought of as the most valuable resource of the department. All other police personnel should work to ensure that person hours are “budgeted” and managed in ways that ensure that public safety needs are efficiently and effectively met, and that officers’ health and safety are ensured.

Demand hours are the total number of hours required to meet community members’ public safety needs. The most straightforward way to calculate demand hours is by reference to calls for service and the average time required to respond to a call for service. There are, however, some important complexities. First, calls for service represent only the *reactive* functions of police. They do not represent the *proactive* functions of police related to community engagement and relationship building. These proactive functions are vital to effective policing, are of clear importance to communities across the Nation, and will be a vital part of the consulting team’s recommendations related to culturally responsive problem-oriented policing. Second, calculating demand hours only gives information related to the number of patrol officers required to meet that demand. Further analysis will be required to determine the overall staffing needs of the department.

To complete this analysis the consulting team proposes to use “The Rule of 60” (McCabe, n.d.) for both cases. The rule of 60, articulated by James McCabe, PhD, a senior associate at ICMA Public Safety Management, and 21-year veteran of the NYPD, can be applied as a guide to the percent of a patrol officer’s time that should be devoted to calls for service, and as a guide to the percent of total sworn personnel who should be working as patrol officers.

### **Person Hours**

This analysis was conducted using information drawn from staffing levels described in an organizational chart assembled by the NPD in October of 2020.<sup>25</sup> According to this information, the department had 158 patrol officer positions. NPD personnel are expected to work 2080 hours per year. Applying the rule of 60 to hours (2080 x 60%)

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<sup>25</sup> The organizational chart is included as an appendix.

yields 1,248 hours annually that patrol officers ought to devote to calls for service. This accommodates the time police officers spend writing reports, attending annual training, or participating in community engagement events, and also includes an allowance for sick days and other time off permitted by leave policies. Multiplying the total number of police officer positions by the total number of hours each of those officers spends responding to calls for service per year yields the total number of hours available to the NPD for responding to calls. This total comes to **197,184 person hours** per year.

### **Demand Hours**

This analysis was conducted using NPD calls-for-service data from 2016-2020. Average calls for service per year over the five-year period between 2016 and 2020 are 232,137. There is no data available from the NPD corresponding to time spent by officers responding to calls for service. The NPD is not alone in this: many departments either do not collect this information or do so incompletely.<sup>26</sup> In light of this, some well-conceived estimates will be needed to complete the analysis.

Consider several factors to help develop an estimate. First, the NPD made 25,314 arrests in 2019, and 27,342 arrests in 2018. The two-year average for annual arrests is 26,328. Due to the geographic isolation of many parts of the Nation and the location of detention facilities, an arrest can often take anywhere from 4 to 8 hours to complete. Arrests alone therefore, on average, account for anywhere from 105,312 to 210,624 hours annually. On the upper end of this range, person hours would be consumed entirely by arrests.

Second, the Navajo Nation is situated on more than 27,000 square miles of spectacular territory characterized by canyons, mountains, and vast expanses of uninhabited wilderness. The territory has several two-lane highways, a series of smaller roads, and countless unpaved trails. Many residents live in areas that are a great distance from a paved road. Many residents of the Nation also do not have precise addresses. Police and other responders therefore have to rely on physical descriptions of locations in order to respond to calls, or, if they are lucky, GPS coordinates a colleague is able to share. The consulting team witnessed firsthand how officers responding to a call often require directions from local community members along the way, and rely on major landmarks, the colors of nearby homes, or windmills. Officers often do this while navigating unpaved country roads that are challenging to pass even when they are dry, which they often are not.

In light of this range of factors, the consulting team recommends using a conservative estimate of 2.5 hours as the average time required to respond to a call for service. This includes the lengthy calls resulting in an arrest, the challenges posed by navigating over unpaved roads through wilderness areas, canyons, and mountains, to

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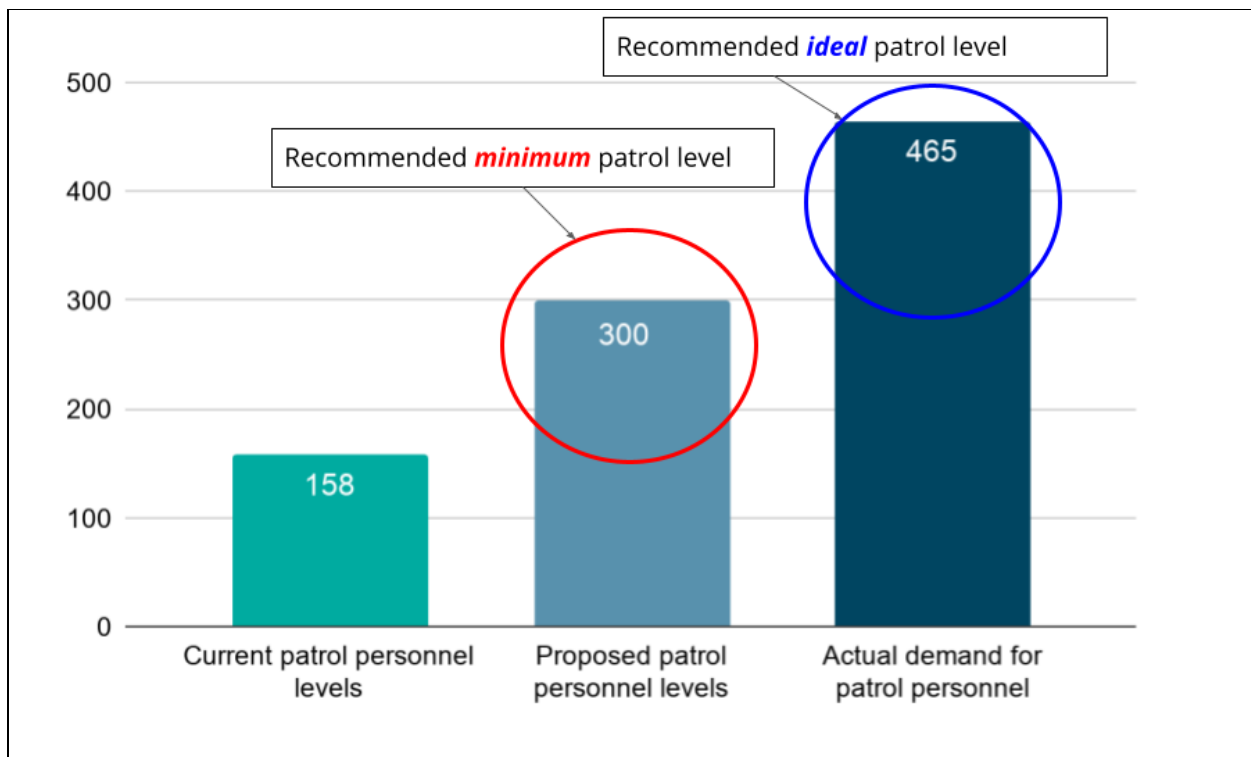
<sup>26</sup> See, for example, Wilson and Weiss (2014).

unaddressed locations. Using this estimate, the consulting team proposes average annual **demand hours equal to 580,343**.

### Analysis

According to the Workload-Based Approach to staffing levels, to meet current demand the NPD should have **465 patrol officers** (580,343 demand hours/1,248 annual hours per patrol officer). The rule of 60 applied at the Department level tells us that 60% of sworn personnel should be patrol officers. The remaining 40% should be command staff at various levels. Applying the Rule of 60 to determine overall staffing for the department (465/.60) indicates that the department should have approximately **310 command staff and support staff**, for a **total of 775 personnel**.

**Chart 11. Patrol personnel levels**



There is clearly a significant gap between the current demand and the current resources available to the NPD to safely and reasonably meet this demand. The demand gap has serious implications both for public safety and for officer safety. Officers, for example, are usually alone, with backup far away, handling calls complicated by anguish, anger, and available firearms, and fueled by alcohol.

### Recommendations

The consulting team and NPD leadership are aware that 775, the number identified through modeling of the Workload-Based Approach, may be beyond the budgetary

capabilities of the Nation. Indeed, many state and municipal public safety agencies have to balance actual public safety demand with limitations imposed by budgets. For this reason, the consulting team recommends looking for a point of convergence between the budget-driven Authorized-Level Approach the Nation has been using and the Workload-Based Approach that provides a more accurate estimate of the NPD's actual staffing needs. The consulting team therefore suggests that the NPD set an initial target of **500 personnel, with 300 serving as patrol officers, and 200 serving as command and support personnel.**

Currently, NPD simply has too few people trying to do too many things alone. It's an unhealthy and unsustainable condition for the officers and for the thousands of Diné who need the effective and timely assistance of the police. Working towards 500 will allow the NPD to vastly improve public safety outcomes.

This is an especially important time to implement changes in NPD staffing levels. Even if nothing changes as a result of the Department's historic planning effort—an improbable development—demand will increase, as it did in 2016-2018 when calls for service rose 13%. An increase in demand in the coming years is projected as the pandemic is brought under control and people emerge from more than a year in quarantine. It is also important to note that the community survey and in interviews revealed pent-up demand for police assistance. People want to call for help but, with current staffing levels, many assume they will get an unsatisfactory response.

Again, it is projected that demand will increase as NPD implements its strategic aim of raising the people's expectations of police responsiveness. As more commissioned officers join the team, as they are more available to respond in a timely way and to engage in Culturally responsive Problem-Oriented Policing , the more likely the consumers of services are to seek services.

The implementation of a culturally responsive POP strategy will require more hours of officers working directly with residents, Chapter House activists and other stakeholders to triage problems and refer them to the proper sets of individuals and agencies for resolution. Complicated, historical problems such as epidemic alcohol abuse and domestic violence will require officer time. Police will need time to serve as catalysts to bring together the right sets of stakeholders. They will need time to carry out their duties in these working groups.

The best route to get to 500 is through steady increments. There are many tragic examples of police departments who conduct massive hiring waves, only to hire some candidates who do not belong in the service. In too many instances, they were candidates for the house of correction rather than the station house. Even short of hiring the wrong people, large hiring waves diminish the effectiveness of the training environment. Overcrowded classrooms are uncondusive to good learning.

This recommendation is integrated with the recommendations elsewhere about conferring greater administrative control to the Chief for hiring and personnel matters. Paraphrasing the legendary talent spotter and NFL coach Bill Parcells, if you want the Chief to be accountable for the meal, let him choose the ingredients. The recommendation on force build-up is of a piece, too, with the recommendations on recruiting and training, making sure NPD is doing all it can to attract and keep good people. The Chief should be accountable for hiring. In policing in the US, the selection of candidates is the most important act a Chief makes in a career. In virtually all US departments, the Chief is accountable for hiring, with oversight from the central executive branch. Those new hires will continue to serve the people and shape the quality of service long after the Chief enters her/his well-earned retirement.



## Chapter 5: Building to a Force of 500

To achieve the goal of 500 sworn personnel, a number of approaches will be required. A Department budget to cover the increased personnel numbers is only a first step. Additionally, the Department will need to be able to **recruit** candidates to fill the new positions, **hire** them quickly and efficiently, **train** recruits in the techniques of culturally responsive problem-oriented policing strategy in a modern facility that is large enough to handle larger classes, and **retain** them over the course of a long and rewarding career. This chapter is divided into four sections: Recruitment, Hiring, Training, Retention.

### Section 1: Recruitment

Recruitment is a major area of opportunity. The NPD should attract and retain the best and most committed young people in the Nation. It should be seen as one of the most valuable and prestigious positions a Diné can hold in society. Additionally, the community embrace of its police department should prove an attractive change from many communities and therefore appealing to potential lateral hires. To reach this goal will require ongoing work on a number of integrated initiatives in organizational development, like those presented throughout the Recommendations in this report. Attraction and retention of effective police personnel is a shared responsibility that begins with the Chief of police and extends throughout the executive and legislative branches.

#### Recommendations

##### Use All Available Tools

Recruitment is essential. NPD should utilize all stakeholder networks available to it. Efforts must be undertaken in a variety of areas such as: schools, job fairs, community networking events, colleges, and through a robust social media program. Included here are efforts to meet with members of the military who have completed their tours of duty, or will complete it in the near future, to speak to them about the benefits of pursuing a career with Navajo PD. Recruiters should make personal contact with as many potential recruits as possible and keep in contact with them.

The Department should hold dinners semi-annually where parents and grandparents of early adolescents are invited to answer questions and concerns and provide factual information about the myriad benefits of police careers.

The Department should have a regular recruiting calendar. Officers at all ranks and lengths of experience should be strongly encouraged to participate. The respected police officer is your best recruiter. Go to where the young people are. See who responds. Encourage interest.

If one is looking for a recruiting model, consider the many colleges and universities in the neighboring states that field Division 1 sports teams. They rely on networks of stakeholders: alumni, high school coaches, boosters, recruit research and ranking firms, scouts, and others to identify potential recruits. They energetically pursue recruits. They make as much personal contact with the recruits as the National Collegiate Athletic Association (NCAA) rules will allow.

Policing in Navajo is a much more important social role than participation in sports at the college level. So recruitment to this solemn work should enjoy at least as much energy and support across a broad network of stakeholders.

### **Chapter Houses as Talent Scouts**

Recruitment efforts must occur throughout the Nation. The recruiters should personally go into the communities and seek out quality candidates. Chapter House activists could be very helpful to recruiting. They know the people in their Chapters and encounter young women and men who would be great candidates for NPD. The Chapter House should be utilized as a scouting and feeder system, much like the way the college basketball, football, and track programs utilize the network of high school coaches.

High school, college teachers, and influential family members in the spirit of k'e should also be included in this potential feeder network.

### **Think Creatively**

Who might make a good police officer? For example, good candidates might be drawn from the ranks of social workers. They have demonstrated compassion for human suffering and usually have great personal courage having to intervene alone with troubled individuals and families. Teachers and clergy members care about people and may also make for some good candidates. In general, the Department should utilize all possible resources to think in new ways about what traits and competencies make a high-performing police officer and how to attract those individuals to the profession with NPD.

### **Ideas for Social Media Platforms**

The department's website should be used to provide information on the department, the hiring process, Police Academy requirements, policing on the Nation, examples of excellent police work which resulted in commendations, and pay and benefits. It would also be beneficial to have current officers give a short testimonial on why they became Navajo Officers and what they think of their chosen career. And, to highlight these on various social media platforms.

Recruitment needs to be the responsibility of all officers. The department should allow on-duty officers time to visit schools—including high schools—to let students

get to know the officer and what it is they do. There is value in personal interactions between a potential candidate and an officer.

### **Develop a Cadet Program**

This would be a paid position for high school graduates who are interested in a career in policing. Cadets would be trained in staff work and work a regular schedule while being assigned to the Police Academy or District Station closest to their residence. Shifts can be flexible providing the cadet valuable knowledge of how the Navajo Police Department operates while the Department benefits through practical vetting of candidates for the Academy and by keeping up with necessary staff work. Once the cadet is eligible and an academy is scheduled, he/she would be considered for acceptance.

### **Explorers Programs**

Captain Ronald Silversmith leads a Police Explorers program in the Ganado Schools. His commitment to young people is a good model on which to build. Exploring grew out of the Boy Scouts of America in the second half of the 20th century. Police were early adopters of the program. The “Vision” of the Explorers Program is to “Shape the workforce of tomorrow by engaging and mentoring today's youth in career and life-enhancing opportunities.” Programs such as Explorers can help attract and develop good candidates for the police career.

### **Housing and Retirement**

Some things that the officers mentioned as factors that hurt recruitment are the lack of housing and the lack of a retirement system that is competitive with police agencies that border the Nation. Both of these issues should be studied and addressed so as not to hinder otherwise quality candidates from wanting to join the Navajo PD.

## **Section 2: Hiring**

Many of the factors determining the pace and intensity of hiring are beyond the current NPD controls. For example, the Nation’s human resources functions are centralized, which can lead to delays due to additional layers of bureaucracy. The challenges outlined in the sections on information technology also explain why background checks take weeks or even months to complete—time in which potential candidates often find other employment opportunities. Recommendations on how to resolve some of these challenges goes beyond the purview of this report, but bear noting as they will continue to impede efforts to fully staff the Department.

The Department follows a process of seven steps before a candidate begins Academy training:

1. Scoring at least 65% on the "National Police Officer Selection Test " administered and graded by NPD.
2. Completing a minimum standard physical ability test that includes running, climbing, an obstacle course, and a strength test.
3. Furnishing documentation—high school diploma or GED and ID proving candidate is the minimum age of 21—and personal history information to NPD.
4. Background investigation including criminal history check.
5. The Navajo Nation Department of Personnel Management conducts a Qualification Assessment.
6. Physical exam and drug and psychological tests.
7. Submission of the entire folder to DPM for hiring, approximately one month before the start of the Academy.

The multi-step process for vetting and hiring appears sound. NPD human resource staff report that DPM almost always accepts candidates submitted by NPD.

## Recommendations

### **Fully Staff Recruit Investigations Unit**

Currently, there are two officers assigned to background investigations. They are in the process of hiring three more investigators. The department must continue this process and fill these three positions to ensure that hiring can continue to be conducted efficiently.<sup>27</sup>

## Section 3: Training

This section discusses approaches to training to encourage alignment with the culturally responsive POP policing strategy. It is vital to note, however, that investments in facilities will be necessary to accommodate a larger force. To train the number of officers that will be required to make genuine headway toward the goal of 500 sworn personnel, a larger and more modern police training academy should be built. This recommendation is included in section 1 of chapter 8.

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<sup>27</sup> Please note that recommendations on hiring new personnel are included in the sworn strength assessment above, this is additional detail, not a supplemental recommendation for more hiring.

On February 3, 2021 the opportunity was granted to discuss a variety of topics and issues with a number of staff members of the Navajo Police Academy. This discussion revolved around recruitment, the academy curriculum, the recruits, possible factors leading to the loss of recruits, staff responsibilities, etc. This conversation was in addition to an in-person visit to the Nation in February 2020 which included a visit to the academy and a limited discussion with the then Commander, now-Captain, Emmett Yazzie, Head of the Professional Standards Bureau.

Captain Emmett Yazzie said, "To be "Responsive, Reliable and Trustworthy" we need a disciplined approach. Our academy can teach how to be great police officers AND how to do that while supporting tradition." Clearly, the staff is very professional, talented and dedicated to hiring and training quality recruits. It is also clear that staff members perform a number of roles in addition to the training. Furthermore, the physical layout of the current academy, the current number of staff personnel, and the background investigations unit will all need to be expanded if the department is to attain Chief Francisco's goal, which the consultants endorse, of having the Navajo PD reach a staffing level of 500 police officers. The current staffing levels are approximately 189 commissioned officers. It is difficult to expand staff positions with such a limited number of officers. By doing so, the performance of primary police functions suffers. There is a need to explore the possibility of hiring civilian personnel to serve as instructors at the Academy, as well as, to fulfill some staff and office functions, freeing up sworn officers for other assignments.

The most recent academy class started with 30 recruits. However, only 8 recruits graduated. When asked why so few recruits remained to finish the class, staff mentioned family issues and recruits' discovery that the curriculum is more academically challenging than expected. These issues need to be addressed if the goal of a 500-officer department is to be achieved. Investment in recruits is essential for a department to be successful. NPD personnel spoke of the need to make some cultural changes within the Navajo PD and invest more in retaining good, experienced people who are selected from the "younger generation." The Department needs to look for ways to support these young officers and not look for ways to "wash them out".

Personal discipline is both a necessary core value for police officers and potentially the key to their safety and that of the people they are sworn to protect. So, the instilling of both the value and practice of discipline in the recruit curriculum is an important component. The Academy should consider pedagogy that blends the "boot camp" model with other models, drawn perhaps from the Diné Fundamental Law. It is expected that techniques taken from traditional Diné development of young people can be adapted for use in the Academy. Exploring these new approaches to discipline development, provides opportunity for a recruit to be molded into a highly effective Navajo commissioned officer who is "Responsive, Reliable and Trustworthy" by means other than emotional stress.

## Recommendations

### **Orientation for Recruits**

Recruits should be provided with written information about the upcoming academy, tips on good study habits, the subjects that will be taught, physical fitness standards, etc. so they understand what it will take to be successful. This information should be given as far in advance of the academy as possible.

One or two days need to be set aside in orientation for students to be taught what it takes to build good study habits, which will be essential to their success. Recruits need to be clear about testing requirements and scoring.

### **Involve Families**

The Academy needs to provide time for families and/or significant others of an incoming recruit class to come to the academy, meet members of the Department's Command Staff, as well as Academy staff, and provide time for them to discuss and learn about the profession their loved one is entering. It should be a day of engaging conversation and an honest exchange of information. The Staff should make themselves available for discussions so everyone understands what it will take to be successful. The recruit is not the only one entering the police profession, their family is as well.

## Training Curriculum

A copy of the Academy curriculum was requested. Unfortunately, due to the size of the document, it could not be easily sent digitally. However, several candid and informative discussions with Commander Yazzie and staff were conducted on the contents of recruit training.

The following Recommendations flow from these sessions.

## Recommendations

### **Continue to Provide Scenario-Based Trainings**

Use scenarios in a variety of areas, such as use of force, defensive tactics, de-escalation tactics, firearms, traffic stops, domestic violence calls, etc. The Department should continue to develop scenarios based on actual events that have occurred in the Nation.

### **Video Recording of the Training Scenarios**

Consideration should be given to recording how the recruit handles the scenario. This recording should only take place after the officer has received adequate training in the topic the scenario covers. Immediately after the training is recorded, the officer and members of the training staff should go into a separate room, view the recording, and use this as a continuation of the recruit's training. Two-way discussions should

ensue between the staff and the recruit to develop best practices on the part of the recruit.

For a variety of reasons, there are a lot of times an officer is alone on a call. All parties know this is potentially a very dangerous situation. One area that should be constantly improved in every police department is defensive tactics. As in other areas, a highly effective suite of defensive tactics training can be built by the blending of Diné and Western approaches.

The Academy should consider pedagogy that blends the “boot camp” model with other models. Recruitment can be modeled by means other than emotional stress into a high-performing officer who is ‘Responsive, Reliable and Trustworthy’. It is expected that techniques taken from traditional Diné development of young people can be adapted for use in the Academy. Exploring such new approaches to discipline development could be transformative to the recruiting and recruit retention.

### **Adaptive De-Escalation**

Navajo tradition is a particularly useful factor in teaching and practicing de-escalation of high-intensity situations. Techniques designed to defuse volatile situations are especially important to an organization that must send officers solo to so many potentially perilous calls.

Indeed, the best teaching and practice may be achieved by adapting recent research on de-escalation in US departments to the Navajo way. Academy staff should familiarize themselves with a recent study conducted by the University of Cincinnati on the Louisville Police Department’s use of force. In particular, the study was done to determine the effectiveness of a training named “Integrating Communications, Assessment and Tactics” or “ICAT” that was developed by police officers across the country under the guidance of the Police Executive Research Forum. Key to this training is the use of various de-escalation techniques and methods of using time, distance, and cover to resolve a potentially violent outcome. In particular, this study showed a reduction in officer injuries as well as use of force after the Louisville PD rolled out this ICAT training.

### **Emotional Survival**

Policing is not the most dangerous occupation in Indian Country or the US terms of deaths on the job. However, the unique physiological demands policing exerts on practitioners shortens an officer’s life expectancy, as compared with the larger population. For an excellent recent study, see “Life Expectancy in Police Officers: A Comparison with the U.S. General Population,” John M. Violanti, et al. 2016 in PubMedCentral (PMC) of the US National Institutes of Health. Many studies have shown also that police officers are at an elevated risk of suicide as compared with the general population. Kevin M. Gilmartin, a doctor of psychology and former police officer in Arizona, is a pathfinder in this area.



Because police work in a world of *potential* risk, they must stay alert for the entire shift. In professions with higher lethality rates, people at least know the sources of risk. Firefighters must understand basic chemistry and physics; people working in high steel must have a healthy respect for gravity. Police, however, in every shift, deal with the most unpredictable force in nature, human behavior. Officers must generate hormones to maintain a heightened state of awareness, known as hypervigilance. Hypervigilance is a physical state, achieved by increased epinephrine production. Along with alertness it causes increased heart rate and blood pressure.

The biological nature of hypervigilance dictates that at some point the action must have an equal and opposite reaction. The reaction to hypervigilance is an emotional, spiritual, and mental letdown after work. Since after work is where and when people live their personal lives, family and personal life suffers damage from the letdown.

Over time, officers become accustomed to the physiological effects of their work and the emotional, spiritual, and mental changes those effects make. Officers may compensate with alcohol or other forms of dysfunctional treatment. When no training or information is offered to personnel, they are often confused or isolated by their feelings.

Emotional survival is the missing piece in officer safety training. Recruit officers should be educated on this aspect of officer safety and continue to make information and help available as they move through the stages of their careers.<sup>28</sup>

### **The Basics of Culturally Responsive POP**

In chapter 6, the consultant team describes ways to implement a Culturally Responsive Problem-Oriented Policing strategy. Should the Department adopt POP, training should be developed for recruits and for incumbent commissioned and non-commissioned personnel.

The Center for Problem-Oriented Policing is now housed nearby at the Watts College of Public Service and Community Solutions at Arizona State University. They can be a resource in developing training to support the shift to a POP strategy.

### **Handling Alcohol-Related and Domestic Violence Calls Effectively**

All recruits should learn about the crime trends in the nation and about the Department's policies and procedures on the big issues. For the foreseeable future, alcohol and domestic violence top the lists. Recruits should learn about the nature of the problems in Navajo as well as effective tactics for handling crises and developing collaborations for longer-term solutions.

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<sup>28</sup> For more information on the concept of “emotional survival” as it relates to law enforcement and their loved ones, see Gilmartin (2002).

## Section 4: Retention

### Ongoing Professional and Leadership Development

Currently, there is no formal program that is provided to officers who receive promotions to a higher rank. The Department is missing out on a great opportunity to instill its goals, values, and expectations to its supervisory personnel. This must be addressed. Officers indicated that training of this type is needed for the Department to be successful. To put an officer into the next highest rank without formal training is a detriment to the officer and the people who will serve under their direction. Promotional training should be in addition to outside training opportunities provided to officers as they grow in their careers.

### Recommendations

#### Post-Promotional Education

At promotion to sergeant, lieutenant, and captain, personnel should receive specific training. The curriculum should include leadership skills and competencies critical to the new position and the managing of the specific responsibilities of said position. Specifically, the training should be designed to support personnel as they assume the responsibilities of the roles described in each section. This includes the role of *officers* as *direct service providers*, engaging with community members in both a reactive capacity (when responding to a call for service) and in a proactive capacity (when building community relationships).<sup>29</sup>

- **Sergeants** training to improve *tactical management*, organizing, monitoring, and supporting the work of officers.
- **Lieutenants** training to improve *efficacy and efficiency in communications*, facilitating information flow through the organizational layers of the department.
- **Captains** training to improve *strategic management*, ensuring that the high-level direction from the Deputy Chief and Chief can be implemented in ways that accommodate the specific needs of their area or district command.

Such training might be very effectively included as part of the new promotional process in NPD, in which individuals get supervised on-the-job training and preparation before formal appointment.

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<sup>29</sup> See, for example, Muhlhausen (2018).

## **Continuing Education and Professional Development**

Every officer should receive at least 40 hours per year of continuing education and proficiency training. Part of this time should be allocated to ongoing emotional wellness tied to years on the job.

### **The Navajo Police Leadership Academy**

Currently, should an emerging leader in the NPD seek advanced leadership training, his/her options are limited to US institutions such as the FBI Academy, other federal programs offered through the Federal Law Enforcement Training Centers (FLETC), and private programs such as the Police Executive Research Forum's (PERF) Senior Management Institute for Police (SMIP) course and the Southern Police Institute. None of these highly-regarded schools would enable a Navajo officer to learn within the framework of The Fundamental Law and the Diné philosophy of leadership. While the officer could make the intellectual connections to adapt his/her learning, his/her investment of time would be far better made learning within a Navajo framework from the outset.

The Navajo PD Leadership Academy (NLA) could also become a leader in the professional development of **sergeants**. Sergeants are often overlooked when departments assess priorities for advanced leadership education. Yet sergeants are the pivotal level of leadership in any police organization. With one foot in patrol and one in management they are the face and voice of department leadership to the men and women on the front lines.

The Navajo PD Leadership Academy could, in time, become an institution for police leadership development among the world's Indigenous peoples. It could serve as a source of new ideas—and revenue—for the Navajo PD.

### **Make External Training Accessible to All**

Outside training opportunities should be publicized across the Department to make all officers aware of these opportunities.

## **Officer and Personnel Wellness**

One of the *Four Pillars* of President Obama's 21<sup>st</sup> Century Policing Model is named *Officer Wellness*. This Pillar should be studied and officer wellness should be an integral part of recruit training. It has been said that "hurt officers hurt people" and a commitment to officer wellness on the part of the Navajo PD will go a long way to ensuring their officers are well in body, mind, and spirit. To get the best program in this critical area, the Department should set up a committee of officers across all ranks to develop the type of program that meets the needs of the Navajo PD and its personnel.

We send the police officer into the breach. The officer who responds is typically under the age of 30 and relatively inexperienced. The environment is usually a fog of

complexity. Almost every situation demands some discretionary judgment involving moral questions packed with ambiguity and uncertainty. Among these is how to practice high-quality western-style policing in the contexts of traditional Diné philosophy.

The officers' judgments carry major spiritual, emotional, and physical consequences for the people. Performing these moral tasks under stress over a typical police career also packs powerful life consequences for practitioners. There are no resources available for counseling and staff do not receive critical incident stress debriefings.

Research shows that officers in their 30's, with seven to 12 years on the job, are most vulnerable to the effects of unmanaged hypervigilance. Dr. Gilmartin's book and class are excellent resources.

A 2020 article in the Journal of the American Medical Association (JAMA), researcher John M. Violanti found:

"There is little doubt that police work involves physical danger. Often overlooked, however, are the psychological dangers of this work. The recent article by Jetelina et al<sup>1</sup> helps to bring this problem to the forefront. This article discusses the prevalence of mental illness among a sample of police officers and reasons why they do not seek professional help. Twelve percent of officers reported a mental health diagnosis, and 26% reported current symptoms of mental illness. Officers reported that they would be unlikely to seek mental health care because of lack of confidentiality, stigma, loss of job, and mistrust of mental health care professionals who do not understand police work."

Violanti and Gilmartin both found that making attention to emotional and mental health a routine aspect of professional development will make it easier for officers to accept help. In the same article, Violanti concluded:

"Stigma is one of the most frequently identified barriers to mental health care and is substantial among the police. Influenced by the police culture, officers may feel that if they admit mental health problems and seek help, they will be less trusted by peers and supervisors and may lose opportunities for promotions. This problem can be alleviated by establishing a greater trust between officers and police administration. Establishing such trust is problematic because officers consistently report that the organization itself is a significant source of stress. With trust, the police organization can help to reduce mental distress by fostering a sense of support and helping officers overcome negative experiences and potential mental strain."

Retention will continue to be a big problem. Too many vacancies make an even smaller Department that has significantly too few personnel to come close to matching demand. Addressing emotional survival along with a long-term plan on

housing, compensation, and career planning will be keys to solving the retention problem.

## Recommendations

### Emotional Survival

As previously stated, emotional survival is the missing piece in officer safety training for incumbent commissioned officers as well. (See the Recommendations discussion on this in the Recruit section above.) The Academy should develop emotional survival education that evolves as personnel grow through various phases of their careers. The effects of unmanaged hypervigilance are greater at various points along the arc of a career.

### Succession Planning

While police administration is subject to many variables, such as funding, that are beyond the Chief's purview, the Department can create a plan for leadership succession.

Succession planning is the process of identifying critical positions within your organization and developing action plans for individuals to assume those positions. Taking a holistic view of current and future goals, this type of preparation ensures that you have the right people in the right jobs today and in the years to come. In the long term, succession planning strengthens the overall capability of the organization by:

- Identifying critical positions and highlighting potential vacancies,
- Selecting key competencies and skills necessary for business continuity, and
- Focusing development of individuals to meet future organizational needs.

A succession plan identifies future staffing needs and the people with the skills and potential to perform in these future roles.

The consultants recommend that the Chief convene a **Working Group of the Area Commanders** and task them with developing this vision for the future of the NPD. Furthermore, it is recommended that they coordinate their work with the Captains' Council as they examine personnel retention.

### Wellness Academy

Policing is very stressful, putting personnel through morality tests on every shift. NPD should try to ensure that burnout is not turning good people into bad cops. Commanding officers, Internal Affairs (IA), and Human Resources (HR) should put systems in place to pick up on signals that an officer might be straying into negative behavior.

The study recommends significant investments in equipment, training and police remuneration in order to improve response times, police conduct, and professionalism. The study also recommends developing a mid-career wellness academy for police personnel designed to support healthy strategies for stress management. All officers need more information, and many need active assistance of some kind.

Specifically, the consultant team recommends:

- Mandatory attendance at a mid-career wellness academy should start at 5 years and continue to year 20. Mandatory participation will remove any stigma attached to seeking out support. Other ways to support this goal might include an annual program of speakers, workshops and classes, and links or referrals to the full spectrum of services, e.g. counseling and treatment.
- Increase support for staff and officers in multiple ways: through increasing staffing and reducing staff shortages, through increasing pay and benefits, and increasing training in skills needed daily on the job

## Chapter 6: Implementing Culturally Responsive Problem-Oriented Policing

Problem-Oriented Policing (POP) is an evidence-based approach to public safety that seeks to contextualize crime in reference to underlying social dynamics. A Rand Corporation evaluation demonstrating that “POP is effective for reducing crime in places at elevated risk,” validated the hypothesis that most calls for service are signals of broader, chronic disorder in a particular place and among particular people. Long before the crime is committed, disorder and disruption occurs. The behavior that develops into a call to the police usually has deep roots.

The late Herman Goldstein (1979) developed the concept of POP in his seminal work, *Problem-Oriented Policing*, where he offers the following characterization of the challenges facing many departments:

“The public calls upon the police to respond to an astounding range of problems and to perform an extraordinary diversity of tasks, all the while assuming that police have the expertise and resources to do so. Many of these problems and tasks fall to the police through the default of others: from gaps in government services, to the abandonment of responsibility by private citizens, corporations, and other organizations. This has always been a concern. In recent years, through a more methodical approach to policing, police are increasingly pressing for a more rational distribution of responsibilities based upon a detailed examination of the differing facets of police business.”

Goldstein's work would serve well as a guide for conducting POP work and for training people to do so.

Alongside the need to employ POP partnerships to develop long-term reductions in alcohol-related offenses, homicide and domestic violence and drug-related crime, the method should be employed to shift responses to the proper authorities on many other matters that come to the attention of the police via 9-1-1. These concerns cover the spectrum of conflicts and issues that arise in everyday life, from property disputes to individuals and families struggling with mental illness. They include public health problems, environmental enforcement, fish and game concerns, and other matters better handled by the government agencies established to handle them.

To apply POP to these situations will require a new day of partnership among and between NPD and other agencies with a stake in the safety of the people. In the estimation of the consultant team, Navajo agencies experience a deeper emotional and spiritual connection to the community than do agencies in most US counties and states. The government is not separated from the people as it is elsewhere. People feel a connection to the national tradition and in what condition they will leave a



sovereign nation to their descendants. Criminal Investigations Director and former NPD Captain Michael Henderson captured this in opening discussions with the consulting team in January, 2020. He talked about the 1968 centennial commemoration of the Treaty, and how speakers reflected on the work of the 1868 leaders as if they and their contributions were still vital and dynamic. “What will the people of 2068 say of us,” he asked, “when they reflect on the second 100 years of this phase of our lives?”

The connection that is not as strong is that among and between Navajo government agencies. A nation in which public servants collaborate for the immediate relief of individual persons’ suffering and for the long-term secure sovereignty of all the people certainly meets the standard Director Henderson suggests, for the legacy the current generation of leaders will create. It will be important for the NPD to invest in these relationships in building the platform for success with POP.

Given the huge influence of alcohol abuse and domestic violence in the adult population, and drug and alcohol-driven violence among a growing number of young people, on demand for police services, it would seem a fruitful course to explore how the grace and power of *K’ei* might be deployed in a problem-oriented strategy. What about the role of families/elders in crime prevention and response? Can that role be made more explicit within NPD response protocols and also perhaps better supported by NPD? (see “scanning” and “analysis” sections below).

The Center for Problem-Oriented Policing is now housed nearby at the Watts College of Public Service and Community Solutions at Arizona State University. They can be a tremendous resource in the shift to a POP strategy.

Section 3 of chapter 4 describes culturally responsive Problem-Oriented Policing. This policing strategy involves four components:

- **Scanning** for community identified priorities;
- **Analysis** of patterns related to public safety concerns;
- **Response** using interventions likely to address underlying causes of public safety concerns;
- **Assessment** to verify efficacy of interventions.

This chapter is organized into four sections, each describing relevant factors and recommended next steps related to each of these four components.

## Section 1: Scanning

Effective scanning efforts involve collaboration with community and public safety stakeholders to identify issues of significant concern and clarification of the impact these issues have on community and public safety stakeholders. The collaborative process of identifying and understanding community concerns should yield goals related to community outcomes.

### Recommendations

#### Collaboration

The data used in the scanning stage must come from multiple sources - specifically including community residents within the area of focus. Chapters can be a valuable asset in this work.

Chapters are organized into 8 regions. The NPD might consider aligning these regional boundaries with Police Districts' lines. Alignment would facilitate collaborative planning and action. Meeting participants also acknowledged some of the challenges of law enforcement near the border and expressed concern about some of the light penalties for serious offenses.

Chapter leaders told us that members already are involved in addressing disorder, crime and harm in their areas. Birdsprings Chapter reported that typical crimes and problems currently addressed by Chapter personnel are adjudicating land disputes; addressing violence that follows when the disputes are not satisfactorily resolved; and intervening in situations of domestic violence.

Clan elders and members can contribute to the SARA discussions and to development of solutions in many cases. The basis for such a measure would seem to be established in the Fundamental Law. Justice Raymond D. Austin (2009) in *Navajo Courts and Navajo Common Law* cites Kluckhohn and Leighton's *The Navajo* in asserting:

"The Navajo Clan System, where people trace their lineage through their mothers, is a legal system. Navajo relations and responsibilities to clan members are part of a sophisticated system that defines rights, duties, and mutual obligations in relationships." (p.153)

Enhancement of collaboration with internal, Navajo partners in human and social services, the prosecution and the courts. Empower the national network made up of families, clans, and Chapters. The use of strategic partnerships from among the Diné networks acts as a force multiplier for relief.

As cited above, in 2018 50% of calls to Crownpoint District were for motor vehicle thefts. The district accounted for one-third of the motor vehicle thefts in Navajo. This

is a prime example of a crime problem that should be approached by the culturally responsive POP method supported by crime analysis.

### **Identifying Impacts**

Similarly, the impact of any given public safety or crime problem cannot be understood absent significant input from the residents, businesses, and communities affected. The collaborative partnerships referenced above can be leveraged to understand the impacts of any specific problems and focus areas.

### **Developing Outcomes Goals**

The “assessment” phase of SARA is often the most neglected or short-changed. Setting up for success in this model will require setting goals (specific problem resolution goals) at the Scanning phase, and seeking to achieve agreement with impacted communities on what success in problem resolution will look like.

### **Sergeants-Led, District Problem-Solving Councils**

The Councils would engage sergeants in accountable, substantive leadership activities with their patrol officers and districts. They could serve as the engine for harm and crime reduction in their areas. These would not have to be standing task forces or cost any money. The work would be integrated into the sergeants’ existing portfolios. They would come together as needed. Sergeants could activate their Councils on their own, to address a problem they are seeing. Patrol officers would be encouraged to call them together with proposals for addressing issues they are seeing; district commanders could assign problems to work on, which could be substantive harm and crime matters or administrative problems.

Primarily, the DPSC would be a place for patrol officers to come for brainstorming, guidance, resources (contacts, equipment, personnel, etc). on problems they are seeing in the community.

Sergeants would receive a two-day training on Problem-Oriented Policing to start. This should include training on opening dialogue with local Chapter Houses to engage community leaders as partners in preventing harm and crime. It should engage the sergeants in considering how they might engage clan leadership in addressing chronic problems in households that generate disproportionate calls for service.

They would be convened every six months by their district captains to share learning about what works and what does not work.

More ideas along these lines emerged from the interviews. Their ideas are valuable in themselves and in demonstrating the insight and creativity percolating in the first-line and supervisory patrol personnel. Tyler Lynch, a Dilkon patrol officer, suggested: “Community Response Teams for each chapter including but not limited to cops. Could be one team for multiple Chapters, but would be the same ppl responding

over time (community policing) and could expand through engagement of community volunteers.”

### **Captains’ Council on Harm Prevention and Personnel Management**

District Commanders have significant knowledge, experience and wisdom. NPD should tap that wisdom in a way that gives captains ownership and accountability for Department strategy. The Council would assemble every six weeks, either in person or via Zoom. At each session three of the captains would present in a format designed by the Chief’s office. The format would include how they are addressing the big harm, crime and disorder problems in their districts and how they are managing their personnel resources.

Personnel matters would include managing person-hours budgets (see below); plans to develop the professional and leadership skills and competencies of district officers; and personnel administration.

Sitting in on weekly commanders meetings, the consultants have learned that NPD command personnel are eager to improve systems and outcomes. The suggestion on creating the Captains’ Council flows from that experience. For example, in the Central Area, Commander Ronald Silversmith is analyzing demand for police service through creation of a grid map of the territory. This will allow him to look closely at where demand is originating. It will enable efforts to reduce and prevent the problems driving demand for police response.

### **Person-Hour Budgets for Districts**

Enhance accountability and efficiency by allocating each district commander a budget of *Person Hours*. They would be accountable for expanding those hours as they deem best to deliver Reliable, Responsible, and Trustworthy policing in the context of the upcoming Strategic Plan. Captains would treat time the same way as money. They would apportion their budgeted hours over the 12 months. Of course, no one can predict a COVID-19 pandemic or a “hemp farm” stand-off. But, in general, captains would be accountable for ensuring to the best of their ability that they had the optimum number of person hours available throughout the year. As mentioned in the previous paragraph, the Captains’ Council, if adopted, would be one instrument for holding commanders accountable on personnel management.

### **Strategic Partnerships**

Improved, formal partnerships with state and county agencies that have concurrent jurisdiction in Navajo, consistent with Chapter 1, Navajo Nation Code, section 203, clause J. which teaches, “The Diné and the government can incorporate those practices, principles and values of other societies that are not contrary to the values and principles of Diné Bi Beenahaz’aanii and that they deem is in their best interest and is necessary to provide for the physical and mental well-being for every individual.” See the “Jurisdictional Analysis,” below, for more on this strategic topic.

## **Drones and an Air Wing**

In the longer term, more efficiencies will be available from technological supports such as the ongoing modernization of information technology. Also in the longer term the Department should look at systems, consistent with Clause J., that can help to compensate for the huge distance issues, such as a small air wing that includes unarmed drones and a helicopter(s).

The notion of air assistance for a Department so financially strapped may seem fanciful. But Indian Country is entering a period with the most sympathetic US government in history. Air assistance would get personnel rapidly to life-threatening emergencies, from people in critical condition to officers critically in need of back-up.

## **Section 2: Analysis**

Effective analysis efforts involve the use of data and research to better understand the causal factors contributing to issues of concern, and the evaluation of approaches currently used by community, public safety, and other stakeholders (e.g., public health) to address these issues. Emphasis should be placed on identifying strengths and weaknesses of current approaches to build on what works, and avoid repeating efforts that have previously been unsuccessful. At the conclusion of the analysis phase, the Department should have a testable hypothesis concerning the causal factors contributing to the issues of concern.

The aim of crime analysis is to turn information into a tool that first-line officers and supervisors can use to improve police efficacy. Consider a case. In 2018, motor vehicle theft accounted for 50% of reported Part One crimes in Crownpoint. But what were the drivers of this epidemic of motor vehicle theft? Was it insurance fraud? Unauthorized use by young people in the household? Joyriding youth gangs? An organized ring seeking specific brands of vehicles for West Coast syndicates to smuggle out and sell overseas? Poor crime recording? The extent of the collected data does not shed any light on root causes. Robust crime analysis would identify the root causes leading to that large number of reported thefts, and enable NPD personnel to devise prevention strategies targeted to those specific root causes.

### **Crime Analysis**

Consider the US COPS Office definition of crime analysis:

- “The qualitative and quantitative study of crime and law enforcement information in combination with socio-demographic and spatial factors to apprehend criminals, prevent crime, reduce disorder, and evaluate organizational procedures;

- Crime analysis uses both qualitative and quantitative data and analytical techniques. Qualitative data and analytical techniques refer to non-numerical data as well as the examination and interpretation of observations for the purpose of discovering underlying meanings and patterns of relationships. This is most typical of field research, content analysis, and historical research. Quantitative data are data primarily in numerical or categorical format;
- Quantitative analysis consists of manipulations of observations for the purpose of describing and explaining the phenomena that those observations reflect and is primarily statistical. Crime analysis employs both types of data and techniques depending on the analytical and practical need. For example, crime data can be used in various ways, both quantitatively and qualitatively. The information such as date, time, location, and type of crime is quantitative in that statistics can be used to analyze these variables. On the other hand, narratives of crime reports are considered qualitative data in that a large number of narratives are nearly impossible to analyze statistically and are primarily examined to determine general themes and patterns."

Currently, the NPD has no effective crime analysis capability. In the absence of this capability, the Department's efforts to do crime and harm reduction and prevention are undermined. A general approach to effective analysis is described below.

### Crime Analysis Capability

Crime analysis should begin with a focus on the outcomes goals identified in the scanning phase. The question should be, "what information does the Department currently have or can it collect that will help to shed light on factors related to this goal?" A good starting point for such an analysis will be calls for service data. However, a word of caution is in order.

Calls for service may be signals that harm, disharmony, and disorder are taking place at a given location in the community at given times. As 9-1-1 a centralized collection point for calls for service in many police districts across the country, 9-1-1 has become one of the most important services provided by western-style governments, and can be an invaluable source of information if data is recorded and managed in the right ways.

9-1-1 was created following a recommendation by the President's Crime Commission in 1968. Before its creation Americans would dial a 7-digit number for their local police departments. Prior to 9-1-1 only about 10% of Americans knew the seven-digit number to call in the event of an emergency. After the system's spectacular success, 90% learned about and used the 9-1-1 telephone number.

The result of this success, however, was that people would call 9-1-1 for police assistance about every kind of concern. The police scholar Egon Bittner (1990)

remarked that "...the duties of a patrolman [had become] a mind boggling variety, it compels the [...] inference that no human problem exists, or is imaginable, about which it could be said with finality that this certainly could not become the proper business of the police." Or, in the words of an NPD patrol officer, "we need to be the police ... and also a therapist, a marriage counselor, a veterinarian, and a minister." The overuse of 9-1-1 actually began to limit police effectiveness by creating what the late police scholar George L. Kelling called a "culture of hurrying."

Demands of quantity have a way of overwhelming quality, and by the mid-1970's policing had become so driven by demand to respond to large quantities of calls that it became entirely reactive. The next available unit had to be available to respond to the next call. Departments established systems of priorities in calls to be answered. But it was all about reacting to what just occurred, not about understanding what was happening at the community-level and intervening before events escalated to the point that a call for service would be placed. Policing became the "3 Rs:" Random patrol, Rapid response, and Retrospective investigation.

Using data collected through 9-1-1 as a guide to crime analysis can support the shift from reactive to *proactive* policing. This focus can offset some of the liabilities to which police are exposed as a result of the demands created by a 9-1-1 system. Because the NPD is just rolling-out its 9-1-1, it has an incredible opportunity to skip some of the misguided efforts that 9-1-1 inspired, and move directly to a balanced approach that uses 9-1-1 both as a streamlined tool for coordinating public safety response to emergencies, and also, through careful data collection, as a tool to support triage of community concerns.

The Department has the will and potential to do very effective crime analysis, but it needs to implement policies and practices related to data collection consistently across all districts. The Department should produce daily and weekly maps showing where and when calls are originating, the types of calls coming in from those locations, and the exact time required of each officer involved in responding. This would give better information about "hot spots", peak times, and response times. This information would enable better analysis related to underlying causes, would facilitate "repeat call analysis"<sup>30</sup>, and would support more detailed staffing plans at the district level.

## Crime Reporting and Recording

Across NPD operations, entering and recording incident reports is a problem. Crime reporting inconsistencies by NPD personnel hamper effective safety and justice. This is seen universally as a problem. The Navajo Epidemiology Center, for example,

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<sup>30</sup> In most communities, the majority of calls to police come from a minority of addresses. The very first repeat call analytical work in the US projected that 60% of calls from 40% of the community's addresses. Later work showed intensive clustering by address and frequency. That is, a few households generated huge numbers of calls.



published a port pier website that looked at highway incidents 2005-2014. The report used data from sources including the US Indian Health Service. One of the findings included the observation that a “limitation of this report is that many data fields are left empty by reporting law enforcement officers, which could lead to identifying false risk factors, missing true risk factors, and missing fatal crash clusters.” NPD’s non-Indian law enforcement partners also note some of the challenges in this area. For example, personnel from the Arizona State Police reported in interviews that NPD personnel frequently fail to enter motor vehicle crash reports, potentially undermining highway safety funding.

The evidence reviewed by the consulting team suggests that crime recording to date has suffered from neglect of the system during the long period of rotation in the Chief’s position. Coding of offenses in the system grew inconsistent from one district to the next. This lack of uniformity undermined the usefulness of the data. Chief Francisco has set in motion plans to audit the quality of the data. The Chief has committed to a regime of quality control. This is very much needed in crime recording and reporting. The research team recommends this should proceed with all deliberate haste. Crime recording has been shaped also by the requirements for reporting to the FBI’s Uniform Crime Report (UCR).

It is also striking that annual reports indicate that only 2% of the calls are for domestic violence. Yet anecdotal evidence in the form of interviews with patrol personnel reveals that domestic violence is one of the biggest public safety issues facing the Nation and a major factor in many calls. It’s likely that many domestic violence calls go uncategorized or misscategorized because other offenses may be occurring simultaneously or because the original call for service mentioned some other types of complaint. Similarly, alcohol-related issues are likely under reported or misscategorized for the same reasons.

Another example of a problem area cited by NPD personnel from the patrol level to the Chief’s office is the entry of missing person reports. A crisis of missing and murdered women grips Indian Country. But without accurate data Navajo efforts to address the problem locally are hampered. Maintenance of the Sexual Offender Registry Notification Act (SORNA) records has also proved a challenge, though recent attention in this area promises to bring improvements.

Crime recording, meaning weekly, monthly, and annual compilations, is also improving as this Report is written. It is improving, however, from a deeply deficient baseline. In two years of annual crime reports that have been reviewed, 2018 and 2019, the Department used a miscellaneous category for 78% of calls for service. The Department may as well record nothing if 8 out of 10 incidents are considered miscellaneous. No police department can do effective enforcement and prevention when so much valuable data is lumped into an undifferentiated catch-all.

## Recommendations

In the absence of a crime analysis function, Department efforts to do crime and harm reduction and prevention are undermined. This is an area of potential growth for NPD. No Navajo PD analysis of the complex issue of domestic violence appears to exist. A crime analysis function would enable NPD to determine the likely locations for domestic violence incidents. This forecasting capability would inform efforts to prevent future victimizations. As recommended in more detail elsewhere in this Report, a prevention strategy would necessarily involve the active collaboration of other stakeholders, from relatives to service providers.

The Department has the will and potential to do very effective crime analysis. They could produce daily and weekly maps of where calls are coming from and the types of calls coming in from those locations. This would produce knowledge such as where calls are clustering frequently, the so-called “repeat call analysis.” This kind of analytic finding cries out for the Problem-Oriented Policing approach, presented later in this Report, to address problems and reduce pressure on rapid response. As recommended in more detail elsewhere in this Report, a prevention strategy would necessarily involve the active collaboration of other stakeholders, from relatives to service providers.

The Community-Oriented Policing Service (COPS) Office “Introductory Guide to Crime Analysis and Mapping” (Boba, 2001) is dated but still serves as a good primer. The Guide describes how Crime analysis capability would support more effective policing in all areas. It would provide crucial support to the Diné-informed Problem-Oriented Policing strategy presented later in this Report.

In order to improve crime analysis, the study recommends the following actions:

- Establish a **Crime Analysis Unit**. The NPD should create a three-person unit with members trained in all phases of analysis.
- **Identify Initial Unit Outputs**. The following are basic analytical reports with which a new unit could start:
  - **Repeat Call Analysis**. As stated above, much research supports the finding that a majority of calls for service come from a minority of households in any community. Furthermore, the consultants have learned through research that units as small as a single household can be the drivers for calls—therefore the source of harm and *naaye’e* in a neighborhood or village.
  - **Impact Analysis and Crime Mapping**. This is known also as “hot spots” analysis. Where is most of the disruptive and criminal behavior taking

place? Lists cannot match the power of an image. The first written languages of all peoples were pictorial; abstract alphabets came millennia later. In crime analysis, a picture is indeed worth a thousand words. Mapping reports at the district level are for front-line officers and supervisors. The trends and patterns that show up in the analysis will guide deployment and tactics. At the national level they allow leaders to see the major trends and patterns.

- **Crime and Harm Forecasting.** Effective Prevention and Harm reduction through Crime Forecasting technology requires information sharing across police, corrections, community corrections, and prosecutors. Consider integrating offender interviews<sup>31</sup> in this process to identify themes (many robberies, for example, might be retribution for previous offenses where the offender was themselves victimized.)

There is an opportunity here to satisfy the UCR and to make improvements in NPD analysis and reporting of data. The following practices are recommended to be implemented in the near future:

- Establish **New Policies and Practices including regular audits of the system, such as the one Chief Francisco is now undertaking.** All phases of crime recording in the Department must be examined in a top-to-bottom systems overhaul. Too many knowledgeable people within and without the NPD are concerned to the point that this set of issues should not wait for attention. The Chief should appoint a working group including patrol officers, dispatchers, IT staff and command officers to work on this. Their work should be incorporated in updated General Orders.
- Develop a **New Crime Reports Template.** Develop a new set of categories for crime recording as part of the ongoing effort to develop improved reporting templates. It must eliminate the “all other offenses” category and create proper categories for the incidents lumped there. By counting the frequency of any type of problem, offense, or incident importance is given. Lots of evidence indicates alcohol is the leading reason for harm in the Navajo Nation. So NPD must start counting in a separate category all alcohol-related incidents—especially homicides, domestic violence incidents, and highway fatalities.
- **Require full and consistent compliance with reporting** of all traffic-related incidents, including DUI, vehicle crashes and pedestrian and passenger injuries and deaths.

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<sup>31</sup> Decker, Scott H. (2005). Using Offender Interviews To Inform Police Problem Solving. Office of Community Oriented Policing Services (COPS).

- **Establish a Working Group on Reduction and Prevention.** Once good data is collected, the Department should convene a working group comprising (at a minimum) NPD, Navajo Epidemiology Center, Navajo Department of Transportation, Arizona State Police, New Mexico State Police and San Juan County Sheriff's Office.
- **Alcohol-Driven Offenses: Homicide, Domestic Violence, Highway Fatalities** In policing, the old saying goes, you get what you count. By counting the frequency of any type of problem, offense, or incident it is given importance. Lots of evidence indicates alcohol is the leading reason for harm in the Navajo Nation. So NPD must start counting in a separate category all alcohol-related incidents—especially homicides, domestic violence incidents, and highway fatalities.
- **Create the Navajo Epidemiology Center (NEC) “Roadmap”.** Many variables and factors contribute to the burden of car crash fatalities on the Navajo Nation. Several approaches will be required to make an impact on decreasing these fatal car crashes. Some approaches might include health promotion and behavioral modification, mass media campaigns, increased law enforcement, and road improvement and engineering. This report is just the beginning of an effort to identify what strategies might be helpful. The following are some basic recommendations to address this problem:
  - **A disproportionate percentage of crashes** occurred on or near the Eastern Agency. This is in large part due to the influence of Interstate 40. The 5 Chapters with the highest crash per square mile are all found along Interstate 40 or State Route 264. The top 15 are all found along Interstate 40, State Route 264, US 491, US 64, and State Route 36. Eleven Chapters had higher crash rates than the other 99 Chapters. These Chapters are spread out amongst all 5 Agencies.
  - **Driver education messages.** While driver ZIP code was not always recorded, three Chapters had higher rates of crashes than the others. These Chapters are Crystal, Ganado, and Newcomb. This might be a good place to start with driver education messages. If these Chapters are unavailable, the next 5 for targeting with driver education are Tonalea, Rock Springs, Iyanbito, Sheep Springs, and Upper Fruitland.
  - **Target distracted drivers.** Discouraging driving under the influence of alcohol, inattentive driving (including cell phone use), and speed reduction. Cell phone use was not recorded very frequently, although “Careless or inattentive driving” was cited for 132 drivers. It is possible that many of these careless drivers were in fact using a cell phone but the reporting officer was unaware. Continued education and enforcement regarding texting and driving should be emphasized. While

approximately 6 of 7 drivers were from Arizona, New Mexico, or Utah fewer than half of drivers originated from the Navajo Nation. Therefore local education efforts may be effective but cannot be the only method of crash prevention.

- **Leverage engineering or signage to prevent crashes.** Engineering or signage features could help prevent crashes as well as determining if increased presence of law enforcement to discourage speeding would be helpful. Approximately 1 in 6 vehicles crossed the centerline or median in fatal crashes. The most common roads where this occurred were US 160, US 89, Interstate 40, SR 264, US 191, SR 98, and US 491. Vehicles ran off the roadway in fatal crashes frequently (reported 461 times). This happened most often on Interstate 40, US 160, SR 264, US 191, and US 89.
  - Crash sites could be investigated to learn if sturdier medians or guardrails could be constructed to help prevent serious crashes. Further investigation into the crashes with “Shoulder design or condition”, “Inadequate Warning of Exits, Lanes Narrowing, Traffic Controls, etc.”, or “Inadequate Construction or Poor Design of Roadway, Bridge, etc.” recorded in Crash Related Factor should be conducted. Public health personnel should look into areas where pedestrians were killed and crosswalks were not available to determine if it would make sense to create crosswalks. If the time of these crashes were at night, or in documented areas that are not well lit, increasing street lights may be necessary.
- **Alcohol prevention and behavioral health programs.** The single most influential variable for pedestrian fatality was police reported alcohol involvement, therefore partnerships with alcohol prevention and behavioral health programs should be strengthened. Additional investigation should be made into how pedestrian fatalities might be reduced along SR 264, particularly the NM portion, and US 491.
- **Limit or restrict the driving of people who have had previous harmful event convictions,** who are not licensed or who drove on a suspended license. Approximately 1 in 5 (21.8%) drivers involved were not driving with a valid license. One in 8 (12.8%) had previous suspensions and revocations. One in 3 (33.3%) drivers with a currently invalid license had a previous action against their license. Slightly more than half (52.9%) with previous license issues had a current action against their license. These data indicate a pattern of poor driver performance. A little more than 1 in 9 drivers (11.8%) with police reported alcohol involvement had a previous DWI conviction. About 3 of 4 drivers (75.6%) with a previous DWI conviction had police reported alcohol involvement.

- **Promoting seat belt and appropriate car seat use** will continue to save lives. Almost half of all motorists (adult and child) were unrestrained. Only 17.3% of all children less than 11 were restrained in a child restraint/booster seat. These devices are proven to save lives and prevent injury. Thirty-three percent of all fatalities on the Navajo Nation are passengers in vehicles, which is 87% higher than the U.S. figure in 2014. Forty-two percent of fatalities were drivers on the Navajo Nation which is 65% lower than the U.S. figure in 2014. This may indicate that vehicles on the Navajo Nation have a higher occupancy rate than the U.S. at large. This may have implications in seat belt and car safety seat use.

## Section 3: Response

Effective response efforts begin by considering the range of factors identified in the analysis phase as mostly likely to contribute to the problem issues, and then brainstorming potential interventions.

### Recommendations

#### Selecting an Intervention

As with all parts of a strong culturally responsive POP strategy, close collaboration with community partners and residents will be central to success. Additionally, police may consider using the ASU Problem Specific Guides to inform intervention strategies.

#### Ensuring Cultural Responsiveness

Problem-Oriented Policing is *culturally responsive* when each of the steps in the SARA model includes a diverse representation of community and partner-agency stakeholders and accommodates the beliefs, customs, and practices of stakeholder groups. It will be particularly important when analyzing and forecasting the potential consequences of intervention for members of the NPD to understand Diné culture, historical events that have shaped Diné decision-making, and broader socio-cultural trends that impact the ways traditional Diné beliefs systems function in contemporary society.

## Section 4: Assessment

Effective assessment efforts involve collecting qualitative and quantitative data that show whether interventions implemented in the responses phase have achieved their intended goals. If the goals have been achieved, then the Department should be sure to record the factors that led to success so they can be repeated in years to come. If the goals have not been achieved, then the Department must loop back to the analysis phase and repeat the process using a new hypothesis and new interventions.

## Recommendations

### **Assessing Efficacy**

In general, police efficacy should be measured by police ability to reduce crime, harm, and fear. Crime rates can be measured and tracked over time through the mechanisms mentioned above in the section on analysis. Harm and fear, however, are much more subjective characteristics, and measuring them will require direct engagement with community members. Community surveys and focus groups are examples of methods that may be used to gauge community perception over time. The NPD could, for example, use the results of the community survey used to develop this report as a baseline, and administer the same questions on a regular basis to see how community perceptions of fear, harm, and general police efficacy are changing over time. The same partnerships as those mentioned in the section above on scanning (e.g., Chapters, public health partners, health care providers, etc.) will prove indispensable for the purposes of assessment.



## Chapter 7: Creating An Agile, High-Performing Organization

### Organizational Configuration and Service Delivery System

The most common administrative arrangement for police departments in Indian Country is organization under the auspices of the Indian Self-Determination and Education Assistance Act of 1975. Also known as Public Law 93-638 (PL 93-638) - often shorthand as "638". This law gives indigenous persons the opportunity to establish their own government functions by contracting with the Bureau of Indian Affairs (BIA). Thus, "638" departments are administered under contract with the BIA's Division of Law Enforcement Services. Typically, a 638 contract establishes the department's organizational framework and performance standards and provides basic funding for the police function. Officers and non-sworn staff of these departments are tribal employees.

As discussed elsewhere in this report, control of police administrative functions in the executive branch administrative departments makes it difficult for top management in the Department to plan for and be fully accountable for human resource management practices and systems including succession planning and labor/management relations; facilities; equipment; budgets; fleet replacement and maintenance; purchasing; and payroll. This presents multiple challenges—logistic, cultural and performance.

The result? Many managers (sworn and civilian) are frustrated by slow and antiquated systems which impinge upon their ability to administer and manage the Department's complex operations. This causes or exacerbates morale problems. The centralization of systems within the Navajo Nation and the Department of Public Safety create layers of necessary approvals and also create distance between decision-makers and those working on the front lines. This causes delays, which again, cause and exacerbate morale problems as managers feel helpless to solve very real problems for which they are accountable.

The consulting team sought to understand some of the ways to mitigate these harms while acknowledging the very real barriers to systems change embedded in these problems. In service to this, the consulting team interviewed many commissioned and noncommissioned officers through Zoom sessions and in the three visits made to the Navajo Nation (in addition to analyzing survey responses).

### Recommendations

There are multiple fronts to address the challenges including a) staffing up (see earlier recommendations on sworn personnel, plus specifically, adding civilian dispatchers) and b) training—every member of the Department (commissioned and non-commissioned) needs training to address the very real challenges of their roles.

In addition to adding personnel, there are multiple organizational practices and policies that could be modified to benefit the team's ability to be responsive, agile and high performing—most of them outlined in the seriously outdated General Orders.

## General Orders

The consulting team reviewed several groups of documents that were provided containing the Navajo Nation Police Department's Rules and Regulations as well as their Policies and Procedures.

Upon reviewing the documents provided it was clear that a lot of work needs to be done in these areas in order to bring these essential documents up to date. Some of those documents were signed by persons no longer with the Department or concerned practices that are no longer followed and the majority of them are out of date. For example, many General Orders that were provided were dated February 1979, others were from 1991 and some more recently from 2017. Today's policing environment requires that a Department provide an extensive, well thought-out set of written directives to guide a Department's personnel in their daily activities. These directives must be up to date and reflect best practices in the policing environment.

## Recommendations

### New General Orders

The Department's General Orders are decades old, and while they likely contain usable guidance, they need to be updated to reflect shifting strategic priorities of the Department and modern operating procedures to ensure consistent and high quality expectations of Department personnel.

### Continuous Improvement

The Department should look to embrace national best practices and model policies in policing.<sup>32</sup> The Department is in a good position to stay abreast of these emerging practices and policies as many in leadership positions are also active leaders in national policing organizations.<sup>33</sup>

The Department should include the Regional Dispatch Center as part of this process. At a minimum the Department can adapt ideas for policy and operations from the CALEA standards or IACP model policies.

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<sup>32</sup> A long term goal of the Department may be to eventually seek accreditation through the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA). Consultants do not recommend this now. Information on CALEA and its application process is available from their website: [calea.org](http://calea.org).

<sup>33</sup> One such example is the International Association of Chiefs of Police (IACP) which has an Indian Country Law Enforcement Section that the Department has submitted [press releases](#) to.

## Current Organizational Structure

Many of the recommendations in this report will benefit from / be more successfully implemented with a revised organizational structure. However, the specific changes should follow from organizational goals and strategy decisions to be made in the coming planning phase.

## Recommendations

Conduct organizational realignment to ensure that the structure of the department is optimized to meet goals set in the upcoming strategic planning process. One immediate area for change is in the administrative functions, specifically, the need to add a Legal Advisor.

The NPD's districts cross territory larger than West Virginia, and not always contiguously. The NPD has multiple mutual aid agreements with neighboring departments (local, regional, state and federal) across three states. Consequently, officers have to master the most complicated jurisdictional details of any force in the nation; along with Navajo law, they must know Arizona, New Mexico, Utah and federal laws. They must also know when these laws apply -and when they do not. The Department needs reliable, agile, responsive, and expert legal counsel on call to support both proactive management of this complex array of intersecting laws and to address problems when they arise.

## Performance Measurement Systems

One problem that the Department has recognized and should rectify speedily is the failure of all units to be in compliance with the national government's Department of Personnel Management performance evaluation program. Employees are denied step increases in units that are only partially in compliance. All Department supervisors should make this a first order of business.

In addition to the formal performance measures, every police department follows norms for performance standards. As with all norms in all communities, they are not written anywhere but seem to be understood by all.

Interviews with sergeants and patrol officers suggest district commanders employ varying standards for performance measurement. They report that such benchmarks, as they exist, reflect the individual priorities of a captain or lieutenant.

There is value in each district commander having his or her individual performance marks. It is healthy for the Department to let innovations develop in the local areas. As long as their variations are consistent with Department core values and policy, and with officer and community safety, they should be welcome. Innovation is a core national characteristic.

However, the challenge for first-line personnel is, absent department-wide policy, local innovation can be confusing, and can even seem capricious. The Department has the creativity and the core strength to develop expectations and metrics that go to the heart of what it means to carry out Navajo Policing.

## Recommendations

### **Adapt Core Performance Standards to the New Strategic Plan**

One of the most valuable promotions made by Chief Francisco in the past few months is the appointment of Captain Emmett Yazzie to Head the Office of Professional Standards. As part of the needed overhaul of General Orders, Commander Yazzie can utilize the Captains' Council or a similar working group to develop a regime of core performance measures customized for the NPD. Ask first-line staff: what do they perceive as the prevailing norms for performance measurements? Consult with elders and other influential community leaders outside the Department to answer the question, how should Navajo officers conduct themselves in the community?

The goal is to develop measurements that connect to the unique expectations for what constitutes good Navajo conduct and output. These measurements must be approved by DPM and completed on a timely and thorough basis.

### **Budget Policy**

A government budget is a planning document that outlines projected revenue and expenditure, and is a reflection of the entity's priorities.

The NPD's budget is complex in terms of how it is developed and in the challenges of managing expenditures. In the organizational assessment process, the consultants aimed to assess the development process, identifying the alignment between organizational priorities and spending, and note areas for improvement in both alignment vis a vis priorities and in management. Finally, we aimed to identify the most pressing areas to increase resources to enable the Department to meet the demands for its services now and in the immediate future.

The NPD budget is established and approved by the Law and Order Committee (LOC) of the Navajo Nation Council (the Council). The LOC recommends a budget to the Council's Budget and Finance Committee for the entire Navajo Nation Division of Public Safety, of which the NPD is one Department. Ultimately, the entire budget must also be approved by the Office of the President and the Office of the Vice President.

The annual budget<sup>34</sup> (from the General Fund and the Special Revenue Fund) for the NPD has grown substantially in the past three years, but remains insufficient to a) meet the Department's current needs (see "unmet need" category from 2020) and more importantly, b) to enable the investments necessary to bring the Department forward in accordance with its goals as articulated in the strategic plan.

Table 3 shows a high level summary of the Department's operating budget for the past three years, operating with 150-200 sworn officers and 88 non-commissioned personnel.

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<sup>34</sup> This is calculated by adding the approved budget for the following DPS business units: NPD Admin, Chinle District, Crownpoint District, Kayenta District, Shiprock District, Tuba City District, Window Rock District, Dilkon District, NPD Support Services Program and Training Academy. It excludes the following DPS business units: DOC Juvenile Corrections, Dept of Criminal Investigations, Dept of Fire and Rescue, Office of Internal Affairs, Dept. of Corrections, Emergency Medical Services, DPS Administration, Department of Emergency Management, Fire/Rescue NN Twin Arrows, DPS Special Revenue/Gaming.

**Table 3. NPD annual budget**

	2018	2019	2020	2020 Unmet Need (personnel)	2020 Unmet Need (total)
Chinle	\$2,213,021	\$2,231,265	\$2,904,338		
Crownpoint	\$2,322,569	\$2,549,061	\$3,741,829	\$68,065	\$923,370
Kayenta	\$1,817,777	\$1,913,971	\$2,694,398		
Shiprock	\$2,379,997	\$2,632,727	\$3,756,917	\$46,612	\$491,669
Tuba City	\$2,287,655	\$2,455,573	\$3,270,505		\$641,700
Window Rock	\$2,440,314	\$2,729,861	\$4,932,837		\$428,663
Dilkon	\$1,283,631	\$1,148,894	\$1,819,171	\$24,415	\$266,910
Support Services	\$247,863	\$250,000	\$250,000		
Administration	\$1,825,089	\$1,694,294	\$23,502,048		
Training Academy	\$419,261	\$411,241	\$826,664		\$194,686
<b>Total</b>	\$17,237,177	\$18,016,887	\$47,698,707	\$139,092	\$2,946,998

*\*Between year 2018 and 2019 there was a 4.52% increase and between year 2020 and 2019 there was a 148.39% increase (not including the total unmet need from 2020).*

*\*Below is the percent increase/decrease per category (not including the total unmet need from 2020)*

**Table 4. Budget variance between years**

	2018 - 2019	2019 - 2020
Chinle	0.82%	30.17%
Crownpoint	9.75%	10.57%
Kayenta	5.29%	40.78%
Shiprock	10.62%	24.03%
Tuba City	7.34%	7.05%
Window Rock	11.87%	65.00%
Dilkon	-10.50%	35.11%
Support Services	0.86%	0.00%
Administration	-7.17%	1287.13%
Training Academy	-1.91%	53.68%

## Recommendations

### **Develop a budget policy**

Develop a policy in consultation with current staff that can be used across all districts. This policy should be clearly written in a manner that staff can use to guide them through the entire process. Model policies are available from the IACP and from CALEA, should the Department adopt the recommendation to seek accreditation.

### **Invest in personnel**

The consulting team is recommending a significant additional investment in personnel, raising the authorized number of sworn personnel to 500 from the current authorization of 250. Given that the bulk of the police budget is spent on personnel and the equipment/supplies needed for them to do their jobs, this is tantamount to recommending a doubling of the Department's annual budget. More specifically, each officer will cost an estimated \$80,000 annually (salary, benefits, equipment), and the NPD budget should be raised accordingly.

### **Use civilian support staff**

An assessment of the removal of the budget preparation and execution process away from the commanding officers of the District and to civilian staff members should be made. Commanders should still have overall responsibility for their budget preparation and process but do not need to oversee every step.

### **Administrative assistants for District Commanders**

Explore the need to add an administrative assistant to help support the District Commanders in their day-to-day oversight of their District. This assistant may be part of



the civilian staff but needs to be familiar with a wide variety of administrative tasks, including managing a budget. These persons would be able to free up the District Commanders and Station Commanders to concentrate more on police related matters.

## Chapter 8: Infrastructure and Equipment

A modern, high performing police department requires modern, high performing informational technology systems, facilities, and equipment. The consulting team reviewed NPD's current informational technology systems, facilities, and equipment, and found some areas of strength and some areas in dire need of improvement. While several of the police facilities are in such a state of disrepair that they are almost nonfunctional, many facilities are modern and provide a professional and safe environment. Information technology is an area in need of major investment, although many of the most urgent areas for improvement will rely on coordinated efforts across the Nation to improve broadband and cellular connectivity. The NPD has some industry-standard equipment, but some vital elements, like the NPD vehicle fleet, require improvements. The following sections describe the current state of these police assets and offer recommendations that will support the continued professionalization and performance of the NPD.

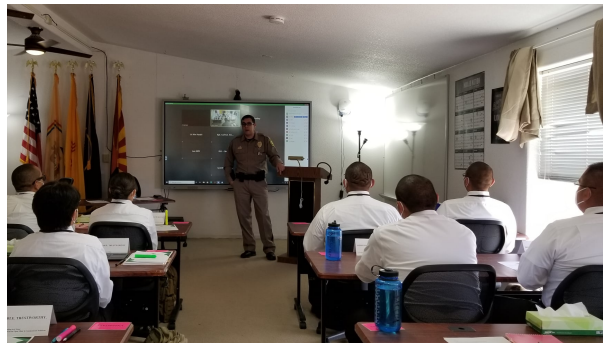
### Section 1: Facilities

This section describes police facilities in all seven districts and offers recommendations for priority improvements.

#### Navajo Police Training Academy (right)

- Size: both buildings are 2,100 square feet. Both are double wide prefab buildings. The dorm has 2 storage areas: 35 square feet and 48 square feet.
- Building completion: --

The buildings were used as the Chinle Police station from 2014-2017 when they were turned over for academy use. The current academy is simply too small for the current classes, with insufficient dormitory space and insufficient classroom space. Because the major recommendations of this report relate to expanded personnel, the academy will play a pivotal role, and will need to be larger to accommodate larger class sizes.



**Window Rock District (right)**

- Size: there are two building sq. footage for both Admin bldg.... 27'x61'; Patrol/Dispatch bldg.... 24'x60' total Sq Ft approximately 3087 for both buildings.
- Building completion: 1995 for both
- Move-in: 1950



This building was formerly a CHR building from another agency. This used to be the Selective Traffic Enforcement Program (STEP) building prior to it becoming Window Rock District Administrative Building.

**Shiprock District (right)**

- Size: the current building is an old post office with 3,240 sq. ft.
- Building completion: --

Currently, Shiprock police occupy an old post office. Department personnel needed to vacate the old police station per health department findings related to asbestos, mold, and rodent issues.



Above: Old Shiprock facility  
Below: Current Shiprock facility

**Crownpoint District (bottom right)**

- Size: 17,581 gross square feet
- Building completion: January 2013
- Move-in: June 3, 2013

The Crownpoint police facility is among the newer generation of police facilities and is generally in good condition and meets current needs. There are some concerns about the amount of storage space and prospects for housing a larger force, but generally, updates to this facility are not a high priority.



### **Chinle District (right)**

- Size: 17,581 gross square feet
- Building completion: The Chinle District building portion of the Chinle Justice Center started planning in 2013 and was built by early 2017.
- Move-in: Mid 2017



As with other newer buildings, the Chinle police facility is generally in good condition and meets current needs. There are some concerns about the amount of storage space and prospects for housing a larger force, but generally, updates to this facility are not a high priority.

### **Tuba City District (right)**

- Size: 17,581 gross square feet
- Building completion: June 12, 2012



As with other newer buildings, the Tuba City police facility is generally in good condition and meets current needs. There are some concerns about the amount of storage space and prospects for housing a larger force, but generally, updates to this facility are not a high priority.

### **Dilkon District and Twin Arrows (right)**

- Size: Dilkon has two buildings, the admin building and the police substation. Both are the same size: 24' Width 60' Length. Twin Arrows is home to a police substation that is more modern and is about 1500sq ft.
- Building completion: 2008-2009



While the police facilities in Dilkon are outdated and inadequate, the NPD plans to relocate Dilkon District headquarters to Twin Arrows. The Twin Arrows facility, built next to the Twin Arrows Casino, is new and in great shape, with sufficient storage and office space.

### **Kayenta District (right)**

- Size: 13,427 gross square feet
- Building completion: 2013





As with other newer buildings, the Kayenta police facility is generally in good condition and meets current needs. There are some concerns about the amount of storage space and prospects for housing a larger force, but generally, updates to this facility are not a high priority.

### **Division of Public Safety and NPD Central Command Headquarters (right)**

- Size: 5,475 square feet. The Headquarters section and Department of Corrections each measure 7,504 square feet. A 988 square foot lobby area connects both sections. The Information Management Section building is 6,324 square feet. The measurements of the Division of Public Safety building are not to scale and are only to show representation of the layout in a general sense.
- Building completion: 1967



The Court building is currently unoccupied. The Division of Public Safety buildings consist of the Department of Corrections, Navajo Tribal courts, Police Headquarters, and the Information Management Section. The state of these “sick” buildings is documented in the Navajo Times. (Becenti, 2021)

Information on the current status of the Navajo Nation’s police stations were reviewed. The consulting team made site visits at all police district stations, the academy, and central command. In addition, information from outside sources was reviewed and provided ideas for constructing police facilities. Furthermore, the consultants drew from team member Dan O’Leary’s experience in overseeing the design and construction of a public safety facility in Brookline, MA.

The review is a snapshot taken during an ongoing process. It is understood that the Nation has built and opened, in the past several years, several co-location criminal justice complexes. The newer facilities are in good shape. As one can see in the facts and figures provided above, others are entirely unsuitable. Elsewhere in this Report see the section on the Shiprock Dispatch project.

However, the Navajo Police Department can use this as an opportunity to improve their facilities which is essential to their success. Captain Redhorse mentioned that funding is available for two new buildings. With the anticipated success of Phase 1 of the Dispatch consolidation project, there is a path to begin the development of Phase 2.

## Recommendations

### **Priority Facilities Investments**

In order to achieve the goal of 500 sworn personnel, the NPD needs to be able to train and graduate larger classes. To do this, the training academy needs to be significantly expanded. This should be considered a top priority facility investment. Window Rock Headquarters, Window Rock Police Station, and Shiprock Police Station are also high priority facilities investments.

### **Community Access**

Facility planning should involve a connection to the community. A community meeting room off the lobby of the facility can enhance community dialogue as well as relationships with officers.

### **Location of the facility**

Studies should be undertaken to determine population density, volume of police calls, links to other municipal buildings (especially a consolidated dispatch center), location in the community, accessibility of the facility for residents and staff, and Navajo Nation Courts and the Department of Corrections.

### **Safety and Security**

Facilities must provide for a safe and secure work environment for officers and staff.

### **Build for the Future, too**

Any new facility must be built to suit the Navajo Police Department's needs and its vision for the future. Building design must take into consideration future expansion possibilities in order to accommodate higher staffing levels, operational changes and needs, advances in technology, etc.

Because of the limitation of current funds, plans for the facility should be large enough to provide all services for the District.

During last January's visit, the consultants were informed that plans were underway for the construction of a new Navajo PD Training Academy. Numerous people were spoken to, to assess the critical need to increase the staffing levels of the department. This indicates that training needs will grow as well. A larger training facility will be necessary in order to accommodate larger recruit classes, in-service training of officers, supervisory training, and a dispatch academy to staff the three planned consolidated dispatch centers.

## Section 2: Information Technology



The majority of the NPD's reports and police data are stored on paper in a small closet in a back annex of the deteriorating building that NPD headquarters shares with the Window Rock correctional facility. Relatedly, current data management systems present a significant bottleneck for effective law enforcement, and subsequent prosecution and adjudication of complaints. This is an area in need of improvement.

Despite historic underinvestment in data collection and analytical capacity, recent efforts of the information management section of the NPD promise to catalyze positive changes in the way the department collects, analyzes, and shares data.

### Information Sharing with the Community

Arrest records are not yet digitized. Background checks can take hours and may miss things due to misspelled names, aliases, etc. People lose job opportunities as employers can't wait for the background check to clear.

In another area, lack of transparency causes some confusion at the Chapter level. For example, community members in Birdsprings mentioned that when an officer was recently reassigned without any communication, it appeared from the community point of view that their community just wasn't a priority to police. In general, community members do not think that communication from NPD leadership about why changes are being made is effective. This leads some to suspect that the NPD is not responsive to their questions, concerns, and complaints. In a case like this, however, a little communication might go a long way.



The consultants recommend investments in technology to address these information sharing needs as outlined elsewhere in this report.

## Recommendations

### **Impact on Economic and Community Development**

The NPD should staff up the many “customer-service” functions across the department. This recommendation has implications beyond public safety and into adjacent areas including economic development. For example, the NPD is very limited in providing necessary information back to the community in juvenile arrests / records (must be obtained from the Courts or Probation) or for adult records checks for employment purposes. The impact of these challenges are primarily felt by people who are seeking employment and employers wanting to vet candidates. Both processes are slowed significantly in that work, and the collateral consequences are serious for both job-seekers and employers.

### **Impact of Poor Cell and Radio Communications**

The poor communications infrastructure is a life-threatening problem for every NPD officer. In one example, in Fall 2020, there was an officer involved shooting. No one besides the officer involved knew for four full hours because that is how long it took the officer to get back to their District, and there was no service available to report the incident at the scene or on the road. Poor coverage affects over 10-20% of the nation.

### **Impact of the Lack of Proper Technology Support for Arrests and Warrant Service**

Example: In Dilkon, it might take 20-30 minutes to get to a call but if there is an arrest, it is now 1.5 hours to drive to Tuba City or Window Rock, or Chinle. Then an hour-ish for booking, and then 1.5 hours back. So for most of the shift, there is no officer on duty if there is a single arrest; and the calls stack.

In December 2020, the consultants participated in a call with several dispatchers who are currently working with NPD. These dispatchers spoke about and answered questions concerning their work environment. They were very open and honest in what they had to say. Again, in February 2020, the consultants had the opportunity to visit the Navajo Nation and tour a couple of the facilities, including their dispatch areas This allowed for one-to-one conversations with the on-duty dispatchers.

The consultants found that the dispatchers had a lot of experience in their jobs, cared about their work, and were proud to be doing the type of work they do. The dispatchers appeared to get along well and know that teamwork is critical to their success. However, they sometimes perform their work alone with no relief, which can be challenging.

One of the impediments to good dispatching, and to development of Dispatch personnel, is the relay style of communication that has been used. Dispatchers do not dispatch. They send the call to the sergeant who decides who gets deployed. The

preferred mechanism would be to put the call over the radio and learn who is close (from any district including officers from partner agencies) to improve response time.

## **Recommendations**

The Shiprock District Dispatch Center is operational and will bring many necessary changes and upgrades to that area of the Navajo Nation. Some of the improvements that Shiprock Dispatch will experience will need to be replicated in other Dispatch Centers even though there is a Phase 2 and Phase 3 to the Dispatch project. These phases will not be completed for a number of years and steps should be taken to bring about improvements in the work environments of the remaining dispatch facilities.

### **New Dispatch Protocol**

The preferred mechanism would be to put the call over the radio and learn who is close (from any District and including officers from partner agencies with mutual aid agreements) to improve response time.

### **Professional Development for Incumbent Dispatchers**

The proposed Dispatch Academy should not only train newly hired dispatchers but a curriculum should be developed that provides in-service training for current dispatchers.

All dispatchers should be notified of and have access to the on-line training that is currently available. This training needs to be documented as well.

Dispatchers should be allowed to practice the steps necessary to accomplish some of their tasks. For example, what does it take to enter a missing person's case?

### **Chain of Command**

The chain of command needs to be established, especially when there is no dispatch supervisor working. The dispatcher needs to know this as does the police supervisor on duty

### **Policies and Procedures**

Policies and Procedures developed at the Shiprock Dispatch Center should become the standard for dispatchers no matter what their current assignment is. It is critical that all dispatchers work under the same set of guidelines. It should be acknowledged that some of the existing dispatch centers may not have all of the same equipment that Shiprock has and that can be taken into account and documented during the training.

### **Improved Workplace Safety**

Investments should be made in the current work environments, such as more ergonomic chairs and desks need to be provided, new computers may be necessary, in today's COVID environment the dispatchers should have their own headsets and keyboards, air quality should be stressed, etc.

## Emotional Survival for Dispatch Staff

Dispatchers may not see the results of the calls they dispatch officers to. However, they are impacted by the results of some of these calls. Therefore, it should be mandatory that they go through the same debriefing process that the officers do.

The dispatch staff should participate in the Emotional Survival training described below in the sections on Training.

## Shiprock District Dispatch Center

In June 2020, the consulting team was able to participate in two telephone calls to discuss the status of the new consolidated dispatch center, which houses Enhanced 9-1-1 (E-911) public safety answering points (PSAPs). PSAPs, that was underway in the Shiprock District. A follow-up call with Keri Schrock of MTM Solutions, the Navajo Police Department's (NPD) E-911 consultant, ensued in October 2020. The consultants reviewed two documents provided by Ms. Schrock. These two documents are: "The Navajo Police Enhanced 9-1-1 Public Safety Answering Point Summary Part 1" and the "Needs and Recommendations Report, Shiprock District Dispatch Center, Shiprock New Mexico. July 24, 2019."

Based on the above, it is clear that the NPD took on this aggressive pilot project to drastically improve the critical functions of dispatching calls to Police, Fire, Emergency Medical Services and several other partner agencies. This will provide a higher level of delivering public safety services through a state of the art E-911 dispatch center. There were a number of challenges that needed to be overcome, such as acquiring the necessary funding and meeting timelines; replacing antiquated technology, infrastructure, and related equipment; finding the proper building to house this facility; and new radios, consoles, computers, ergonomic desks, chairs, keyboards, headsets, etc. One of the most important challenges will be to eliminate or **reduce the many locations (so-called dead spots)** that do not currently allow emergency personnel to receive and send radio and computer messages to and from the E-911 Center.

The consolidated Shiprock District Dispatch Center opened its doors in January 2021. This is a great success story and something to be extremely proud of. However, to accomplish all that is required, there needs to be a continued commitment to the plan that has been established and agreed upon.

## General Information Technology Capacity

As in other administrative areas, the police department does not control its IT destiny. Despite the unique needs of policing, its systems and priorities are grouped under the centralized control of the national government, it is right and proper for the central authority to oversee police IT and ensure its choices are consistent with national policy. However, strong central control is a hindrance to the responsibility and accountability of the Chief for routine IT operations.

District personnel cannot readily share information and data from one area to the next. This is a clear impediment to effective police work and officer safety. IT equipment, such as the servers in district stationhouses, is obsolete and slow. Upgrades to Navajo Nation technology infrastructure are part of a broader effort, though the consulting wishes to emphasize the importance of these efforts to enhanced efficacy of police operations and subsequently to enhanced public safety outcomes.

## Recommendations

### **Continue Guidance from MTM Solutions**

Close attention should be paid to the information set out in the two documents mentioned above, as part of continuing to benefit from MTM's contributions.

### **Incorporate Learning from Shiprock Pilot**

In addition to incorporating the learnings from the pilot at Shiprock, the challenges from the pilot should also be considered as another point of learning to build this to scale.

### **Complete the Buildout**

Complete the buildout of the entire E-911 facility and ensure its security.

### **Hire and Train**

Hire and train adequate dispatch personnel to properly staff the facility and ensure the dispatchers are up to date on their certifications.

Ensure there is adequate supervisory personnel within the dispatch staff.

### **General Orders**

As part of the General Orders project, put in place a complete set of policies and procedures that will guide the actions of the dispatch personnel and ensure the delivery of high-quality services to emergency personnel and the community they serve.

### **Dead Spots**

Continue to address areas that are considered dead-spots and document areas that there are currently no solutions available.

### **Dispatch Academy**

Continue to work on developing a Dispatch Academy that will be housed at the Police Academy in Chinle. Continue to document the progress of this project, the changes that needed to be made in the planning and implementation process and the obstacles that were incurred. This information will be critical to the success of the subsequent phases of the dispatch consolidation process.

## Section 3: Fleet Management



The consulting team was able to review the current fleet of police vehicles for headquarters and all seven districts. Close attention was paid to the mileage and year of the vehicles. Upon review, it was clear that many vehicles need to be replaced. Of the 265 vehicles assigned, 62 were more than 5 years old, and many had mileage counts in excess of 150,000 miles. In fact, President Nez testified before the US Congress in 2019 that 86 vehicles had more than 150,000 miles on them.

Reliable vehicles are of critical importance for any police force, but especially important in rural areas where officers could potentially become stranded if vehicles fail or in extreme weather conditions (which are common on the Navajo Nation).

The consulting team is also concerned about the delay between placing an order for a new vehicle and its actual arrival for service with the Police Department. There is a concern that police vehicles, which are critical to the delivery of public safety services across the Nation, are not given priority by the Nation's fleet service for replacement or repair and scheduled maintenance. Motor vehicles are the officers' primary method of response to calls for service in the big country that is Navajo Nation. It is critical that police vehicles be up to date and in service.

### Recommendations

The department should look to improve the current processes that are used for purchase and maintenance of police vehicles. This will involve creating a system that allows for the purchase, repair, and maintenance of police vehicles to occur at businesses closer to, or inside, each individual district.

A bidding process can be used to ensure that prices are the same or better than those used by Fleet Services. This method of purchasing and repairing vehicles can be done as a pilot program to study the results.

## Chapter 9: Building and Maintaining Strong Partnerships

### Law Enforcement Partnerships

For the Jurisdictional Analysis, the consultants worked in three areas: NPD relations with outside law enforcement agencies with jurisdiction on Navajo; NPD relations with other criminal justice institutions and agencies within Navajo; NPD relations with human and social service providers. The last of these three is addressed in another section, Future Service Demand. This section focuses on the first two points: NPD relations with outside law enforcement agencies with jurisdiction on Navajo; and NPD relations with other criminal justice institutions and agencies within Navajo.

The consultants met with commanders from several counties and the two primary states—Arizona and New Mexico—who do work in Navajo. The commanders expressed tremendous confidence in Chief Francisco and his strategy to improve the NPD. All underscored that point. But the partners reported that the operations of the NPD are opaque to them as regards key elements of the partnership. These include how Navajo sovereignty affects operations and how the Navajo system processes Native suspects. The short-staffing of the NPD has an effect here as well. Every agency had stories of waiting at a crime or a disaster scene for NPD personnel to appear. Some also expressed deep frustration.

Partnerships are key to the medium-term improvement of community safety and NPD performance. The NPD has a great opportunity here. Relations are good on both sides between the workers of NPD and many of the concurrent, non-Navajo jurisdiction agencies. State relations have come a long way from the 1950's. For example, Arizona state troopers assist on about 500 calls for service/assists average per year. ASP reports that its "troopers and NPD officers get along great." The "soldier to soldier" partnership between ASP and NPD is strong and vibrant.<sup>35</sup> They respect each other. Often, ASP responds as backup without being asked. Chief Francisco enjoys deep respect and support from all the external agencies with whom the consultants spoke. The current arrangements depend on goodwill among officers at the line level. Operationally, these arrangements do well at the level of the individual crime or disaster scene. Line personnel from all agencies cooperate to handle emergencies and look out for one another. But even at the line level the process is riddled with inefficiencies, conflicting expectations, and communications disconnects, precluding the Nation from realizing optimal benefit from these inter-agency, international relationships.

This is acknowledged by all parties as a major area for improvement, and also discussed above under "Crime Recording." Arizona State Police use "TRACKS" software and NPD uses a different crash reporting system. According to ASP, NPD in 2019 submitted only 12 accident reports to the Arizona Department of Transportation. By not reporting all accidents, NPD deprives itself of full funding from the State of Arizona. Because of this, if

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<sup>35</sup> Stakeholder interviews with the consulting team.



a fatal is handled by the NPD and assisted by ASP, ASP will do their own investigation and reporting to ensure that the information gets to where it should go.

The Navajo Criminal Investigation Service responds to fatal accidents. Partners believe the investigators are capable of doing these investigations. ASP pointed to what they see as a lack of information sharing between the districts and between CIS and NPD. This is also addressed elsewhere in this report.

The NPD is Police Officer Standards and Training (POST) certified through FLETC but not through the State of Arizona. Arizona State Police (ASP) wanted to get the NPD POST certified through Arizona but they feel that NPD was not interested in talking about it. A concern here is that by not being recertified in Arizona, problems could develop down the road when enforcing the law against non-native people, according to ASP. Cross commissioning would allow Arizona State Police to enforce tribal laws.

The opportunity for growth and improvement is packaged in the current state of misunderstandings and uncertainties at the middle management and command levels. For example, one state law enforcement agency believes “that the partnership at higher levels is being blocked by politics.”<sup>36</sup>

NPD should engage in a principled conversation with its external partners to create a novel augmentation of policing capacity for Navajo and for Indian Country generally. The focus here is state and county law enforcement agencies with concurrent jurisdiction in Navajo. Arrangements with federal agencies are governed by federal and international laws, beginning with the Treaty of 1868 and continuing in a large body of US statute and case law. BIA and the Department of Justice as well play major roles in policing the Nation. As the new Strategic Plan is developed and implemented, NPD leadership from the Captain rank up should be developing partnerships with both departments of the US government.

The relations with state and county agencies constitute a unique problem in Navajo law. Existing models of mutual aid will not suffice here. The Navajo Nation, at the time of this writing, has the greater need for assistance. The Nation, with increased financial support from the US government and the Navajo Nation Council, must take the rebuilding steps recommended elsewhere in this report in order to have the personnel strength for true mutuality. In the interim, parties must clarify and lay out concretely their expectations of one another. This will require a candid exploration of the frustrations and obstacles each party is experiencing in the current arrangements.

All parties, led by the NPD, have hard work to do to optimize the benefits of strategic partnerships. This work is worthwhile because of what it can mean to residents of Navajo. Increased and better-informed collaboration could mean faster and more

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<sup>36</sup> Stakeholder interview with the consulting team.



effective responses to emergencies. It can mean more effective crime prevention and problem-solving.

The ongoing collaboration among Navajo, federal, county and state authorities in addressing the so-called hemp farm in Shiprock is a good example of what effective partnerships can and could do. A Diné business operator claimed to be growing only hemp on 400 acres of farmland. However, Navajo, Federal and police and neighbors strongly suspected that it featured labor abuses, environmental threats, massive rupture in *Hozho* for the people living in the area, and illegal marijuana growing. Journalist Arlyssa Becenti describes the partners in action in an article in the Navajo Times, November 12, 2020:

“Authorities dashed down Mesa Farm Road in Shiprock early Monday morning toward one of Diné Benally’s hemp hoop houses that had been built over the summer.

The road leads not only to Diné’s and his father Donald Benally’s residence, it’s also where farms and hemp hoop houses are located. State, federal and tribal officers united for “Operation Navajo Gold,” a unified effort to execute search warrants relating to suspected illegal marijuana farming on the Navajo Nation.

‘I think it was going to happen,’ said Cyndi Frank, a resident who had pulled to the side of the road as she saw over two dozen marked and unmarked vehicles from the Navajo Nation Police, San Juan County Sheriff’s Office and New Mexico State Police. ‘I’m glad they got reinforcement with the state and federal,’ she said. ‘It’s about time that there needs to be accountability.’

This action was the result of months of coordination between the Navajo Nation and local, state and federal agencies to enforce both Navajo and federal laws, stated a press release from Navajo Nation Attorney General Doreen McPaul.

‘This operation is a testament to the unified partnership we have with our local, county, state, and federal law enforcement agencies,’ stated Navajo Police Chief Phillip Francisco. ‘Although we cannot provide the community with additional information, we want the public to know that NPD and multiple law enforcement agencies have been working together to address this.’

This partnership included the FBI, Navajo Police Department, Navajo Department of Criminal Investigations, Bureau of Indian Affairs, and the U.S.’s Attorney’s Office, Drug Enforcement Administration, Environmental Protection Agency, Homeland Security Investigations, Immigration and Customs Enforcement, Marshals Service and Department of State, as well as New Mexico State Police, Region II Narcotics Task Force, New Mexico Army National Guard, San Juan County’s Sheriff’s Office, Farmington Police Department, Aztec Police

Department, Bloomfield Police Department, Colorado Bureau of Investigations, and Tennessee Bureau of Investigations.

During an Oct. 30 update meeting, Francisco, McPaul and other Navajo Nation authorities spoke to disgruntled residents who were tired of seeing Benally and other farmers continue farming hemp, which is illegal on the Navajo Nation. The meeting became somewhat tense as residents aired their frustrations out loud and urged Francisco to call the FBI to help.

At the time Francisco could not give details as to what was happening behind the scenes, but tried his best to reassure farmers and residents the police were doing everything they could. 'I can't tell you everything,' said Francisco to the community. 'I know you guys are frustrated and tired of seeing it, but if we rush in there and do this wrong then he (Benally) will just get off ... and he will be right back at it.'

...It was reported hemp farms had been started in areas from Standing Rock, New Mexico, all the way to Western Navajo Agency."

The coordinated work on the "hemp farm" scam demonstrates both the complexity of jurisdictional coordination and what an intensive, unified focus can produce.

## Recommendations

### **A Plan for Partnerships**

The first step in crafting this new collaboration is a substantive discussion with external partners on several issues. The first is the nature of Navajo national sovereignty and how it shapes the philosophy and practices of the NPD. There seems to be misunderstanding among the external partners—county and state law enforcement. They believe that sovereignty merely interferes with their ability to provide public safety services on Navajo. This misunderstanding should be given a thorough airing. Captain Sharp of the ASP cited a gap between Navajo "wanting to remain sovereign and enforcing the law to the extent they should. This conflicts with public safety." Clearly, the partners must find a solution that upholds Navajo sovereignty, understands NPD as a historic instrument of sovereignty, and protects the people. It is concluded that willing and honest partners like the ASP, Utah State and New Mexico State are ready to work on this.

A new philosophy of collaboration must be developed, one that recognizes and reinforces Navajo sovereignty as it ensures more timely and effective responses to emergencies on Navajo. This philosophy is something that should be developed and articulated through a meeting of Nation stakeholders. With an articulation of this philosophy in hand, a candid sharing of views among partners who share core values about ethical policing will be able to develop an innovative solution. It seems that these

improved, formal partnerships must be consistent with chapter 1, *Navajo Nation Code*, section 203, clause J. which teaches:

“The Diné and the government can incorporate those practices, principles and values of other societies that are not contrary to the values and principles of Diné Bi Beenahaz'aanii and that they deem is in their best interest and is necessary to provide for the physical and mental well-being for every individual...” (p.19)

It could have positive ramifications across Indian Country policing. It is recommended that the issue be carried forward into the strategic planning work.

The NPD should take the lead in a renewed commitment to developing working arrangements with state and county law enforcement departments with concurrent jurisdiction on Navajo. NPD leadership has a tremendous opportunity to explore the scope and quality of Navajo sovereignty in the context of inviting neighboring departments to collaborate on public safety. The discussions can create clearly delineated agreements in which all parties agree to meet defined sets of expectations. The discussions can answer these crucial questions. What are the benefits and duties for each partner? How do partners give each other feedback when expectations are not met?

New agreements should build in the expectation that the terms will change as the NPD grows and develops in the coming years.

### **Incident Reporting and Interagency Communications**

The NPD and its neighboring state police jurisdictions should make incident reporting and interagency communications a priority item in crafting the Strategic Plan for Partnerships. The Navajo Criminal Investigations Service (CIS) responds to fatal accidents. Partners believe the investigators are capable of doing these investigations. NPD and CIS pointed to what they see as a lack of information sharing between the districts and between Criminal Investigations and Patrol. This is addressed elsewhere in this report.

### **Cross-Certification and Cross-Commissioning**

Revisit cross-certification and cross-commissioning. This issue should be part of the discussions for the larger NPD Strategic Plan and the Strategic Plan for Partnerships.

### **Management Matrix for the New Partnerships**

Create an interagency Management Matrix that outlines the course of action for all law enforcement partnership interactions with all neighboring police authorities by district. This management matrix report will allow the Navajo Nation to study the interactions between the Navajo Police Department with neighboring police authorities. Each district's highest authority should oversee the creation of this report. Creating this report requires the successful documentation of all inter-police agency interactions for later review. The process will require documenting all incidents on a pro-forma incident

report that can be aggregated on a monthly basis. The individual incident reports should include all pertinent information that would lead to the finding of hotspots, time lapses, gaps, miscommunications, etc.

A Management Matrix reinforces a culture of management by objective—outlining the specific issues associated with all incidents. It provides the necessary information that requires the attention of captains, for which they will be held accountable. Within the Nation, this vital and useful information should also be used to streamline management and resource allocation practices. The report will delineate the incidents and provide the necessary information for the future actions by Navajo Nation authorities, such as manpower allocations, improving communication between police departments and assessing response times, etc.

The following table is a mock-up of what a matrix might include, for external partnerships with concurrent jurisdiction states and counties. It would be filled in weekly. Matrix Management also serves as a form of *checklist* for keeping a table on what partners are doing together and how the work is faring.

Checklists, as illuminated by Atul Gawande (2014) in his book, “Checklist Manifesto”, help simplify the management of complex processes, in the bid to avoid serious and even deadly mistakes. They are used by airline pilots and surgical teams. Their use is credited with helping reduce airline crashes and reducing potentially lethal errors in operating rooms.

**Table 5. Checklist template**

External Agency	Joint work in the past 7 days by type of incident	Outcome of the response	Any problems that arose and their resolution	What did we learn to improve collaboration?
AZ Dept. of Public Safety/State Police				
NM State Police				
UT State Police				
San Juan County				
McKinley County				

## Criminal Justice Partnerships

Courts and NPD are on different IT systems and they do not talk to each other. Efforts are siloed, when courts, prosecutors, and police cannot easily share information. In the eyes of the community, when information sharing is stymied, it is easy for offenders to slip through system gaps.

The relationship between NPD and the Criminal Investigations Service needs immediate work. Each agency is led by a high-quality leader, in Chief Francisco and Director Henderson. The two leaders respect one another. Individual leadership is not the issue. The obstacles to proper collaboration are structural. Even though in reality they are the two halves of the same whole, they operate with separate missions. They do not share information easily because their IT systems do not communicate. The two leaders report independently to the director of public safety. This does a disservice to the people. The Diné deserve a system in which such basic services as patrol and investigation are optimally efficient and effective. That is not the case at this writing.

According to survey responses and data from interviews, residents believe that justice suffers from a failure to collaborate across criminal justice entities, police to criminal investigators to prosecutors. The rest of the process is opaque to them as well.

## Recommendations

### **Consolidate Police and Investigations**

Effective policing demands that the organizational response be as nimble and well-informed as possible. Information must flow quickly with as few impediments as possible. The current arrangement of patrol and investigations frustrates both goals. The consultants recommend consolidating the functions under the Chief of police, with the serving as Deputy Chief for Criminal Investigations at the same salary and status he currently enjoys.

### **Prosecutors and Problem-Solving**

With the approval of Attorney General McPaul, ask local Navajo prosecutors to serve on the “Sergeants-led, District Problem-Solving Councils” described under the section entitled, “Law Enforcement Resource Levels, Deployment and Performance.” They would join the local teams on an ad hoc basis. In that arrangement would have the police, prosecutor, and other relevant agencies. in a council setting, to develop lasting solutions.

Through this collaborative problem-solving effort, residents will see the system acting like a system. The more transparent the process, and the more apparent the key actors are in the community. the greater the confidence on the part of the people. From greater community confidence flows improved safety. People report to and

cooperate with authorities who demonstrate that they care about justice and the quality of life of the people.

### **Include Courts and prosecutors in the Strategic Plan**

In order to ensure the best possible outcomes for members of the Nation, the public safety and criminal justice systems must have ample opportunities for communication, collaboration, and coordination. One way that communication and coordination has historically been frustrated is through the use of a variety of different reporting and record keeping systems across departments. In short, the data bases of public safety and criminal justice systems do not allow for easy information sharing.

It is also clear that many of the community issues identified by the Nation's residents require coordinated responses from criminal justice and public safety stakeholders. Many challenges, for example, related to alcohol, drug abuse, and domestic violence, cannot be solved by police response alone, since they may require rethinking prosecution, adjudication, and even legislation.

### **Human Service Agency Partnerships**

The Nation has many human and social services agencies, many of which are equally stressed by understaffing and limited resources as well as managing the same challenges of covering vast territories while aiming for rapid responses. From responding to domestic violence, child abuse and neglect, and needs for water, food, and shelter, the human and social services sector is stressed.

Having said that, these agency partners appreciate partnership with police as a way to ensure maximum coordination and efficiency.

### **Recommendations**

The Department should invest as much—maybe more—in building and sustaining responsive partnerships with social and human services agencies as they do with other law enforcement agencies. This is another—perhaps even more important—form of mutual aid agreement given that the drivers of public safety problems are inextricably linked to the problems addressed by these partners.



## Chapter 10: Forecasting Future Service Demand

### Demographic and Societal Changes Impacting Public Safety

The concerns of public health and public safety overlap and intertwine. Safety and wellness reside in an environment in which healthy, peaceful relationships among the people and with the land and the water are nurtured and safeguarded. Among many Indigenous peoples the instructions for how to live in harmony are embedded in Indigenous languages. Diné tradition reflects this knowledge and forms the basis for the exercise of the responsibilities of tribal government and the administration of its duties to the people, the land and the water.

The Navajo Nation, while working within the constraints of systems that reflect the complex legacy of colonization, resource extraction and genocidal practices, faces daunting challenges in providing for the health and safety of the Diné. Within the tribal government organization, the Navajo Police Department, announces that it is “dedicated to serving and protecting our people, in partnership with our communities, to enhance the quality of life within the Navajo Nation”.

By commissioning its first ever organizational assessment and strategic plan, the NPD expects to catalyze change and perhaps set a standard for other agencies. Some see the NPD, acting in its trusted leadership role, as well positioned to address social problems, such as alcohol and drugs, as a pathway to regain resonance and strengthen relationships throughout the Nation and within the NPD. The intersection between health and safety concerns and the underlying conditions that threaten well-being are of primary concern and are explored further here with an eye towards anticipating and addressing future challenges and demands on NPD.

Within the NN, several agencies collect, analyze and report data on the state of the Nation and the people. The Navajo Department of Health’s Navajo Epidemiology Center (NEC) is responsible for managing NN’s public health information systems; collecting, analyzing and interpreting and reporting health and injury data; health surveillance; and public health emergency response.<sup>37</sup> The NEC’s work is intended to fill some of the data gaps that result from lack of consistency in data collection practices across multiple local, state, county, tribal and federal jurisdictions operating on the NN. The Navajo Population Profile 2010 U.S. Census, intended to provide data and analysis to assess population health, recognizes the relationship between current health issues and underlying social issues and specifies that “socioeconomic status, environmental conditions, poverty status and access to quality medical care need further research”.<sup>38</sup>

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<sup>37</sup> Navajo Epidemiology Home Homepage. (n.d.). Retrieved 2021, from <https://www.nec.navajo-nsn.gov/>.

<sup>38</sup> Navajo Nation, Navajo Division of Health and Navajo Epidemiology Center. (2013). *Navajo Population Profile 2010 U.S. Census* (pp. 4-5). Window Rock, AZ.

The lack of available useful data on these fundamental contributing causes of persistent health inequities experienced by the NN is itself a serious problem that obstructs the development of targeted solutions. This report focuses on what the currently available data tells us about:

- Existing health conditions, related in particular to harm and violence and its' underlying causes;
- Select population trends related to public health and safety on the NN; and
- Salient systemic barriers to the development, implementation and evaluation of effective strategies and targeted interventions to assure the health and safety of the people.

### Public Health Conditions Related to Harm and Violence

The population described in the Navajo Population Profile 2010 U.S. Census report includes those residing on the NN, in bordering towns and in select metropolitan areas with high Navajo populations. Statistics are reported for:

- Those who identify as Navajo alone;
- Those who identify as Navajo alone or in combination with any other race; and
- All races.

This is referred to as the combined count of those who identify only as Navajo and those who identify as Navajo in combination with any other race as Navajo. Of the 332,129 Navajo in the U.S., 156,823 (47%) live on the NN and 175,306 (53%) live outside the borders of the NN. Of note, 10% of the Navajo population live in twelve towns bordering the NN; 8% live in Phoenix and 6% in Albuquerque, NM. Thus a rough approximation of the on and near reservation population is about 72% of all Navajo in the US. The on and near population count has implications for the provision of health and social services through federal Indian Health Service and Bureau of Indian Affairs programs.

Here we focus on all races who live on Navajo, the primary jurisdiction of the NPD. Highlights of the Profile for that population include:

- The all races population on the NN is 173,667 of which 90% are Navajo;
- 51% of the population is 29 years old or younger;
- Population density is 6.33 persons per square mile, compared to approx. 345 per square mile in the U.S.; and

- The all races NN population by state: 104,157 in Arizona, 63,513 in New Mexico, and 5,967 in Utah.

The discussion section of the report raises considerations for further research:

- A need to understand the dynamics of why 20-39 year old Navajos tend not to live on the reservation and the impact on the Nation. The relationship between socio-economic conditions and residence should be explored;
- Differences between male and female Navajo populations by percentages show a relatively smaller Navajo female population on the NN, ages 10-29 and an increasingly larger Navajo female to male population beginning at age 40 through 80+.
- In a 2009 report by the Navajo Epidemiology Center (NEC) it is hypothesized that males have a higher mortality (death) rate due to alcoholism, while injury or preventable diseases reduce the male to female ratios over time. Mortality rates point to unintentional injury as the leading cause of death for Navajo males. At the same time, male mortality rates far surpass female rates for diabetes, suicide, alcohol dependence syndrome, assault, hypertensive disease and chronic obstruction pulmonary disease (COPD)—a type of heart disease.

**Table 6. Leading Causes of Death and Mortality Rates by Sex, 2006-2009<sup>39</sup>**

Cause	<i>Mortality Rate</i>	
	Male	Female
Unintentional Injury	193.1	53.0
Diabetes	62.6	28.2
Suicide	31.4	5.3
Alcohol Dependence Syndrome	23.9	6.3
Assault	21.1	4.4
Hypertensive Disease	15.8	5.9
Chronic Obstructive Pulmonary Disease	13.1	5.3

The 2009 age-adjusted mortality rate for unintentional injuries is 126.5 per 100,000 for Navajo Nation and 37.3 per 100,000 for the U.S. Further examination of the leading causes of unintentional injury point to the highly impactful role of alcohol in

<sup>39</sup> Adapted from, Navajo Epidemiology Center (2009).

these death rates. The five leading causes of unintentional injury death for Navajo males, motor vehicle crashes, pedestrian falls, unintentional alcohol poisoning and exposure to cold can be linked to alcohol.

Earlier research on the elevated rates of motor vehicle and pedestrian fatalities among Native American populations consistently implicates alcohol as a contributing factor.<sup>40</sup> Additionally the connection between fatal single occupant vehicle crashes and suicide has been long hypothesized.

The NEC recommends injury prevention education and promotion of healthy lifestyles for Navajo males beginning at age 10 . Topics should include alcohol, substance abuse, suicide, assault and unintentional injury.

A deeper dive into the NN Mortality Report 2006-2009 provides another indicator of premature death known as Years of Potential Life Lost (YPLL). As the report explains, this measure quantifies the impact of early death on a population by comparing the negative impact on collective life span according to the different causes of death. For Navajo the five leading causes of YPLL are:

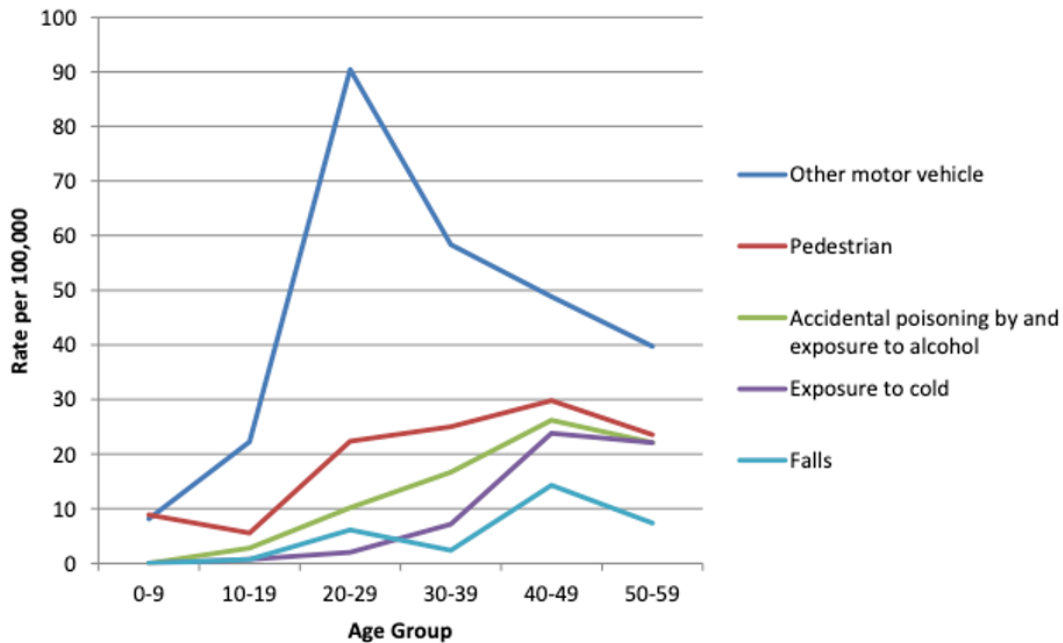
- Unintentional injuries: 26,622 years
- Cancers: 6,359 years
- Diseases of liver and cirrhosis: 5,753 years
- Suicide: 5,526 years
- Heart Disease: 4,784 years

Unintentional injuries, which account for nearly 1 in 5 Navajo deaths, claim a highly disproportionate loss of potential life when compared to all other causes of death, indicating that unintentional injury deaths occur at younger ages than any other cause of death. Unintentional injuries are the leading cause of death on Navajo for ages 10-59 years old. For males, unintentional injury accounts for 24.4% of all deaths and for females 11.5%. Note in the table below that motor vehicles are the leading cause of death, followed by pedestrian deaths, and accidental poisoning by an exposure to alcohol.

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<sup>40</sup> See Pollack et al.

**Chart 12. Unintentional injury crude mortality by leading cause, ages 0-59<sup>41</sup>**



**Table 7. Average and median age at death, and years of potential life lost (YPLL), all causes**

	Female	Male	All
Average Age at Death	66.5	56.2	60.49
Median Age at Death	72	58	65
Percent of Death Before Expected Years of Life Reached	66.2%	74.6%	71.1%
Years of Potential Life Lost (YPLL)	28,594.3	51,277	79,871.3
YPLL per Person	17.27	22.11	20.09

Although difficult to quantify because of different reporting practices between Arizona and New Mexico, alcohol is a major cause of death or major contributor to death among the Navajo Nation. Among deaths reported in New Mexico, alcohol was a reported factor in 23.9% with an additional 2.8% reported as probably influenced by alcohol. After combining New Mexico’s results with an estimation of alcohol

<sup>41</sup> From the Navajo Epidemiology Center report of fatal car crashes.

contributions from Arizona's results, alcohol contributed to between 12.6% and 19.3% of all deaths.

Updated 2010-2013 mortality statistics using only data on Navajo in New Mexico remain consistent with the findings of the Profile.<sup>42</sup> Further investigation of the leading cause of intentional injury deaths, motor vehicle crashes, is reported in "A Description of Fatal Car Crashes Occurring Within the Navajo Nation and its Border Towns, 2005-2014" in great detail.<sup>43</sup> The purpose of the report is to characterize fatal car crashes, and identify possible clusters and key risk factors leading to these fatalities.

Select findings include:

- Crashes were more likely to have occurred between 4:00 p.m. and midnight than any other time period.
- Three in four crashes (75.8%) involved only one car.
- Nearly 98% (of drivers) had no previously recorded accidents; 5.7% had one or more previous DWI convictions; and 8.6% had one or more previous speeding convictions.
- 15.1% of the crashes occurred under the influence of alcohol.
- 64.3 % of the people in the crashes were male. Males were 1.33 times more likely to be killed in these crashes and 1.252 times more likely to be severely injured than females.
- Almost half the passengers were not restrained, although children under 11 years of age were restrained at an 80.5% rate.
- Fewer than half of the drivers originated from the NN.
- Driver education regarding discouraging driving under the influence of alcohol, inattentive driving (including cell phone use), and speed reduction are recommended along with consideration of medians, guardrails, and pedestrian crossings.

Notably, the single most influential variable for pedestrian fatality was police reported alcohol involvement, indicating that partnerships with alcohol prevention and behavioral health programs should be strengthened.

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<sup>42</sup>See Navajo Epidemiology Center 2009 mortality rate report.

<sup>43</sup>See Navajo Epidemiology Center "A Description of Fatal Car Crashes Occurring Within the Navajo Nation and its Border Towns, 2005-2014."

## Select population trends related to public health and safety on the NN

Population trends from 1980 through 2010, identified in the Profile, indicate a steady increase in the percent of Navajos living off the reservation, as follows:

- 1980: 20.9%
- 1990: 37.8%
- 2000: 43.8%
- 2010: 52.7%

While the Navajo population in the US steadily increases, the proportion of Navajo living on the NN by decade is decreasing beginning in 2000.

**Table 8. Ten-year percent and 1980-2010 differences in Navajo population<sup>44</sup>**

Population	10 year differences (in percentages)			20 year difference
	1980-1990	1990-200	2000-2010	1980-2010
Navajo Population on Navajo Nation	8.6	22.9	-6.3	25.0
Total Population (All Races) on Navajo Nation	10.6	15.7	3.7	23.2
Navajo population in the U.S.	38.1	36.0	11.3	109.4
Total U.S. Population	9.7	13.1	9.7	36.3

## Recommendations

The lack of reliable data to drive decision-making is a critical and fundamental issue facing all who are concerned with the health and safety of the people. Further, the communication systems that currently exist for information sharing within the NN are wholly inadequate to minimally address the need for coordination of effort that will be required to address the substantial challenges facing the NN in the provision of services to assure the health and safety of the people.

In the profile, the Navajo Epidemiology Center (NEC) recommends that epidemiologic surveillance systems for behavioral health, cancer, infectious diseases and chronic diseases be established in the Navajo Department of Health (NDOH). Surveillance systems that can capture prevalence and incidence rates at the national, state, agency

<sup>44</sup> Adapted from U.S. Census Data



and Chapter levels are recommended in order to effectively target and coordinate responses. The exercise of tribal sovereignty through strengthening and building Navajo culture is recognized as essential as collaboration and coordination among siloed tribal operations. Some of the identified social determinants of health that can most effectively be addressed collectively include education, and economic status.

Additionally, the convening of a data workgroup of diverse stakeholders including NN Council and Legislative, Public Safety, EMS, Social Services, Health, Education, and Justice services, along with the US EPA, the Indian Health Service and others concerned with NN public health is recommended. Collaboration among the dispersed units of the NN is essential to an efficient and effective response to the issues that must be addressed to build a healthier NN.

The NEC recommends that the NN exercise its sovereign right to ownership of Navajo data for all Navajo in the US, to enable, evaluate, analyze, and assess data pertaining to the health status of the Navajo people. The Nation Human Research Review Board (NNHRRB) exercises the Nation's sovereign rights to fully regulate all research conducted within the NN. The Review Board currently has certain policies and procedures in place governing research on the NN, which are intended to reinforce data sovereignty and protect the Nation's interests. Adherence to established research protocols and procedures for the conduct of ethical research that contributes to improving NN health.<sup>45</sup>

### **Additional Considerations for Violence and Injury**

Domestic violence, particularly gendered violence, has become a more persistent and high profile concern throughout Indian Country in the past several years. At Navajo the issue was investigated by the Navajo Human Rights Commission beginning in 2013. The process and results of that inquiry are described in *The Status of Navajo Women and Gender Violence Report: Conversations with Diné traditional medicine people and a dialogue with the people Navajo Nation Human Rights Commission 07-26-2016* and summarized here:

The Commission investigated the "extent and nature of the violence that Navajo women and Navajo LGBTQI experience on and off the Navajo Nation and within the United States, to consider Navajo attitudes about practices regarding gender, and Navajo laws and policies that inform the status of Navajo women and LGBTQI and to apply international standards of human rights as the mechanism to address the material conditions of Navajo women and Navajo LGBTQI", to provide the basis for law and policy changes that would "return the Navajo Nation to Navajo principles based on harmony and balance". The inquiry focused on the Navajo Nation and in border towns.

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<sup>45</sup> See Navajo Nation Human Research Review Board website.

Traditional medicine men and women spoke to the Commission on traditional gender roles, the influence of colonialism and Western ideologies on the perception of those roles and how the modern NN government interacts with gender and traditional roles. Testimony on gender inequality, violence and discrimination by Navajo citizens was invited and accepted in three days of public hearings at Shiprock, Window Rock and Tuba City in 2013-14. Data gathering and review continued through 2016. Data and statistics were collected from NN service providers and case studies examined. Existing laws and policies including Fundamental law were reviewed.

Although NN laws provide for the protection and safety of Navajo women, who are acknowledged as sacred and important to holding traditional values and teachings, they experience pervasive unaddressed violence. The United States has failed as well to provide for the safety and protection of indigenous women.

The Commission relied primarily on its own data gathering and public testimony as it was unable to locate data or statistics that would illuminate specifics about the amount or nature of the violence. The lack of a comprehensive data gathering system reflects widespread inattention to the problem of violence against Indigenous women. The data that does exist indicate that these factors among others contribute to the problem:

- Western patriarchal views of women, that have subordinated their traditional standing and authority;
- The consistent failure of the federal government to resource measures to address poverty, homelessness education, health and employment issues;
- Federal law and policy that systematically subordinates tribal authority to address crime;
- Lack of federal prosecution of serious violent crimes over which the Navajo Nation has no jurisdiction; and
- Gaps in domestic violence laws, lack of resources for law enforcement and wholly inadequate support services for survivors, perpetrators and families affected by the violence.

While the Navajo Nation has taken steps to assure safety and protection of women and LGBTQI through legislation including the Navajo Nation Bill of Rights in 1980, the Domestic Abuse Protection Act in 1193 and the Violence Against Family Act in 2012, gender violence persists at alarming rates, exacerbated by the conditions listed above. LGBTQI issues remain unaddressed in the face of persistent discrimination, homophobia and the consequent high rates of suicide and violence. Modern forms of tribal governance, with their patriarchal underpinnings subvert the traditional roles of women as leaders and decision-makers. The Commission's work invites a further

examination and transformation of governance, law and policy to align with Fundamental law and to become more “accountable and responsible to all of the Navajo Nation citizens.”

## Recommendations

The consultants see value in select commission recommendations that have salience for law enforcement, and embrace them here. They are to:

- Institute a data management information system that will facilitate the exchange of information between law enforcement, the judiciary, and health and shelter services, with the express purpose of advancing justice, providing care and restoring balance. This is connected to purposes of POP, and consistent with other IT investments recommended elsewhere in this report, and closely aligned with major recommendation III (Create and implement new strategic partnerships).
- The NN should allocate additional resources for judicial and law enforcement for the “arrest, apprehension, prosecution and monitoring of victims of domestic violence and the perpetrators and offenders.” This is consistent with major recommendation 2a in the executive summary—“Focus police resources on alcohol and drug abuse and domestic violence, employing culturally responsive Problem-Oriented Policing (POP)”.
- Co-train health providers and law enforcement focused on child, elder and spousal abuse to ensure confidentiality and sensitivity for victims while investigating violent crimes. Train all on violence against women and gender discrimination.

## Categories: Crime Trends and Calls for Service

Our top four findings on crime involve the personal injury categories of Alcohol, Domestic violence, Homicides, and Highway injuries and fatalities, although it would not be inaccurate to list the top four as “Alcohol, Alcohol, Alcohol, and Alcohol.” In this section recommendations are presented on the top three resident concerns and recommendations on additional pressing crime matters that emerged during the review, such as youth issues with drugs and, in the property category, motor vehicle theft and real property boundary and livestock disputes.

Chief Francisco testified before the Council’s Law and Order Committee in 2019 that **well over half** of the calls NPD receives annually are alcohol related. Bootlegging is a persistent problem in the Nation. Alcohol sales are prohibited in Navajo, but bootlegging operations have been creating havoc for many decades.

Early results from the Navajo Nation Resident Survey also underscore these priorities. Issues related to alcohol abuse and domestic violence top the list of concerns for residents.

The interviewed Navajo police personnel echoed Chief Francisco's analysis. They cited domestic violence and alcohol as the key drivers of harm and demand for police services in Navajo. Captain Jeffrey Sharp of the Arizona State Police agrees. He is an external expert observer and partner with NPD who sees that "most calls are domestic and alcohol related. Alcohol, drugs and domestic violence are very bad. The DV incidents are very violent." Captain Sharp believes that Navajo Nation itself does not have sufficient treatment and mental health care to address a growing problem.

Annual reporting to the FBI indicates that violent crime rates have fallen by 48 percent over the past 25 years. However, this same data suggests that violent crime has been on the rise on the Nation. Between 2010-2016, over 44.1 percent of calls for service involved violence, and alcohol underlies almost all of this violent crime. The NDPS most recent annual crime reports illustrate the increase of violent crimes in the Nation—particularly homicides. Navajo Criminal Investigations responds to approximately 30-50 homicides per year within the Nation's boundaries, which represents a homicide rate well above the national average (20-33 homicides per 100,000 people compared to 6-13 per 100,000 nationally). Based on the most recent census data, the homicide rate on the Navajo Nation is four times the national average<sup>46</sup>.

## Domestic Violence

The problems are old and chronic. Justice Austin includes the following citation (p.23), "The caseload of the Navajo Court of Indian Offenses for 1937 totaled 557 case (516 criminal 41 civil), with the majority of the criminal cases involving alcohol abuse." In 1958, as mentioned above, one of the reasons that drove the then-chairman to wrest control of policing from the BIA was to address severe alcohol-related crime and disorder in western Navajo.

While alcohol abuse drives so much harm, crime and fear, the Department does not have in place a comprehensive strategy to reduce and prevent such offending. Since such broad consensus was heard on the priority nature of addressing alcohol-related harm in Navajo—from domestic violence, to homicide to road fatalities—the 021 Strategic Plan should address the intersection crime and public health problem directly.

In their 2021 State of the Navajo Nation Address, President Nez and Vice President Lizer singled out the importance of the focus on crimes against women, saluting:

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<sup>46</sup> Testimony of Jonathan Nez, President of the Navajo Nation Before the United States House of Representatives Committee on Appropriations Subcommittee on Interior, Environment, and Related Agencies Hearing on Thursday, March 7, 2019.

“Division of Public Safety Executive Director Jesse Delmar and Police Chief Phillip B. Francisco for their dedication to serve and protect our Navajo people and communities. Under their leadership, the Division of Public Safety continues to develop the Missing Persons Unit, to dedicate full-time personnel and funds to help locate and return our Navajo relatives to their families. This is a crucial component to address the missing and murdered Diné relatives epidemic and to provide justice to those who are missing their loved ones.”

The Navajo experience is reflected in other Native nations. Domestic violence affects 4 out of 5 Native American women, according to the Indian Law Resource Center. That’s more than triple the US average. As introduced under the crime analysis category, the first step is a working analysis of the nature of these problems as they exist in Navajo. Over 84 percent of Native women have experienced violence in their lifetime, and over 56 percent of Native women have experienced sexual violence specifically. This is data directly from the federal government<sup>47</sup> —and these are probably low estimates.<sup>48</sup>

## Homicide

In general homicides account for fewer than 1% of all Part One crimes. The homicide rate—12 per 100,000 in the population in 2018—is high. It is over double the rate of big US cities such as New York (5.5) and Boston (6.0). The rate is much higher than some neighboring U.S. cities. See table 5 for the breakdown by community.

**Table 9. Homicide rate by community**

Community	Homicides per 100,000 population
Scottsdale	1.1
Chandler	1.5
Mesa	2.1
Tucson	7.3
Phoenix	7.8
Navajo Nation	12
Albuquerque	13

The Navajo Nation’s homicide rate is high compared to its neighbors in Indian Country. Navajo is one of 14 Tribal Agencies within Arizona who report crime records to the FBI’s Uniform Crime Report. Among the other 13, many report zero homicides and together report a total of 4 homicides for the same time period, calendar 2019.

<sup>47</sup> See Rosay (2016).

<sup>48</sup> See Cahill (2020).

The consultants recognize that each tribal community has its distinct characteristics; one cannot make comparisons based simply on their all being Indian communities. That said, attention must be called to the fact that the homicide rate in Navajo is very high in comparison with the other 13 to underscore the need for nationwide attention to the homicide rate. Here, focused attention with all members of the Navajo Nation Council would be strategic in importance.

The strategic as well as the compassionate focus of efforts to reduce and prevent homicides must begin with examining the large percentage of women victims. In the US, women make up about 21 percent of homicide victims. In Navajo, that rate is higher, with women Indigenous women also are more than 10 times as likely to be murdered, according to the Justice Department, (NHO, 2/8/20) Endemic violence against women will not be addressed successfully by any police department on its own. It is a multi-dimensional problem that requires a systemic, multi-dimensional strategy.

A recent fact sheet published by the National Congress of American Indians reported that Native women face **murder rates** more than 10 times the national average in some counties. The sheet cited Bachman, Zaykowski, Kallymer, Poteyeva, & Lanier, 2008.

## Recommendations

All of the recommendations in the above sections will support improved prevention and investigation of homicide in the Navajo nation. Beginning with adding capacity through proper sworn strength (500 sworn personnel), and continuing through to the community oriented policing model of culturally responsive POP, the integration of new technology and partnerships will serve NPD well in addressing this violence.

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## Appendices

### Appendix A: The Consulting Team



[Liz O'Connor](#)

**Principal, Strategy Matters, Lead Consultant**

With 25 years of multi-sector experience that crosses and connects issue areas, Liz works hands-on with clients while leading the Strategy Matters team. Liz is trained in many facilitation and change methodologies including Future Search, Open Space, Technologies of Facilitation, Facilitative Leadership, and Appreciative Inquiry. She is also skilled in convening teams and supporting their work navigating challenging conversations. She has a track record of success in building consensus across differences and in supporting teams in the design of creative new approaches. Liz holds a BA in philosophy and politics from Mount Holyoke College, and an MA in Philosophy from the University of Washington.



[Josh Moulton, PhD](#)

**Senior Consultant, Strategy Matters, Lead Consultant**

Josh has an eclectic background that spans the philosophy of science and grassroots international development. His experiences in these fields inform his approach to strategy development, team building, and facilitation. Josh also speaks on topics of human resilience, survivorship, and addiction and recovery. Josh was appointed to the board of directors for the Massachusetts Office for Victim Assistance by Governor Patrick in 2013 where he served two terms overseeing funding decisions on behalf of victims of crime. Before joining Strategy Matters, Josh was Founder and Director of Ayuda Directa USA, an international nonprofit that plans and executes healthcare, education, and infrastructure projects in rural South America. He holds a PhD in Philosophy of Science from the University of Massachusetts Amherst, and a BA in Philosophy from Reed College.



[Jim Jordan](#)

**CEO and Principal, Public Safety Leadership, Project Advisor**

Jim Jordan served as the founder and first Director of the Boston Police Department's Office of Strategic Planning and Resource Development, where he facilitated the creation of a number of strategic partnerships with a wide variety of stakeholder groups. Jim has taught policing courses at Northeastern University and UMass-Lowell in addition to leadership courses, such as The Sergeants' Leadership Program®, that he co-created with Liz O'Connor of Strategy Matters Inc. Jim is certified as a trainer in Facilitative Leadership and as an MBTI Administrator. He holds a master's degree in public administration from the Kennedy School of Government at Harvard University.



[Brittney Nichols Barrows](#)

**Director of DEI Practice and Project Advisor**

Brittney joined Strategy Matters in September 2016 in her role as Director of Creative Capital, working closely with clients while managing operations. Brittney is a project team leader in supporting clients through change processes, specializing in those centered on building more diverse, inclusive and equitable organizations and strategies. Prior to joining our team, Brittney worked with startups and small businesses to engage diverse communities, broker partnerships, and manage customer experience. She also served as a project manager at EdVestors, a school change philanthropy where she worked collaboratively with teachers, artists, and administrators. Brittney is a Board member for the Cambridge Material Aid & Advocacy program and has a BA in Business Management and English Communications from Emmanuel College.



[Parita Amin](#)

**Project Manager**

Parita manages logistics and administration for nonprofits and businesses. She serves on the board of Uplift Humanity, a non-profit based in NY with work in India where she oversees their US Operations and Growth. Parita also works as a Community Manager for a South Asian Diaspora digital magazine. At Strategy Matters, Parita provides administrative support for all client projects.



[Nicole Haynes, MSW](#)

**Consultant**

Nicole joined our team as a Graduate Intern from Boston College before becoming a Consultant. She graduated in the spring of 2020 with a Masters in Social Work focused in macro practice. Since 2014 Nicole has worked in the field of education, working for a year as an AmeriCorps member at Dudley Street Neighborhood Charter School with second graders and for three and a half years at Bottom Line, a college access and success nonprofit in Boston. Throughout all of her work, she has focused on diversity, equity, and inclusion and participated on the DE&I committee at Bottom Line as a member and as the chair in her final year. She currently volunteers on the coalition team for an organization called The Teachers' Lounge. Nicole is a graduate of Emmanuel College with a BA in sociology and a minor in Africana Studies.



[Khadijah Jordan, MSW](#)

**Project Manager**

Khadijah joined the Strategy Matters team in 2021. She brings a background in international development, communication, evaluation, fundraising, and advocacy. Prior to joining Strategy Matters, Khadijah worked at global organizations that focused on migration, displacement, child safeguarding, women's issues, indigenous rights, and sustainable development. They completed her MSW at the Boston College School of Social Work, and she holds a BA in Psychology and Political Science from Wheaton College.

Additional members of the Project Team are:

**Policing and Criminal Justice Experts**

Chief (ret.) Daniel C. O’Leary

Superintendent (ret.) Patrick H. Bradley, Public Safety Leadership

**Public Health Expert**

Dr. Gail Dana, PhD

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**Contact Us**

**Strategy Matters, LLC**

[info@strategymatters.org](mailto:info@strategymatters.org)

617-826-6008

717 Washington Street, Dorchester, MA 02124

**strategymatters.org**

## Appendix B: Abbreviations

**ASP:** Arizona State Police

**BIA:** Bureau of Indian Affairs

**CAD:** Computer Aided Dispatch

**COPS:** Community-Oriented Policing Service

**COVID/COVID-19:** Coronavirus Disease

**CIS:** Criminal Investigations Service

**D-SARA:** Diné-informed SARA (see SARA)

**DUI:** Driving under the influence

**DOJ:**Department of Justice

**DV:** Domestic Violence

**DWI:** Driving While Intoxicated

**E-911:** Enhanced 9-1-1

**FLETC:** Federal Law Enforcement Training Centers



**GO:** General Orders  
**HR:** Human Resources  
**IA:** Internal Affairs  
**IACP:** International Association of Chiefs of Police  
**IT:** Information Technology  
**LGBTQI:** Lesbian/Gay/Bi-sexual/Transgender/Queer/Intersexed  
**LOC:** Law and Order Committee  
**NCAA:** National Collegiate Athletic Association  
**NEC:** Navajo Epidemiology Center  
**NLA:** Navajo PD Leadership Academy  
**NN:** Navajo Nation (also referred to as The Nation)  
**NNC:** The Navajo Nation Council also referred to as the Council  
**NNHRRB:** Navajo Nation Human Research Review Board  
**NPD:** Navajo National Police Department  
**POP:** Problem-Oriented Policing (DPOP is Diné Problem-Oriented Policing)  
**PERF:** Police Executive Research Forum  
**POST:** Police Officer Standards and Training  
**PPE:** Personal Protective Equipment  
**PSAPs:** Public Safety Answering Points  
**SARA:** Scanning, Analysis, Response, Assessment  
**SMIP:** Senior Management Institute for Police  
**STEP:** Selective Traffic Enforcement Program  
**SORNA:** Sexual Offender Registry Notification Act  
**SWOT:** Strengths, weaknesses, opportunities, and threats (analysis)  
**UCR:** Uniform Crime Report (issued by the FBI)  
**YPLL:** Years of Potential Life Lost

## Appendix C: Stakeholder Engagement

strategy matters

HELPING THOSE WHO DO GREAT WORK DO IT  
BETTER



## Navajo Nation Police Department Listening Sessions Summary

# Listening Session 1

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- Location: Shiprock
- Number of Attendees: Approx. 30+
- Main Issues Raised:
  - Need for more police officers (currently at 200)
  - Speed prevention is needed (drunk-driving, fatal accidents, etc.) particularly in areas near schools
  - Address domestic violence (educate police officers on how they can support victims and prevent it from occurring)
  - Prevention of drug-dealing, particularly amongst youth

# Listening Session 2

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- Location: To'hajlee
- Number of Attendees: Approx. 10
- Issues Raised:
  - Need for improved leadership (properly trained, commitment to their work/their word, etc.)
  - Would like 24/7 coverage in their area by officers and a sergeant (used to be in place but not anymore)
  - Response time is not good
  - Would like a local police station established in To'hajlee

## Listening Session 3

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- Location: Crownpoint
- Number of Attendees: Approx. 6
- Issues Raised:
  - NPD's plan to address active shooters
  - Improving communication b/w NPD and other entities (ex. Fire department)
  - More coverage in eastern areas of Navajo Nation
  - Transfer program for enlisted service members who want to join Navajo PD
  - Thanking the NPD for their service in spite of lack of resources

## Listening Session 4

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- Location: Indian Wells
- Number of Attendees: Approx. 8+
- Issues Raised:
  - Community outreach efforts by police to encourage children to become police officers in the future
  - What can community members and local leaders do to support police officers with ensuring the safety of their community?
  - Inefficiencies, lack of communication and lack of technology
  - Addressing marijuana use by youth in schools
  - Sharing of data regarding break-ins in Navajo Nation

## Key Points

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- Navajo PD will only be able to fill 230 police officer positions. After this there will still be a shortage of officers to support Navajo Nation (24,000 square miles)
- Community members' main concerns center around speeding, domestic violence, alcohol and drug use, and response time from officers
- Inefficiencies are beginning to be addressed (ex. Recent hire of communications director in the department)
- There's a tense relationship b/w Navajo PD and community members - NPD thinks the community needs to improve their parenting and prevent dysfunction in the home while the community thinks the NPD doesn't do their job effectively

## Other Relevant Issues

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- Funding will soon run out after all police officer positions have been filled. This looming issue was brought up multiple times by several police sergeants and chiefs
- Drug/alcohol addiction and domestic violence are examples of issues that are not fully within the Navajo PD's power to address but ultimately still impacts their day-to-day work (Chief of police: "It's not a criminal issue, it's a public health issue.")

## Questions - So what now?

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- How can Navajo PD operate effectively *and a part of (not separate from) the community* in spite of 1) lack of adequate funding 2) the significant geographic size of Navajo Nation?
- How can Navajo PD partner with social service agencies in Navajo Nation to address issues such as drug/alcohol addiction?
- How can Navajo PD operate in a way that reflects the values and traditions unique to Navajo culture (ex. Diné Bi Beenahaz'áanii and Diné Fundamental Law) ?
- Are there opportunities for stronger partnerships with local politicians and leaders to strengthen the Navajo PD's impact in their community?

# Closing - Comments? Questions?

strategy matters

HELPING THOSE WHO DO GREAT WORK DO IT BETTER

## January 27th Meet and Greet Report

### Navajo Nation Police Department Meet and Greet Meeting Gallup National Guard Armory Monday, January 27th, 2020

Opening Remarks: Deputy Chief

- We want to answer the question of how we deploy our resources to achieve the spirit of policing, rather than just being in the “business of policing”?
- We have people who depend on us. They are experiencing the worst moment of their lives and we can lose track of that because the business is our day to day.

Director Henderson

*Reconnecting with our original purpose*

In 1868 a group was assembled to address theft and lawlessness in the newly re-established Nation. That is how NPD started, and that is who we are. We have a long story behind us. Back then in order to bring thieves to justice, not with jail, not with fines, but they made them return the property to the person they stole from - a restorative justice process. In the 1870's homicide was our challenge. Again the police force went out and rounded up the killers. This time there was a trial. It is our job to continue what they started.

***Our people depend on us to bring peace and harmony back to communities***

What method of policing will we use to do this?

- We learn about the trend in our criminal justice classes about achieving justice

through restorative action

- We want to have our own people policing our own people
- We want our own culture to be at play in our policing. We would like to achieve a harmony and balance between the western ways and our traditional ways
- We want a vision of where we will be in 50 years for our 200 year anniversary. We need some defining moments and this is where it will start.
- I want a manual that will set our strategy for the coming 50 years.
- For the Chief, this plan will be a bright shining light. Asking you all to participate, being optimistic, honest, and positive

Lt. Redhorse

This planning process represents a paradigm shift and fundamental change at the Department. Throughout the course of the planning process we will:

1. Answer the question of “Where are we now?”
  - a. Community listening sessions, engage our partners for feedback.
2. Maximize agreements, and solidify relationships with each of our partners.
3. Establish the status of infrastructure.

Jim Jordan—Consultant

Our work as consultants is guided by communication we received in 2018, an RFP for training, very specific body of philosophy, centering values and way of life

What is the simple, highest purpose of the NPD?

- Help people when their individual circumstances are not enough to resolve their problems
- To protect its own people
- Reduce the morbidity and mortality of our people
- To make and maintain harmony through through the judicial process
- Being relatable to our community members

## Who are our Stakeholders + What Questions do we want them to Answer?

*Group brainstorm with participants*

**What questions should we be asking in this process?** (PD’s role in health, safety, education, commitment to harmony etc.)

What issues are the public facing (access to public services, etc.) and why?

What data should we be collecting?



## How do we give that back to the community?)

- What are our “mission statements” with our partners? What are our terms, conditions, and purpose together?
- What is their experience with the NPD? In what capacity? (professionally and personally)
- What are their expectations of the NPD?
- What is their view/perception/opinion?
- What’s important to our stakeholders? What part of their understanding of NPD’s job is important/relevant to them? (property crime, DUI, etc.)
- What does the Navajo Police Department need to be successful in the execution of their work? Training, equipment, facilities, etc.
- What are our areas for improvement (external and internal)?
- Does NN really need it’s own post?
- How as the facilitation team, you build in the trust and security to get candor, understanding that it’s for the better of all of us?
- Officers perceptions of themselves and of the public (professional and personal)
- What is the expectation that our principals (ke hojho) are going to last 50 years? (conflicting values, our younger generation are so much more western)
- Current mission statement: is NPD delivering that to the public and if not what are the shortcomings?
- From citizens: what is an NPD officer's job? Where does Navajo fundamental law come into play?
- What is our commitment to community outreach / community process? A lot of misconceptions, basic misunderstanding of what we’re here to do (social media). We don’t have the training or the funds to do a lot of what they think we should. We want training and more opportunities to bring awareness to what our role is. Develop conversation and vocabulary with the public; having an open mind.
- How well does the public in general feel that NPD communicates with them? How accessible is that communication?
- What could have been done differently to have a more impactful time in jail?
- In 50 years will we be operating with the same assumptions and expectations?
- What’s the PD’s role in preserving those principals?
- Within the organization, we have Navajo speakers and non-Navajo speakers, how does that play into our planning?

## **Who should we ask?** Who knows the department’s strengths, weaknesses, opportunities, and threats?

- Navajo Nation Council: Law & Order Committee
- Local leaders of NPD Chapters (just shiprock has 21 Chapters)
- Juvenile detention facility - Crownpoint
- DOC counseling center
- Primary schools (central

- NN Chapters—monthly meetings
- Senior centers
- The fair—each area, the majority of whom are not involved
- Cultural person within the PD department to help with principals—hospitals have them, traditional healer
- College—talk to students

- consolidated district) what is their perception of how they want police to be in 50 yrs?
- Medical facilities, other public safety entities
  - Health services
  - EMS
  - Fire
  - Border towns (administration and public services)

### **Additional Considerations**

- Who's out here with us? What are other 24/7 services and how could we better coordinate our limited resources?
- Why are the courts and prosecutors so poorly aligned with police in terms of what the consequences of arrest should be (the revolving door)? Ask courts and prosecutors. There is a lot of variation on how the courts treat various issues.
- EMS Fire—we need to work in stronger partnership with them.
- Ask judges, why can't we serve summons' right when people are released from jail? That would save so much police time.

### **One problem I'd solve...**

#### **In the department**

- We need good investigations and good report writing
- Crime scene management and report writing
- The court date should be set before the arrestee is set free
- Need a liaison from Department to Judicial
- Work more closely with the elders
- Pay dispatchers competitively with other neighboring depts. We train them, and then they leave for better paying jobs
- Partnership with judicial and follow through with those commitments

#### **In the community**

- For young children, teach critical thinking and problem solving
- Hire paid process servers
- Judges must commit to the court date
- Judges are so lenient, our laws have no teeth
- The fines haven't gone up. \$500 for DUI for psat 10 years, but political people "take pity" on them so they don't want to raise the fees
- We have no vehicles to teach kids life skills earlier (middle school)
- People use the traditions when they want to get out of something
- Harsher penalties for DV.

- Number 1 cause of fatality here is auto crash / may be 4x the national avg. No seat belts. Lots of intox
- More services for SUDS. Takes 3 months to get a MH bed.
- We don't need volunteers. No one does anything for free, as a volunteer. No follow up, no AA, no counseling.

## Partnerships

### What is working well?

- Behavioral health trauma team
- Victim advocates

### What is not working well?

- Social services / supports

## Closing

### What is one piece of advice you'd like to share with the consulting team *or* something you'd like us to know?

- Folks are already collaborating and this day helped move us forward.
- Huge process, and the more people we can work with the better, and everyone should pitch in to give us their ideas.
- Excited, appreciate being here. Glad you're getting into the culture here. Don't try to bring your ways here, but help us make change in our culture from where we are.
- One word: understanding. We need to work together, understand each other's role.
- One word: symbol. We are all a symbol of protectors, moms, dads. We symbolize our birth place, our communities. We need to change the negative stereotypes.
- We all have a common goal. I thank the police department, public safety, consultants - coming together and re-starting this conversation.
- I started here in april, had a meeting with execs in NPD, never met a group of more welcoming people. I want to make sure it's not coming across from the non-native side that there are issues, look forward to making it better together
- Pretty interesting few months, looking forward to seeing changes, having you all at chapter meetings, a lot of comments, a lot of learning

- Appreciate being here and that Strategy Matters is working on the cultural side of things; learning and reaching out to people.
- Keep moving forward, getting the buy-in from everybody we work with, keep bringing folks into this group.
- You eat an elephant one bite at a time.

Thanks to all who participated! We'd love your further thoughts and ideas [here!](#)

## Strategic Planning Retreat Report

### Navajo Nation Police Department Strategic Planning Retreat Report Chandler, Arizona Police Department January 29th, 2020 - January 30th, 2020

#### Participants

*Director Michael Henderson  
Deputy Chief Daryl Noon  
Lt. Emmett Yazzie  
Lt. Martin Page  
Lt. Leonard Redhorse III*

*Lt. Leonard Williams  
PO Josiah Begay  
PO Shannon Johnson  
PO Dwayne Hogue  
Sgt. Shirley Sanisya*

## Goals for the Meeting

#### Experiential:

- Engage NPD personnel from multiple levels in sharing their knowledge in early stage planning and development of core identity statements.
- Ensure all feel connected to each other, to the process, and to the Department.
- Cultivate enthusiasm for the process and confidence in the results to emerge from it.

#### Rational:

- Develop vision, values statements for NPD that align with/are informed by Diné fundamental law.
- Work on a theory of change to support NPD strategy development.
- Develop a draft mission statement.

### Transformational:

- Emerge with the structure needed to hold the integration of NPD policy/practice with Diné fundamental law.

Wednesday January 29

## Overview of strategic planning terms, and how they function in the NPD planning process

We worked together to formulate three core identity statements for NPD; values, vision, and mission. Below is our framework for the role and purpose of each statement.

### Values

What are they?

- A statement of what is most important to us.

What is their role?

- They allow us to see the boundaries of our work, and help to clarify what we *cannot* do.

### Vision

What is it?

- A statement that describes the more perfect world we hope to create.

What is their role?

- It helps us to identify allies. We want to work with organizations that share our vision.

### Mission

What is it?

- The role that we play in building the more perfect world we describe in our vision.

What is its role?

- It defines and clarifies our role in creating the world we want.

### Question

Q: Why are we doing the strategic plan before the assessment?

A: They'll be happening concurrently. The assessment will inform the strategic plan.

## NPD organizational values exercise

### In this exercise, we did the following:

1. Asked each participant to think back upon a time in which they were exceptionally proud to be a member of the NPD.
2. Each participant told that story aloud
3. The facilitation team captured the themes around what people take pride in (e.g. integrity, courage, leadership in challenging times).

Below are the results of the exercise. The number in parentheses connotes how many people cited that quality as a value.

- Do whatever it takes (6)
- Dedication (5)
- Courage (5)
- Personal connection (4)
- Family atmosphere (3)
- Collaboration (3)
- Commitment—there from the beginning to the end (3)
- Integrity (2)
- Concern for ALL (2)
- Teamwork (2)
- Problem analysis (2)
- Responsive (2)
- Teaching (2)
- Encouraging the next generation of leaders (2)
- Reputation and public trust (1)
- Mentorship (1)
- Thought-leadership/pioneering (1)
- Supporting victims/survivors (1)
- Community connection (1)
- Compassion (1)
- Professionalism (1)
- Listening (1)
- Respect (1)
- Innovation and organic approaches (1)
- Shining light on red problems and solving them (1)
- Pride in young people's achievements
- Loyalty (to the people of the NN)
- Responsibility
- Pride
- Unity
- Self - sufficiency
- Self-determination
- Citizenship
- Service
- Generosity
- Saving lives
- Targeted investments
- Invest in employees
- Initiative
- Sensitivity
- Data informed resource allocation
- Alignment

Now the consultants will draft a version for further consideration and ratification by the NPD leadership. We will highlight overlap between what comes out of this conversation and key concepts from traditional law.

## NPD organizational vision exercise

In this exercise, the consultants asked participants to consider two questions:

What would the Nation look like if we had Hózhq’ ?

What would the NPD look like if we were well suited to creating and supporting such a world?

Participants worked in small groups, to draw or articulate Hózhq’ in any way they want or can imagine, eg. could be symbols or parts of communities, etc.

Participants then shared the visions, and as a large group asked what does NPD have to be like to support that world?

Group 1	Group 2	Group 3
<p>We envision...</p> <ul style="list-style-type: none"> <li>● Our government infrastructure will be more developed</li> <li>● We are more self-reliant with our basic necessities being met (food, water, power, clean energy)</li> <li>● Presence of ke and Hózhq’</li> </ul>	<p>We envision...</p> <ul style="list-style-type: none"> <li>● Advances in how we use technology</li> <li>● Large diverse communities tied to one another, with strong local government</li> <li>● Aggressive but not careless</li> <li>● Careful about what other entities we work with</li> <li>● Self-managed finances</li> <li>● Recognition and successful partnerships with universities</li> </ul>	<p>We envision...</p> <ul style="list-style-type: none"> <li>● Connectivity across the Nation through tech advances</li> <li>● Self-sufficient—depending on our own resources, like water</li> <li>● Owners of our own stores, malls, theatres, etc.</li> <li>● Better roads with physical addresses</li> <li>● Schools are teaching critical thinking</li> <li>● Navajo Nation should be ahead of everyone else</li> <li>● Standing in our way is that the governments don’t have set a standard among one another. There’s a lack of understanding and a lack of ability to work with one another</li> </ul>

Consultants will draft a version for further consideration and ratification by the NPD leadership. We will highlight overlap between what comes out of this conversation and key concepts from traditional law.

**Closing Exercise**



Participants were asked to share a thought as we closed out our first meeting

- Today was good and productive. It's good to hear people's stories and to see both communicating and listening.
- Interesting, different, good to hear the stories, and remember some of them.
- Today was good. It's good to see we're thinking ahead. I've seen people talking about change—some people don't like it but all of us are willing.
- This brings me back to the first time I met you guys in a sergeants leadership course—I think we picked a good group. I've done sessions before where there is no feedback This is the feedback we need and it's great
- Gratitude that you're facilitating this and allowing us to share our history with you. Our reflection on our past is impacting our present. Thinking about where we are now and how it will impact us in 50 years; great balance. For me Hózhq' is harmony and balance—coming to harmony with where we have been and where we will go.
- Creating ownership—sometimes we, as officers, feel out of touch but having you come in and help create a plan, having the extra tools you will contribute to our belts increases the degree of willingness for the teaching and listening.
- Thinking about your programs can keep you up at night. My concern is making sure that this department uses the method, mode and process to secure the resources. Creating this environment creates understanding of different perspectives. We are challenging comfort zones. What we're doing is atypical for our profession. At some point in time, you all will have to inherit those sleepless nights. There may not be an understanding of what headquarters does.
- I have a 3 hour round trip commute. I need that time to prepare for the day, and then decompress at night so I don't carry those burdens and troubles with me. I've been a part of lots of strategic planning sessions and I can say there was no meaning behind them. This is different. This is already coming together. I'm a guy who likes to sit and think about things before. One of the hardest things to change is culture.
- How personal you all made it—you guys actually listened and put it up on the board.
- Learning the process of developing an SP, using stories.

**Thursday, January 30**

**Welcome back and reflecting on the work of yesterday**

**What did you take away from our work together yesterday?**

- We need resonance, not just within NPD, but across the whole community. The president, and each council member, investigations, internal affairs, patrol -- all are marching to the beat of their own drum. We are all contributing to dissonance. We need resonance, we need to all be marching to the beat of one drum.
- We can be that catalyst for change because we have our hands in every component—econ dev, digital tech, etc. We are stuck on paper (files), and this is going to keep us behind. We need to be looking at diverse viewpoints of gender, faith, culture, etc.
- Foundation—we need to build a strong one. If we find something that is working here on the reservation, we may realize it is something that can be used outside.
- We have been reflecting on how far we've come. Still so far to go, though.
- We are creating a method here for how we are going to do things. Once we get a final product it will be up to us to implement it
- When I think about the things we're trying to do, I begin to feel frustrated. There is a lot of bickering that goes on. I do what I can to keep myself committed to this process, but feel frustrated with how hard it may be to get buy in from those above us. We are trying to rebuild our command structure. I'm glad there are a variety of people from different layers of the organization here. My philosophy here is that what we do is not a secret. Looking forward to watching this develop but in the back of my mind I'm worried about so many things. We have a tendency to designate someone as a subject matter expert, when really they're not.
- We're setting a standard here for other departments across the country.
- What we do here will have long term impacts, we need to take into account all of the fundamental concepts of dineh values and dineh concepts. What we do needs to be built from the fundamentals of navajo tradition. We are going to lose our language, at least if we can preserve the concepts, we can preserve our. We need to build into our vision and values who we are as a people.
- All of the changes I've seen between when I was a kid and now gives me hope for what we can do in the future. How can we learn from our past missteps to build a future we want? Implementing what comes out of this plan feels like a daunting task.
- Investment in people—in our own people. If you don't invest in your people to be ambassadors and liaisons to other resources you're wasting
- Resonance, Foundation, Community

## NPD theory of change and mission exercise

**In this exercise** we asked participants to think back to the visions they articulated the day before and then asked “In order to achieve that vision, what must change?”. Participants answered the question on post-its and placed the post-its on a timeline, reflecting change that needs to be accomplished by 2020, 2030, and 2050. Below are the results of the exercise.

## 2020

- Meet with school board members on LE and Navajo way of life and language
- Present our vision to the people at the chapter level
- The Nation creates and invests in rehabilitation centers
- Bring elders and children together at the chapter level
- Navajo Nation Police take lead in addressing social issues
- Partnerships between government-program-leaders-communication-in all directions.
- Having the schools hire more native people to teach the Navajo tradition based classes.
- “We must build up/invest in the young people.” Invest in education.
- We need a good business strategy and need to cut down on bureaucracy.
- “Education system needs a strategy and skill and support”
- Schools providing opportunity (ie. life skills, etc.)
- Better relationship with oversight committee
- Invest in people to educate Navajo language and culture
- Invest in technology for the Navajo Nation
- NPD SROs in the schools already teach students the history of Navajo Police
- Teams that can concentrate on this topic/subject through the next 50 years.
- President Trump signed a bill for grant in Navajo Language. B.I.E. has an open meeting on this .
- Electing government officials who are willing to make changes for a better Nation.
- Navajo Nation to go paperless to streamline paperwork
- Navajo Nation Policy: Educating people in leadership roles to embrace values and visions.
- Have a strategic type session with the government.
- Schools/outside department intervene modern technology with Navajo culture
- Chapter/council: statistic driven discussions, surveys conducted within communities, to have something in hand.
- Require each branch to present a business strategy
- Each branch of government needs a bonafide transition team / system. There needs to be consistency,
- Require each branch to present a business strategy.
- Mandatory training for every department in each branch to educate them in operational matters. (ie. this is what DPS is responsible for)
- Change the promotional scoring process for Lieutenants and Captains that give more weight (points) for the candidates that speak the language.

- Better communication in all levels. Simple -> complex. Transparent about the subject.

2030	2050
<ul style="list-style-type: none"> <li>• The judicial branch setting a standard for the Nation. The judges do everything different in each district.</li> <li>• Create seminars at the high school level.</li> <li>• Social service, work with on teaching parents/guardians about parenting more of it.</li> <li>• Encourage community members at chapter meetings to request for help on traditional teachings</li> <li>• Identify interdependencies of economic development and the institutions of education and political institutions.</li> <li>• People: Breaking the habits of comfort zones of understanding who we are that identifies us as Navajo People.</li> <li>• Commitment: Deep commitment from the people and government branches to keep the community safe and strong.</li> <li>• Government: Changes are advancing and people are taught in a modern higher education. Government needs to adapt and break open to learn new situations to better change the laws.</li> <li>• Hands off responsibilities back to the people (ie. mom and dad)</li> <li>• Nation to do mass media blitz: facebook, twitter, texts, nation tv, hospital tv, waiting room tv, etc. on the changes to be made for their benefit.</li> </ul>	<ul style="list-style-type: none"> <li>• Local leaders teach and educate the elderly on these positive changes. They (elderly) have a huge influence to start in making growth and changes</li> <li>• Learning from outside resources in order to grow in a fast changing world to advance in all technology to have a great infrastructure and having a strong social pillar.</li> <li>• A “property tax” has to be accepted by the people to fund the initiatives on the board.</li> <li>• Navajo Nation President directing school superintendents to develop curriculum to teach these objectives and changes.</li> <li>• Program need to be established to decrease the dependency on the state to teach these concepts. Home programs must be established to accomplish the teaching of youth if this is valued by the household.</li> <li>• Navajo Nation government to provide a budget for educating/education to make, implement changes for the Navajo people.</li> <li>• Mutual government with funding businesses and contracts to be self sufficient within the Navajo Nation.</li> <li>• Police officers need to take more time at a scene to teach and talk about the reasons. Be part of the</li> </ul>

- United States government to honor, regard, and reaffirm our treaty of 1868 with the Navajo Nation
- education.
- Navajo Nation president to direct the Navajo Nation council to educate their Chapters. Communities of the optimistic changes for Navajo.
- Parents need to understand their roles and importance in the education process.

Next, we had a large group brainstorm about all the ways that NPD and their partners could support the conditions above:

- People must see this vision and be heard by gov't
- People must share this vision
- We must educate people
- People use their voices through council
- Young people must register to vote, and actually vote
- Self-awareness in young people
- What we can improve in ourselves as individuals to improve how we act
- Parents, relatives, need to play their roles
- Currently developing Navajo survival class
- Emphasis on math and science in schools, no history, western or otherwise
- Gov't must respect people's views
- We must build up and invest in young people
- We have to break down some of our turf wars
- Young people must be active and buy into this vision
- We have to instill our vision in the young people
- Education systems teach people how to manage and run a functioning society and offer people the skills they need to contribute, participate in society.
- High level government programs are pushing math and science to keep us competitive in the international markets at the cost of history (which is where culture and tradition might find a natural home). "My fifth grade daughter is bringing home math homework I barely had to do in college, but they no longer teach how to make belt sash and moccasins."

**Next**, participants were asked to express NPD’s unique and specific role in bringing about the articulated vision, values, and theory of change.

The challenge was to express the mission of the NPD in this format, in a way which most comprehensively captures the roles outlined in the preceding section.

Format for response: Verb, target population, desired outcome.  
 Rules: no more than 10 words total.

Group 1	Group 2	Group 3
<p>We facilitate partnership and education to enhance opportunity to be self-sustainable</p> <ul style="list-style-type: none"> <li>• Wanting people of the nation to be looking at NPD as part of their lives, as one of them</li> <li>• We want to be leaders in and outside the Nation.</li> <li>• We’re the warriors of NN</li> </ul>	<p>Include every employee of the Navajo division of public safety to facilitate learning, instill traditional values and goals.</p> <ul style="list-style-type: none"> <li>• Built from our vision</li> <li>• Bringing in all of our partners</li> <li>• Not everybody in the department is a law enforcement officer, designed to bring in all employees (like the NASA example)</li> </ul>	<p>The NPD is committed to a safe community through professional law enforcement</p> <ul style="list-style-type: none"> <li>• Basic foundation of what we provide to who and how</li> <li>• Everyone in the PD could understand the meaning and recite it</li> </ul>



## The State of the Nation

What is the state of health in the Nation? Through our research we'll be looking at the following:

- Violence and injury
- Alcohol and drugs
- Economics
- Health policy

What are the health issues that you are concerned about as you do your work?

- Alcoholism, as Native people we don't know how to drink, it's not a part of our DNA. that's the causality for the majority of DV issues. I've arrested the same person 4 times in 1 day.

Where should we be looking for that data (inside or outside the Nation)?

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>● List of 44 organizations (partners)</li><li>● 926 drivers</li><li>● The epidemiology group (3 people)</li><li>● Sexual assault services (eastern and western sides)</li><li>● Behavioral health, they're Indian in house services</li><li>● Border towns, Flagstaff medical centers</li><li>● Navajo health system, Shiprock (Lynne, she was at the meet + greet)</li><li>● Traditional healers at hospitals</li><li>● Juvenile prosecutors</li></ul> | <ul style="list-style-type: none"><li>● NN prosecutor</li><li>● EMS medical unit, they assist us with assault victims and public intoxication, and they write reports</li><li>● Sexual assault nurse (get contact info from Shannon)</li><li>● Medical examiner, leading cause of death, medical investigators office in Albuquerque</li><li>● State vital statistics for new mexico and arizona</li><li>● <a href="#">Just move it program</a>—tracking meta-level data, their data is more up to date</li></ul> |
|---|---|

## Closing

**In closing**, participants were asked to share a reflection on the past two days of work

- Interesting 2 days - good start
- Feeling grateful to Lt. Redhorse to be part of this. I'm honored to be part of this evolution, and appreciate our young officers. I want to hear and learn more about what they think and how they feel. Hope they feel the freedom to share



just because leadership is here, encourage you to be free in speaking your thoughts and feelings.

- Creating an environment where we can share and act upon that. Bridging gaps to civilian staff, making sure they have a word into this process. NN is a microcosm of tradition meeting western culture.
- We're always a growing dept—breaking barriers between navajo people and the dept. And the department. And ourselves. Building this foundation will go a long way, that's what we're here for.
- New officers recharge the department. Having the new people here will help reinvigorate us. The consulting team traveling here to work with us tells us a lot about your dedication to the project. Not trying to chisel info out of us, let us offer what we have.
- Thanks to LRIII and the Chief's vision we're here, thanks to young officers to be able to include them and lead them, letting them have a voice, we're not trying to tell them that we know so much better than them.
- A moment you were proud to be NPD, this is going to be one of them. I know we have representatives from all over the agency here. We're here to start this process, but the young officers are the ones who are going to see it through.
- Interesting two days, very different. Thankful to be here. Appreciative.
- LTRIII has a vision, he's taken on a lot of projects. What we're doing now takes me back to the learning of extreme leadership, there are no bad teams just bad leaders. Trying to facilitate that as the leaders of this department. We all need to take ownership and having the buy in from the old guard, some of whom do have a negative relationship to this work and bad mouth the department.
- The changes, going to be a daunting task. I see the direction that we're going in and I want to have a hand in it. I'll do my best. The next task is to help others take ownership of it too.

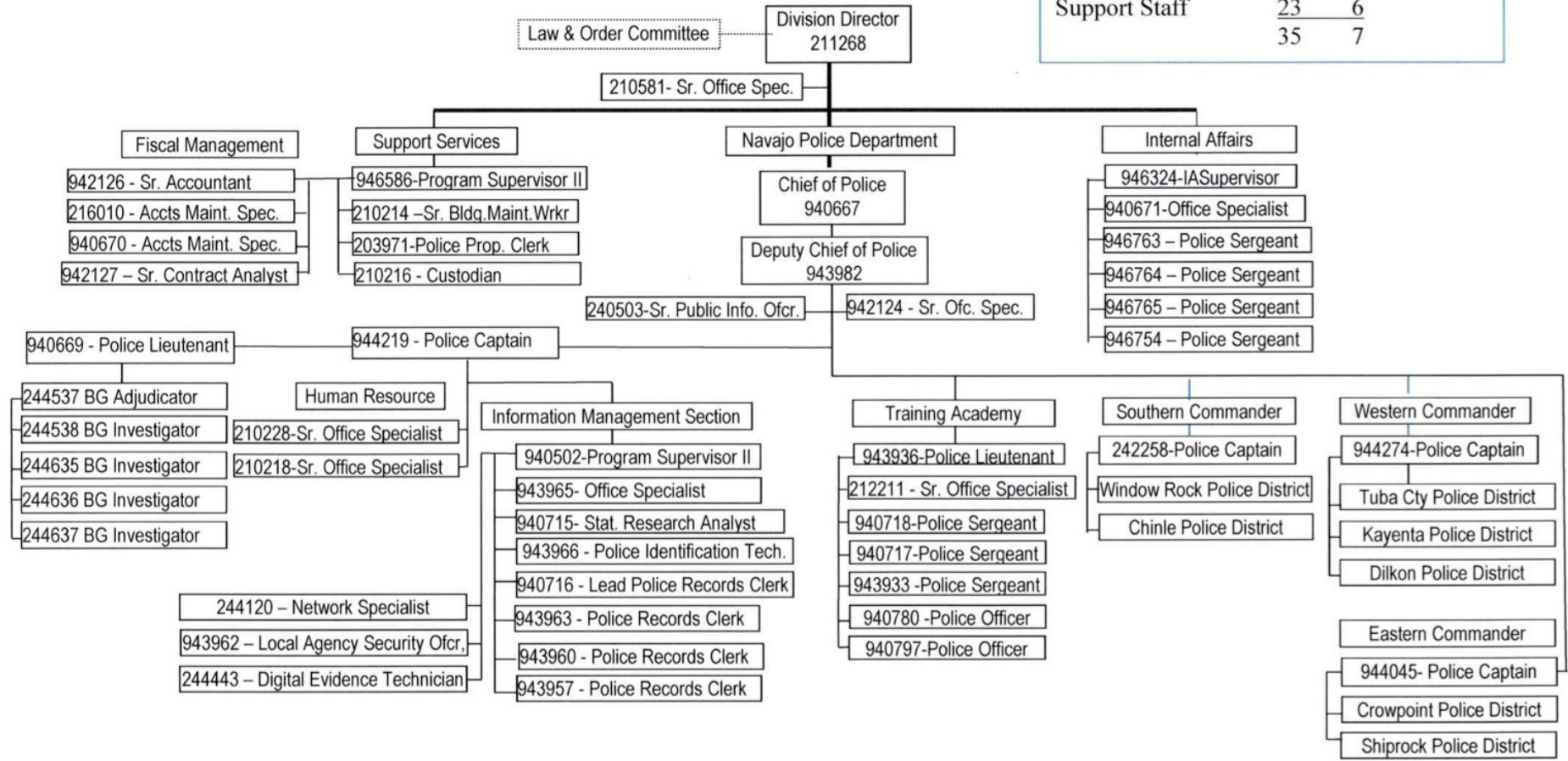


Thanks to all who participated! We'd love your further thoughts and ideas [here!](#)

# Appendix D: Navajo Nation Police Department Organizational Chart

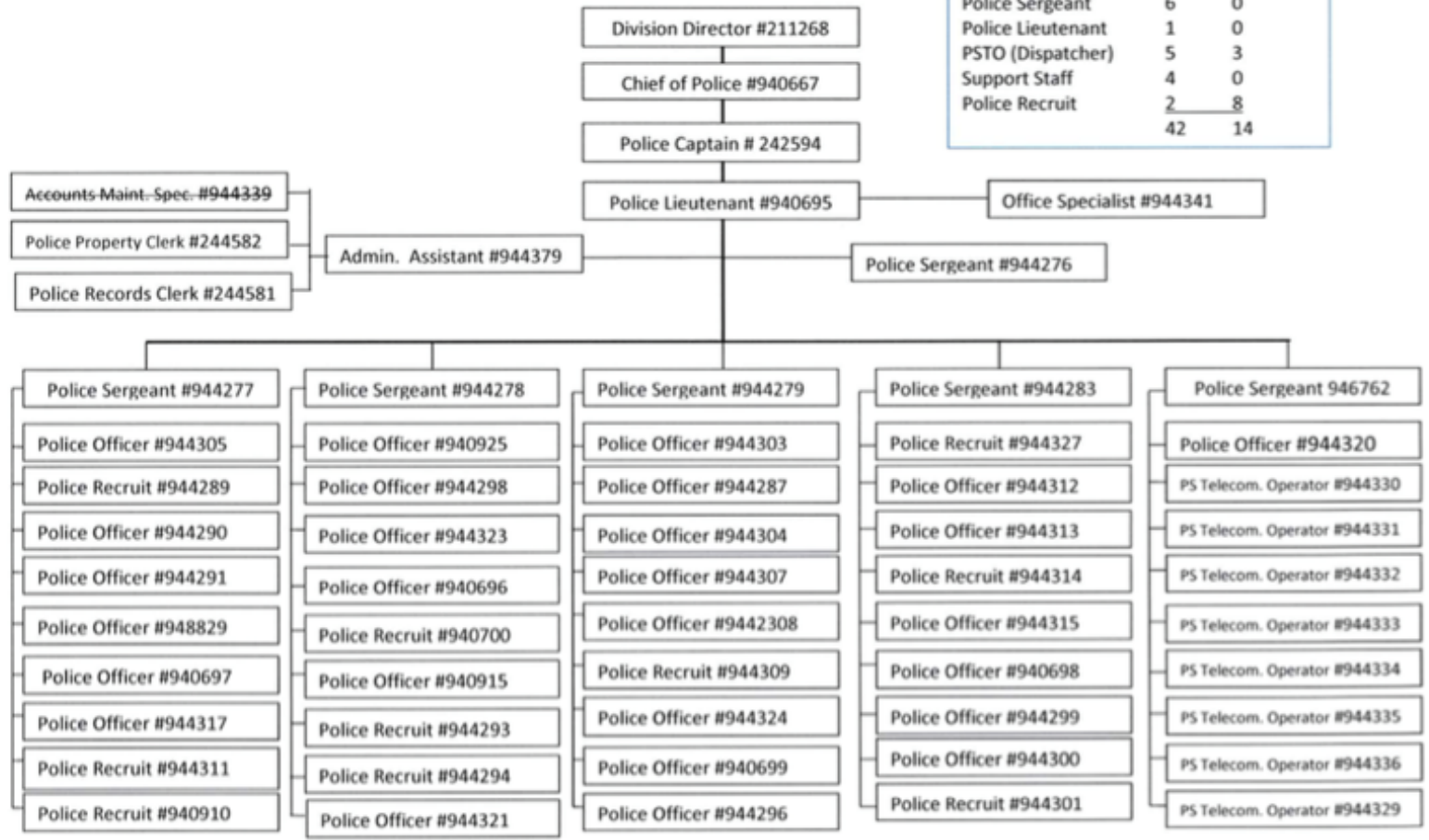
## Navajo Police Department HEADQUARTERS Organizational Chart Dept. 21

Total Positions 42		
	Filled	Vacant
Chief of Police	1	0
Deputy Chief	1	0
Police Sergeant	7	0
Police Lieutenant	1	1
Police Officer	2	0
Support Staff	23	6
	35	7



**Window Rock Police District**  
Organizational Structure

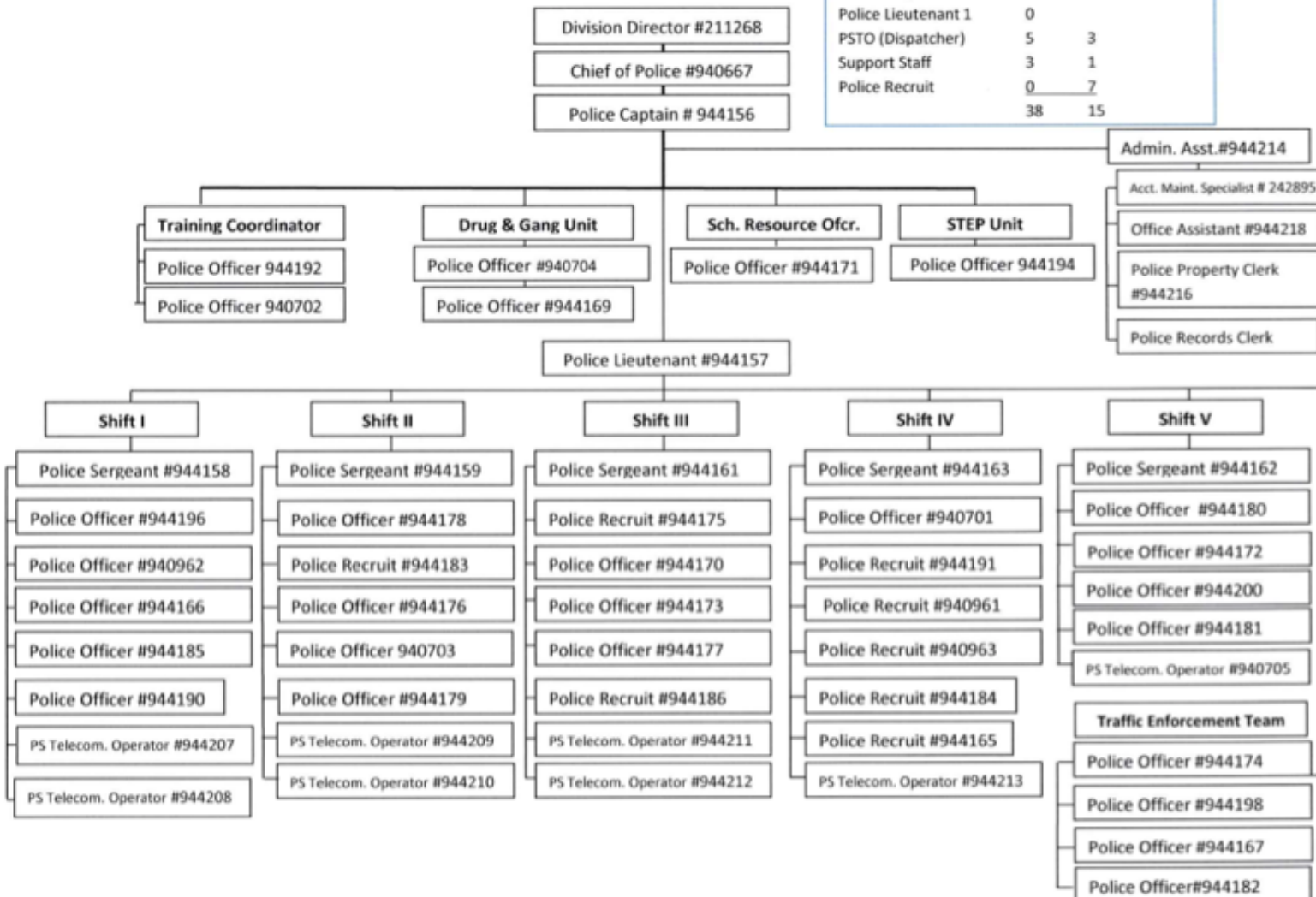
Total Positions 56		
	Filled	Vacant
Police Officer	24	3
Police Sergeant	6	0
Police Lieutenant	1	0
PSTO (Dispatcher)	5	3
Support Staff	4	0
Police Recruit	2	8
	42	14



Updated 10/14/2020 ayj

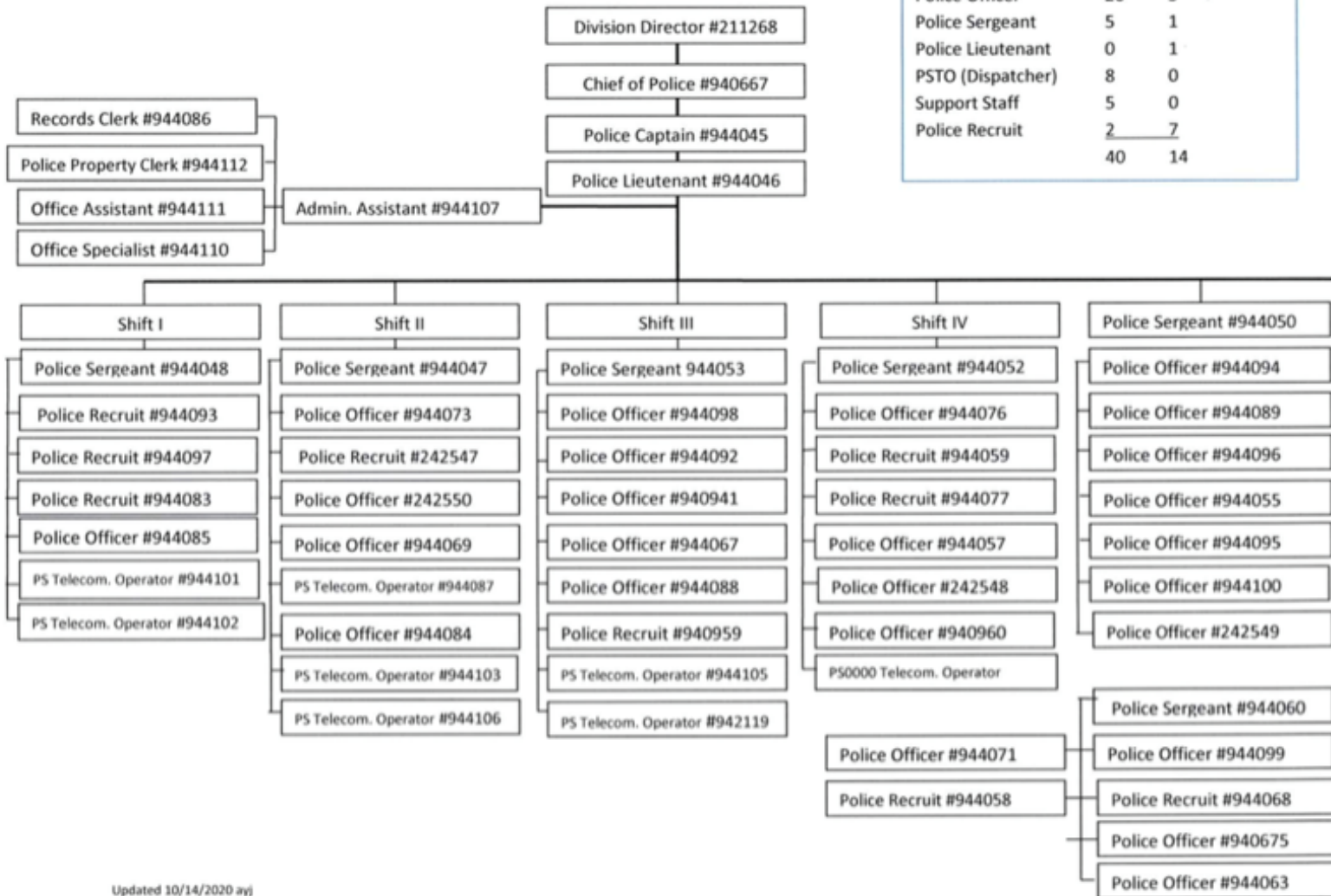
**Shiprock Police District**  
Organizational Structure

Total Positions 53		
	Filled	Vacant
Police Officer	26	2
Police Sergeant	3	2
Police Lieutenant 1	0	
PSTO (Dispatcher)	5	3
Support Staff	3	1
Police Recruit	0	7
	38	15





**Crownpoint Police District  
Organizational Structure**

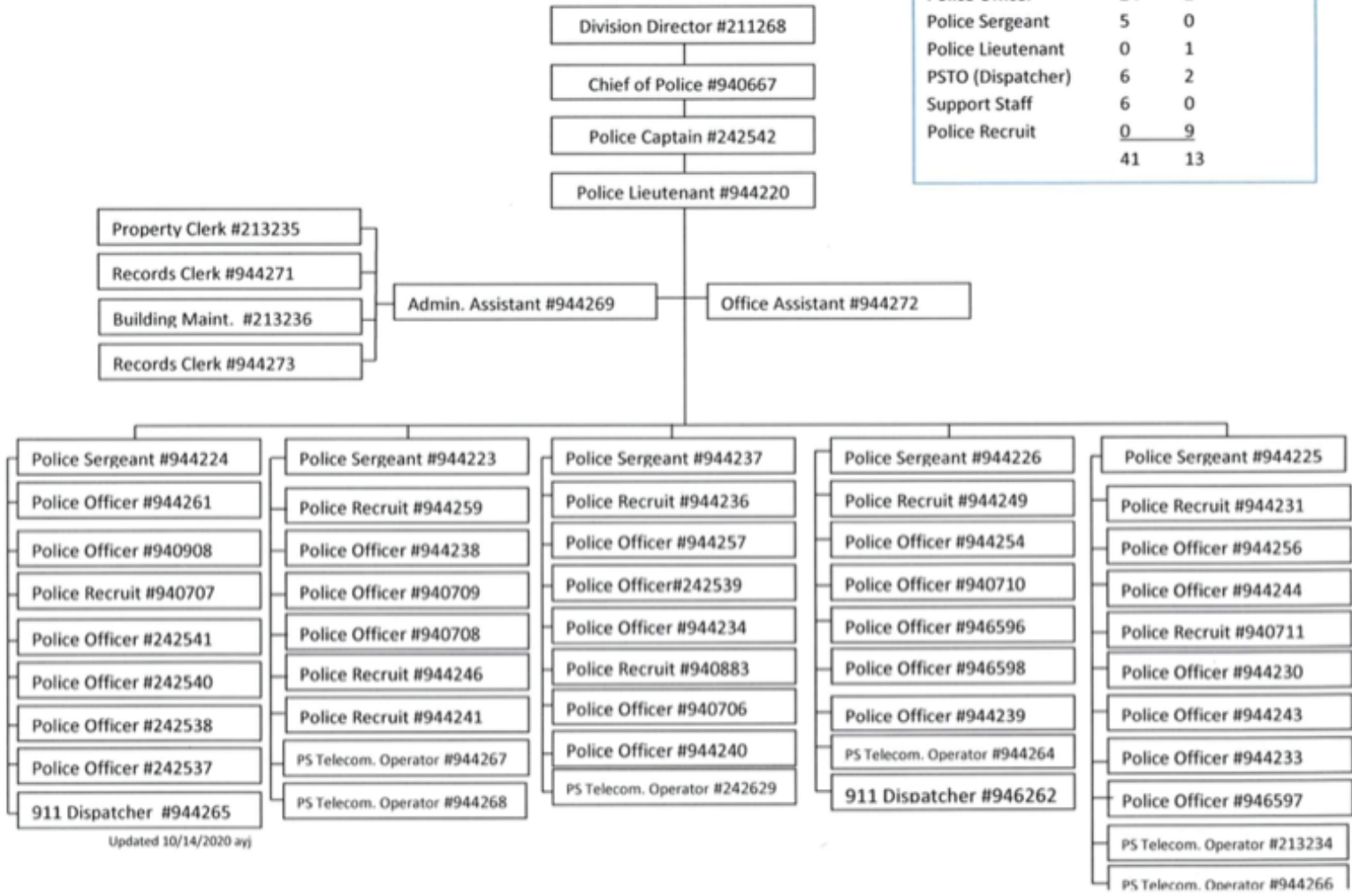


Total Positions 54		
	Filled	Vacant
Police Officer	20	5
Police Sergeant	5	1
Police Lieutenant	0	1
PSTO (Dispatcher)	8	0
Support Staff	5	0
Police Recruit	2	7
	40	14

Updated 10/14/2020 ayj

**Tuba City Police District  
Organizational Structure**

Total Positions 54		
	Filled	Vacant
Police Officer	24	1
Police Sergeant	5	0
Police Lieutenant	0	1
PSTO (Dispatcher)	6	2
Support Staff	6	0
Police Recruit	0	9
	41	13

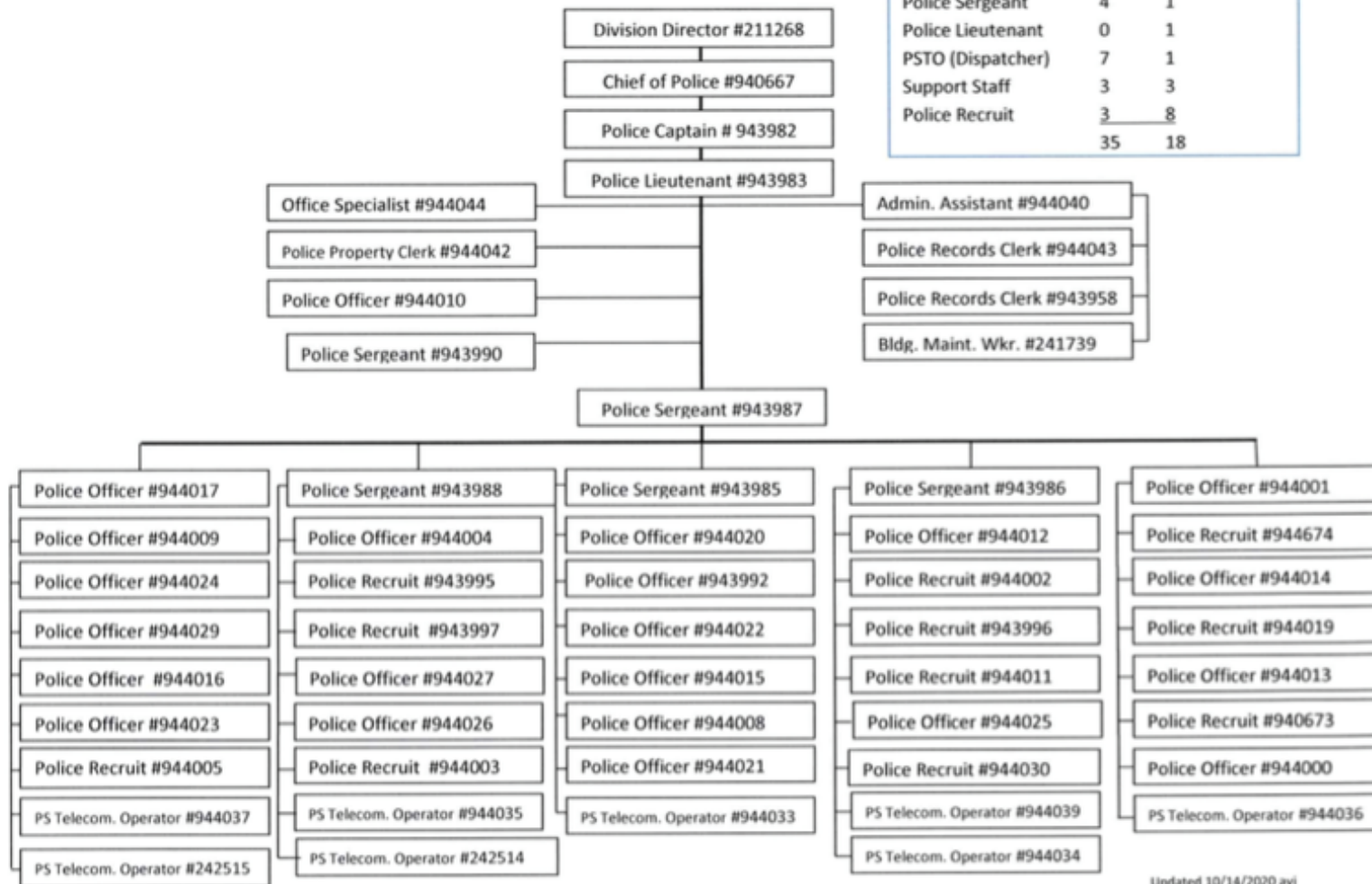


Updated 10/14/2020 ayj



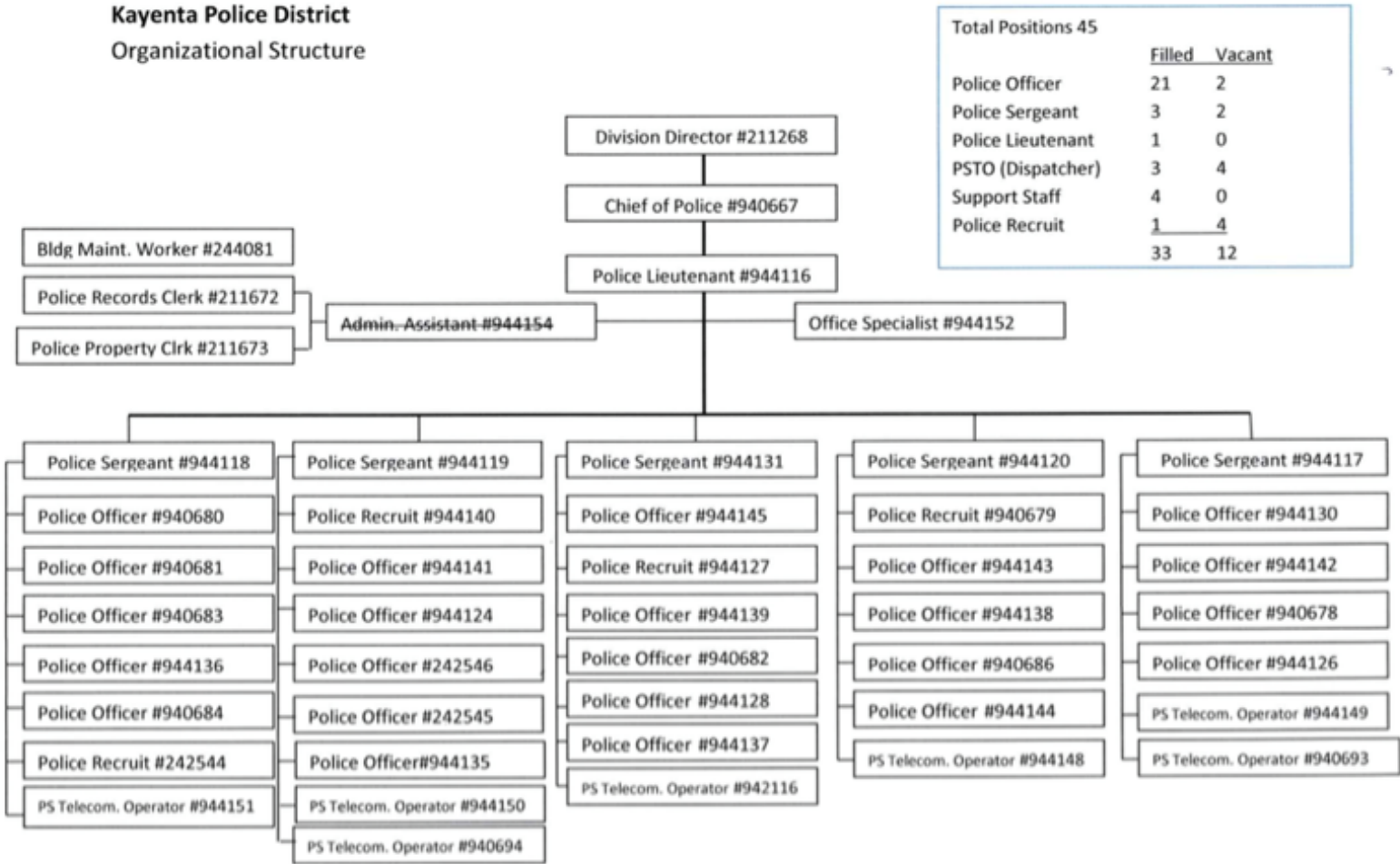
**Chinle Police District  
Organizational Structure**

Total Positions 53		
	Filled	Vacant
Police Officer	18	4
Police Sergeant	4	1
Police Lieutenant	0	1
PSTO (Dispatcher)	7	1
Support Staff	3	3
Police Recruit	3	8
	35	18



Updated 10/14/2020 ayj

**Kayenta Police District  
Organizational Structure**



Total Positions 45		
	Filled	Vacant
Police Officer	21	2
Police Sergeant	3	2
Police Lieutenant	1	0
PSTO (Dispatcher)	3	4
Support Staff	4	0
Police Recruit	1	4
<b>Total</b>	<b>33</b>	<b>12</b>

## Contributors

We would like to thank the following groups and individuals for giving their time and input towards the development of an organizational assessment and resulting strategic plan for the Navajo Nation Police Department.

In the lists that follow “FG” indicates participation in a focus group or other information gathering meeting and “IN” indicates participation in an interview.

NPD Personnel		
<ul style="list-style-type: none"> <li>• April E. Charley, FG</li> <li>• Captain Leonard Williams, FG</li> <li>• Captain Troy Velasquez, FG</li> <li>• Captain Emmett Yazzie, FG/IN</li> <li>• Captain Leonard Redhorse, FG/IN</li> <li>• Captain Martin Page, FG</li> <li>• Captain Ron Silversmith, FG</li> <li>• Chief Francisco, IN</li> <li>• Denise Begay, FG</li> <li>• Deputy Chief Daryl Noon, IN</li> <li>• Director Michael Henderson, FG</li> <li>• Lieutenant Netty Etsitty, FG</li> <li>• Lieutenant Rory Atcitty, FG</li> </ul>	<ul style="list-style-type: none"> <li>• Lieutenant Scott Armstrong, FG</li> <li>• Mr. Orlando Bowman, FG</li> <li>• Ms. Marcella Lewis, FG</li> <li>• Officer Dwayne Hogue, FG</li> <li>• Officer Josiah Begay, FG</li> <li>• Karletta Tso-Tapahanso, FG</li> <li>• Officer Marcus Lee</li> <li>• Officer Michael Brodie, FG</li> <li>• Officer Wallace Billie, FG</li> <li>• Officer Kendrick Cody, FG</li> <li>• Officer Lance, FG</li> <li>• Officer Shannon Johnson, FG/IN</li> <li>• Officer Tyler Lynch</li> <li>• Perry Lewis</li> <li>• Reycita Billie, FG/IN</li> <li>• Renell Gonnie, FG</li> <li>• School Resource Officer Galanto, FG</li> </ul>	<ul style="list-style-type: none"> <li>• Sergeant Carlton Jim Sr., FG/IN</li> <li>• Sergeant Shirley Sanisya, FG</li> <li>• Sergeant Tommy Rogers, FG</li> <li>• Sergeant Dallas Begay, FG</li> <li>• Sergeant Darlene Foster, FG</li> <li>• Sergeant Dennison</li> <li>• Sergeant Lorna R. Benally, FG</li> <li>• Sergeant Marvin Curley, FG</li> <li>• Sergeant Michael Hale, IN</li> <li>• Sergeant Rory Atcitty, FG</li> <li>• Sergeant Sloan, FG</li> <li>• Sergeant Zachary Tsosie, FG</li> <li>• Tami Yazzie, FG</li> <li>• Valentina J. Damon, FG</li> <li>• Vanessa H. Benally, FG</li> </ul>

Chapter Houses	Government Officials and other Law Enforcement Agencies
<ul style="list-style-type: none"> <li>● Birdsprings, FG</li> <li>● Leupp, FG</li> <li>● Shiprock, FG</li> </ul>	<ul style="list-style-type: none"> <li>● Brandon K. Bitsuie, IN</li> <li>● Captain Jeffrey Sharp, FG/IN</li> <li>● Delegate Eugenia Charles-Newton, FG</li> <li>● Deputy David Smith, Behavioral Health, FG</li> <li>● Grant Skeet, FG</li> <li>● Lieutenant S. Faska, FG</li> <li>● Minelli County Prosecutor, FG</li> <li>● Rodney Nez, FG</li> <li>● Sheriff Shane Ferrari, IN</li> <li>● Shirleen Jumbo-Rintilal, FG</li> <li>● Special Agent Sam Davenport, FG, IN</li> </ul>

### Community Partners and Stakeholders (A-Le)

- |   |   |  |
|---|---|--|
| <ul style="list-style-type: none"> <li>● Alethea Beall, FG</li> <li>● Alfonso Haven, FG</li> <li>● Amber K. Crotty, FG</li> <li>● Andrea Begay, FG</li> <li>● Ashleigh Clyde, FG</li> <li>● Bernice Tsosie, FG</li> <li>● Bessie McCabe, FG</li> <li>● Byron Coolie, FG</li> <li>● Carlene Lee, FG</li> <li>● Cathy Manus, FG</li> <li>● Charlene Lee, FG</li> <li>● Cheyanna Shepard, FG</li> <li>● Christina Tsosie, IN</li> <li>● Christopher Begay, FG</li> <li>● Christopher Sloan,, FG</li> <li>● Cory Tanner, FG</li> <li>● Craig Callaway, FG</li> <li>● Craig Laughter, FG</li> <li>● D. Watchman, FG</li> <li>● Darrell Begay, FG</li> <li>● Darrell Sombrero, FG</li> <li>● Darryl Begay, FG</li> <li>● Daryl Naon , FG</li> <li>● Delores Becenti, FG</li> <li>● Desertview Funeral Home, FG</li> </ul> | <ul style="list-style-type: none"> <li>● Devin Verhelst, FG</li> <li>● Dilkon Family Services, FG</li> <li>● Donny Williams, FG</li> <li>● Dr. J. Kaibah Begay, FG</li> <li>● Eldon Foster, FG</li> <li>● Eliza-Beth Washburn, FG</li> <li>● Elroy Naswood, FG</li> <li>● Eric Myers, FG</li> <li>● Eric Williams, FG</li> <li>● Ervin Garcia, FG</li> <li>● Erwin Toddy, FG</li> <li>● Eugenia Charles-Newton, FG</li> <li>● Fabian Thinn, FG</li> <li>● Francis Yazzie, FG</li> <li>● Gary Grandson, FG</li> <li>● Gloria Dee, FG</li> <li>● Henry C. Silentman, FG</li> <li>● Henry Stileman, FG</li> <li>● Herman Buck, FG</li> <li>● Hope Macdonald-Lonetree, FG</li> <li>● Irene Six, FG</li> <li>● Irvin Attson, FG</li> <li>● James Rich, FG</li> <li>● Janis Jakino, FG</li> <li>● Jeannie Burson, FG</li> <li>● Jeff Manning, FG</li> </ul> | <ul style="list-style-type: none"> <li>● Jennifer Henry, FG</li> <li>● Jileo, FG</li> <li>● Jody Bidtah, FG</li> <li>● Jourdan Washburn, FG</li> <li>● Julian Henry, FG</li> <li>● Kara Tilden, FG</li> <li>● Karla Morgan, FG</li> <li>● Cassidy, FG</li> <li>● Kaylee, FG</li> <li>● Kelli Spring, FG</li> <li>● Kerby Johnson, FG</li> <li>● Keri Schrock, FG/IN</li> <li>● Kevin M. Begay, FG</li> <li>● Kiley, FG</li> <li>● Kim Schaefer, FG</li> <li>● Kimberly Dee, FG</li> <li>● Lambert Baldwin, FG</li> <li>● Leanna Coolige, FG</li> <li>● Leupp School, FG</li> </ul> |
|---|---|--|

## Community Partners and Stakeholders (Li-Z)

- |  |   |
|--|---|
| <ul style="list-style-type: none"><li>● Lieutenant Jeffery Holtsoi, FG</li><li>● Lisa Byrd, FG</li><li>● Lita Dixon, FG</li><li>● Luciana Jim</li><li>● Lucy Dan, FG</li><li>● Luka Boy, FG</li><li>● Lynn Bia, IN</li><li>● Mara Hedblom, FG</li><li>● Margery, FG</li><li>● Marygie B., FG</li><li>● Margie Dee, FG</li><li>● Marilyn Howley, FG</li><li>● Marlene Palmer, FG</li><li>● Matthew D. Keyes, FG</li><li>● Matthew Tso, FG</li><li>● Melinda Billy, FG</li><li>● Michele Peterson, FG</li><li>● Mr. Robert Felson, FG</li><li>● Mrs. Yvonne Kee-Billison, FG</li><li>● Nanette Clark, FG</li><li>● Noel Lyn Smith, FG</li><li>● Norma Bowman, FG</li><li>● R. Gonnies, FG</li><li>● Ramona Nez, FG</li><li>● Raymond Long, FG</li><li>● Rex, FG</li><li>● Richard Skaggs, FG</li><li>● Robert Williams, FG</li></ul> | <ul style="list-style-type: none"><li>● Rodney Yazzie, FG</li><li>● Ronald Bitah, FG</li><li>● Rowland Dash, FG</li><li>● RueShaunda Jim, FG</li><li>● Sage Cambridge, FG</li><li>● Sally A. Yabeny, FG</li><li>● Samuel Sloan Jr., FG</li><li>● Sandra, IN</li><li>● Scott Armstrong, FG</li><li>● Shannell Becenti, FG</li><li>● Sheena, FG</li><li>● Sheryl Charley, FG</li><li>● Simentel Francisco, FG</li><li>● Stanley Ashley, FG</li><li>● Sunshine White, FG</li><li>● Tammy Wagner-Johnson, FG</li><li>● Tanisha Anderson, FG</li><li>● Toni Begishie, FG</li><li>● Trevor Olsen, FG</li><li>● Twin Arrows Casino, FG</li><li>● Twin Arrows SubStation (Dilkon), FG</li><li>● Tyler R. Roberts, FG</li><li>● Vernon Nelson, FG</li><li>● Vivienne Tallbull, FG</li><li>● Wendell Bitselley, FG</li><li>● Xavier, FG</li><li>● Zantel Bluhouse, FG</li></ul> |
|--|---|