

SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

# 3-52 POLICY DEVELOPMENT PROCESS

- Related SOP(s), Form(s), Other Resource(s), and Rescinded Special Order(s):
  - A. Related SOP(s)

## 3-51 Department Orders

B. Form(s)

PD 4707 PPRB Vote Log PD 4708 PPRB Meeting Sign-In Sheet PD 4709 Policy and Procedure Unit Policy Owner's Guide PD 4710 Policy and Procedure Unit Meeting Agenda Template PD 4711 Policy and Procedure Unit Meeting Sign-In Sheet

C. Other Resource(s)

Agreement Between the City of Albuquerque and Local 3022 AFSCME, Council 18, AFL-CIO

Agreement Between the City of Albuquerque and Prisoner Transport Officers City of Albuquerque and Albuquerque Clerical and Technical Employees, Affiliated with the American Federation of State, County, and Municipal Employees (AFSCME, Local 2962, AFL-CIO, CLC)

City of Albuquerque and Albuquerque Police Officers' Association Collective Bargaining Agreement

Community Policing Council Recommendation Form CPOAB SOP Recommendations Form

ROA 1994, §§ 9-4-1-1 to 9-4-1-14 Civilian Police Oversight Agency SOP Recommendation Form

*United States v. City of Albuquerque*, No. 1:14-cv-01025, Document 465-1 (Court-Approved Settlement Agreement (CASA)) (D.N.M. July 30, 2019)

D. Rescinded Special Order(s)

SO 21-34 Amendment to SOP 3-52 Policy Development Process

# 3-52-1 Purpose

The purpose of this policy is to establish requirements for the development, review, and implementation of the Albuquerque Police Department's (Department) Standard Operating Procedures (SOP). This policy directs the Policy and Procedure Unit to ensure that the Department's SOPs comply with applicable laws and comport with best practices, reflect and express the Department's core values and priorities, and provide clear direction such that Department personnel deliver effective and constitutional and community policing services.



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

## 3-52-2 Policy

The purpose of this policy is to establish a process that leads to the development of clear policies and procedures that use terms that are defined clearly, are written plainly, and are organized logically. The transparent, structured, and informed development of the Department's SOPs is crucial in meeting the Department's mission to provide effective and constitutional policing to the community. In order to deliver upon this mission, the development of policies and procedures will address the need to educate the public about these policies and procedures while also providing a meaningful opportunity for input from Department personnel and stakeholders.

## N/A 3-52-3 Definitions

A. Civilian Police Oversight Agency (CPOA)

An independent agency of City government, not part of either the City administration or City Council, that consists of the Civilian Police Oversight Agency Board and an Administrative Office led by the CPOA Executive Director, consistent with ROA 1994, § 9-4-1-4.

B. Civilian Police Oversight Agency Board (CPOAB)

A board comprised of volunteer community members selected by the City Council who provide policy guidance for, and civilian oversight of the Department and review and approve or amend the findings and conclusions of all investigations completed by the Administrative Office, consistent with ROA 1994, § 9-4-1-4.

C. Community Policing Council (CPC)

Councils comprised of community volunteers in each of the Department's six (6) area commands that facilitate regular communication, collaboration, consensus-building, and cooperation between the Department and community members on the local level, consistent with ROA 1994, § 9-4-6-3.

D. Document Management System

A web-based system that indexes and maintains SOPs, Special Orders, forms, and training materials in a logical manner using a uniform numbering system for ease of reference, which are accessible to all Department personnel in electronic format at all times. The system provides Department personnel, City of Albuquerque personnel, and CPOAB members who are involved in the policy development process the opportunity to comment on proposed recommendations to an existing SOP or a new, proposed SOP.

E. Independent Monitor

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## ALBUQUERQUE POLICE DEPARTMENT ADMINISTRATIVE ORDERS

SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

The Court-appointed official responsible for assessing and reporting to the Federal Court on whether the parties are fulfilling their obligations under the Court-Approved Settlement Agreement (CASA), including the status of the implementation of the reforms in the CASA by the City of Albuquerque and the Department.

F. Mental Health Response Advisory Committee (MHRAC)

The MHRAC is comprised of subject matter experts from within the community and includes Department personnel. MHRAC assists the Department in identifying and developing mental health and homelessness resources, solutions to behavioral health crises, and emergency intervention strategies designed to improve outcomes for individuals living with behavioral health issues or who are experiencing behavioral health crises. The MHRAC reviews, analyzes and recommends appropriate changes to Department policies, procedures, and training methods regarding Department personnel's interactions with individuals in behavioral health crises, affected by a behavioral health issue, or who are experiencing chronic homelessness.

G. Policy

A written regulation or directive describing the duties, functions, processes, and obligations of Department personnel, and providing specific direction on how to fulfill those duties, functions, or obligations. The terms "policy" and "Standard Operating Procedure" are used synonymously in Department literature to describe the written directive as it goes through the policy development process.

H. Policy and Procedure Unit (Unit)

A Department unit comprised of civilian and sworn personnel who are primarily responsible for the overall management of the Department's SOPs during the policy development process.

I. Policy and Procedures Review Board (PPRB)

An advisory board comprised of Department personnel and external stakeholders under the direct authority of the Chief of Police that develops, reviews, and revises SOPs and submits recommendations to the Chief of Police regarding adopting SOPs.

J. Policy Consultant

A contract employee who works with the Policy and Procedure Unit to assist in drafting comprehensive policies that meet best practices. The Policy Manager and the Unit Lead for the SOP will identify the SOP(s) for which they will seek assistance from the Policy Consultant.

K. Policy Coordinator



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

A full-time, sworn employee assigned to the Policy and Procedure Unit who is responsible for coordinating and facilitating policy revisions and updates with the Policy Owner or their designee, Department personnel, and stakeholders as the policy goes through the policy development process.

L. Policy Development Process

A rigorous process that enables stakeholders to provide recommendations for improvement and enhancement of the Department's SOPs. This process serves as one of the Department's mechanisms to promote ongoing community participation, including participation by members of the CPOAB, MHRAC, and the Community Policing Councils, and facilitates compliance with CASA provisions governing policy development, review, and implementation.

## M. Policy Manager

A full-time civilian employee assigned to the Policy and Procedure Unit who is responsible for the oversight and management of the SOP development and revision process.

#### N. Policy Owner

A Department employee assigned by their chain of command to develop or revise a Department SOP.

O. Special Order

A written directive issued Department-wide to address and govern specific, identified issues of an urgent matter. A Special Order may amend a Department SOP and shall expire when the amendments have been incorporated in the published version of the SOP, or within one (1) year of publishing the Special Order, whichever is shorter.

- P. Standard Operating Procedure (SOP)
  - A Department Order that establishes or prescribes methods of Department operations and performance that Department personnel shall adhere to in their performance of designated operations or in designated situations. An SOP is categorized as one (1) of eight (8) types of orders, consistent with SOP Department Orders, including:
    - a. Administrative Order: A Department Order that provides Department personnel with guidance in understanding the chain of command, in establishing lines of authority and accountability, and in implementing various procedures relating to the proper administration and function of the Department. An Administrative Order is an SOP that is applicable to Department personnel and specifically relates to the administrative functions of the Department;



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- b. Administrative Support Bureau Order: A Department Order that outlines the requirements for the Records Division, Emergency Communications Center Division, Aviation Division, Real Time Crime Center, Metropolitan Court Protection Unit, and Prisoner Transport Unit;
- c. Field Services Bureau Order: A Department Order that outlines the requirements for Field Services Bureau personnel;
- d. General Order: A Department Order that establishes SOPs related to the core values and functions of the Department. General Orders are applicable to Department personnel;
- e. Investigative Bureau Order: A Department Order that outlines the requirements of the Criminal Investigations Division, Criminal Enforcement Division, Investigative Services Division, and Scientific Evidence Division;
- f. Procedural Order: A Department Order that establishes procedures used by Department personnel to accomplish their duties, and establish procedures they shall follow;
- g. Professional Accountability Bureau Order: A Department Order that outlines the requirements of the Internal Affairs Force Division and the Internal Affairs Professional Standards Division; or
- h. Special Services Bureau Order: A Department Order that outlines the requirements of the Metro Traffic Division, Special Operations Division, Homeland Security/Support Services Division, and Academy Division.
- Q. Standard Operating Procedure (SOP) Liaison

A full-time, civilian employee assigned to the Policy and Procedure Unit who is responsible for facilitating the policy development process and other duties and responsibilities that are related to the review, development, and implementation of the Department's SOPs.

R. Stakeholder

Internal stakeholders (Department personnel and City of Albuquerque personnel) and external stakeholders (community members, e.g., Amici groups, MHRAC members, and Community Policing Council members) who have an interest in the policy development process based on their membership on boards, councils, or Amici groups.

S. Unit Lead

The Policy and Procedure Unit employee responsible for ensuring the policy draft goes through all steps in the policy development process.

# 7 3-52-4 Responsibilities

A. Policy and Procedure Unit



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

Policy and Procedure Unit personnel shall assist the Policy Owner or their designee in the development, review, and implementation of policies and procedures that comply with the terms of the CASA, applicable law, best practices, and applicable union contracts.

- B. Policy Owner
  - 1. The Policy Owner or their designee shall:
    - a. Have decision-making authority over a Department SOP that has been assigned to them by their chain of command;
    - b. Be a subject matter expert with primary oversight and/or involvement for the assigned SOP while it goes through the policy development process;
    - c. Review all suggested recommendations submitted during the policy development process. When necessary and appropriate, they shall revise the policy draft to incorporate any meaningful recommended modifications; and
    - d. Return all amended policy language to the Policy and Procedure Unit for review, assessment, and eventual incorporation into Department policies within the timeframes specified in 3-52-4 B.2.
  - 2. The Policy Owner or their designee shall respond to requests for additional information from Policy and Procedure Unit personnel including, but not limited to:
    - a. The initiation of the policy development process within ten (10) business days;
    - b. A request for a meeting after one (1) request;
    - c. To resolve outstanding items pertaining to the policy draft and/or policy development process within ten (10) business days of identifying a need for revision; or
    - d. A request for a status update within five (5) business days.
  - 3. The Policy Owner or their designee shall respond to requests from Policy and Procedure Unit personnel within the specified timeframes. If the Policy Owner or their designee does not respond to a request, Policy and Procedure Unit personnel shall request that the Compliance and Oversight Division Commander or Deputy Commander elevate the request through the Policy Owner or their designee's chain of command.
- C. Policy and Procedures Review Board (PPRB)
  - 1. The PPRB is a permanent entity within the Department established under the direct authority of the Chief of Police. The PPRB will conduct regular meetings, with a quorum in attendance. PPRB members will be notified by the PPRB Chair of their duties and responsibilities. The PPRB Chair is a non-voting member of the PPRB.
  - 2. Terms of Service

POLICE

SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- a. The PPRB Chair and Department personnel who serve as voting members of the PPRB shall serve staggered terms for a period of two (2) years.
- b. The PPRB Chair and Department personnel who serve as voting members of the PPRB shall not be able to serve consecutive terms without approval of the Chief of Police.
- c. In the event that Department personnel do not express their interest to serve as a PPRB voting member in response to a Department Memorandum published in the Department's document management system by Policy and Procedure Unit personnel, the Deputy Chief over the bureau shall appoint a Department employee to serve as a representative.

# 3. Composition

- a. The PPRB shall be comprised of the following members from specified assignments approved by the Chief of Police:
  - i. Academy Division;
  - ii. Albuquerque Police Officers' Association (APOA);
  - iii. American Federation of State, County, and Municipal Employees (AFSCME);
  - iv. City of Albuquerque Office of the City Attorney (non-voting);
  - v. CPOA Executive Director or their designee;
  - vi. CPOA Investigator (non-voting);
  - vii. CPOAB;
  - viii. Emergency Communications Center (ECC) Division (non-voting);
  - ix. Field Services Bureau (FSB);
  - x. FSB supervisor;
  - xi. Investigative Bureau;
  - xii. Management Services and Support Bureau; and
  - xiii. Technology Services Unit.
- b. A representative who is a voting member of the PPRB may choose a designee who has been approved by the Chief of Police when the representative is unable to attend a PPRB meeting.
- 4. Meetings
  - a. The Chief of Police shall appoint a command-level officer or equivalent civilian manager to chair the PPRB.
  - b. A quorum to conduct the business of the PPRB will be satisfied by the attendance and a simple majority vote by seven (7) voting members.
- 5. Authority and Responsibilities
  - a. PPRB voting members shall assist in developing each new SOP to ensure that it provides effective direction to Department personnel and remains consistent with the current CASA and related federal stipulated orders, best practices, and current laws.



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- b. PPRB voting members shall review each new CASA-related SOP six (6) months after it is implemented and annually thereafter.
- c. PPRB voting members will evaluate the following elements in SOPs and policy drafts:
  - i. Clarity of language;
  - ii. Conflict with existing SOPs;
  - iii. Compatibility with federal, state, and local laws;
  - iv. Compatibility with union contracts;
  - v. Compatibility with City administrative orders or directives; and
  - vi. Related policy and policing issues.
- D. Civilian Police Oversight Agency Board (CPOAB)
  - 1. The CPOAB reviews and analyzes policy suggestions, analysis, studies, and trend data collected or developed by the Administrative Office, and recommends SOPs relating to training, programs, and procedures or other matters relating to Department operations.
  - 2. The CPOAB's policy recommendations are submitted to the Chief of Police, Accountability Bureau Deputy Chief of Police, Policy and Procedure Unit personnel, and City Council.

# 7 3-52-5 Policy Development Process

- A. Policy Development Process Steps
  - 1. Step 1: Policy Review, Analysis, and Revision; and Data Review
    - a. Four (4) months after a CASA-related SOP is implemented, the Unit Lead for the SOP will be notified by the Department's document management system and shall:
      - i. Email the policy draft to the PPRB Chair and PPRB members to review the policy draft to ensure that the SOP provides effective direction to Department personnel and remains consistent with the CASA, best practices, and current law, as well as the elements in the SOP that are outlined in Section 3-52-4 C.5.c.; and
      - ii. Complete the requirements for Step 1 of the policy development process as outlined in Section 3-52-5 A.1.b.i. through viii.
    - b. Two (2) months before a policy is due for its annual review, the Unit Lead for the SOP will be notified by the Department's document management system and shall:
      - i. Notify the Policy Owner or their designee to initiate the policy development process;
      - ii. Provide the Policy Owner or their designee:
        - 1. Policy recommendations that are submitted by stakeholders between the date the SOP was published to ten (10) months after the SOP was published. Any stakeholder can submit their recommendations through



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

the web-based SOP Recommendation Form, which can be found on the Department's public-facing website;

- 2. Policy recommendations that are received from the initiation of the policy development process until the Policy Owner or their designee presents the policy at a Policy and Procedure Unit meeting;
- Notification about best practices in law enforcement, professional resources, recently enacted laws and regulations, and/or proceedings from case law(s) that directly impact the SOP; and
- 4. The Policy and Procedure Unit Policy Owner's Guide.
- iii. Develop and revise the policy draft alongside the Policy Owner or their designee and, if applicable, the Policy Consultant;
- iv. If applicable, assist the Policy Owner or their designee with trend analysis to identify patterns as opportunities for improvement. The Policy Owner or their designee may revise their policy draft based on the identified patterns to aim to improve outcomes for divisions, sections, units, or programs;
- v. If applicable, ensure that the provisions in a published Special Order that amended or added to the SOP are incorporated into the policy draft;
- vi. If applicable, seek legal advice from the Office of the City Attorney;
- vii. Ensure that the Internal Affairs Professional Standards (IAPS) Division Commander reviews and approves the sanction classifications assigned by the Policy Owner or their designee; and
- viii. Prepare the policy draft the Policy Owner or their designee will present at the Policy and Procedure Unit meeting.
- c. The SOP Liaison shall:
  - i. For any policy related to the Department's approach to interacting with individuals in crisis, forward the policy draft to MHRAC for their review and recommendations. This submission will be made four (4) weeks in advance of the Policy and Procedure Unit meeting at which the Policy Owner or their designee will present the draft;
  - ii. Send a calendar invitation for the Policy and Procedure Unit meeting to stakeholders and the Policy Owner or their designee who will present the policy;
    - 1. The SOP Liaison shall invite MHRAC Chairs to a meeting during which the Policy Owner or their designee presents a policy related to the Department's approach to interacting with individuals in crisis.
  - iii. A minimum of two (2) weeks before the Policy and Procedure Unit meeting, email the policy drafts to meeting stakeholders;
  - iv. A minimum of two (2) weeks before the Policy and Procedure Unit meeting:
    - 1. Prepare the Policy and Procedure Unit meeting agenda;
    - 2. Publish the agenda and policy drafts in the form of a PDF on the Department's public-facing website; and
    - 3. Post an announcement about the Policy and Procedure Unit meeting on the Department's public-facing website on upcoming police events; and
  - v. Create the Policy and Procedure Unit meeting sign-in sheet.
- 2. Step 2: Policy and Procedure Unit Meeting



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- a. The Policy and Procedure Unit meeting shall be facilitated by the Policy and Procedure Unit Policy Manager or their designee.
- b. The following stakeholders will be invited to attend Policy and Procedure Unit meetings, including, but not limited to:
  - i. AFSCME representative(s);
  - ii. APOA representative(s);
  - iii. Community Policing Council representative(s);
  - iv. Compliance and Oversight Division Commander;
  - v. Compliance and Oversight Division Policy Consultant;
  - vi. Compliance Division of the City Attorney's Office;
  - vii. CPOA Executive Director and representative(s);
  - viii.CPOAB representative(s);
  - ix. Department's Academy Division;
  - x. Department's Safety Officer;
  - xi. Deputy Chief of the Accountability Bureau;
  - xii. ECC representative(s);

xiii. United States Department of Justice (DOJ).

- c. Attendees may submit recommendations to the policy draft, which will be documented in the policy draft as a comment.
- d. The Policy Owner or their designee shall present the policy draft. During their presentation, the Policy Owner or their designee will:
  - i. Explain the purpose of the SOP;
  - ii. Generally describe the revisions;
  - iii. If applicable, briefly review the revisions that were made to the policy draft following identification of patterns through trend analysis; and
  - iv. Answer questions from attendees regarding the policy draft.
- e. The SOP Liaison shall:
  - i. Record meeting attendance;
  - ii. Record meeting minutes, including notes from the question and answer session; and
  - iii. Within two (2) business days following a Policy and Procedure Unit meeting, publish the minutes on the Department's public-facing website.
- 3. Step 3: Fifteen (15) Day Commentary Period
  - a. The SOP Liaison will request stakeholders to provide their recommendations during a specified period of fifteen (15) days, prior to the initiation of Step 4.
  - b. At the completion of Step 2, the SOP Liaison shall:
    - i. Request that personnel assigned to the Office of the Chief solicit the community's feedback on the policy draft by completing the web-based SOP Recommendation Form; and
    - ii. Upload the policy draft in the Department's document management system to allow recommendations by using the system's Comment feature.
- 4. Step 4: Post-Fifteen (15) Day Commentary Period Revisions



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- a. At the completion of Step 3, the SOP Liaison shall provide the recommendations from stakeholders, including MHRAC, if applicable, to the Policy Owner or their designee no less than three (3) calendar days from the PPRB meeting.
- b. The Policy Owner or their designee shall review all recommendations and will revise the policy draft and incorporate suggestions that strengthen and enhance the policy's intent.
- c. After the Policy Owner or their designee reviews and resolves all recommendations, the SOP Liaison shall:
  - i. Create a PPRB meeting packet for presentation and consideration as part of PPRB deliberations. The packet will contain:
    - 1. The policy draft;
    - 2. Recommendations received from stakeholders the Policy and Procedure Unit received during Step 3; and
    - 3. A document indicating the actions the Policy Owner or their designee took in response to the recommendations from stakeholders.
  - ii. Email the PPRB meeting packet to the PPRB and PPRB meeting attendees from stakeholders in advance of the meeting;
  - iii. When necessary, email Department forms that will be presented by Department personnel to the PPRB and PPRB meeting attendees;
  - iv. Create the vote log for each policy draft and Department form that will be presented to the PPRB;
  - v. Create the PPRB meeting sign-in sheet; and
  - vi. Send a calendar invitation for the PPRB meeting to stakeholders and PPRB members.
    - 1. The SOP Liaison shall invite the MHRAC Chairs to the PPRB meeting during which the Policy Owner or their designee presents a policy related to the Department's approach to interacting with individuals in crisis.
    - 2. Stakeholders who provided recommendations may be present to provide an explanation for a specific recommendation.
- 5. Step 5: Policy and Procedures Review Board (PPRB) Meeting
  - a. The PPRB Chair shall direct and facilitate the meeting, and shall ensure that the PPRB voting members vote on policy drafts and, when applicable, Department forms that are presented to them.
  - b. The Policy Owner or their designee shall present the policy draft to the PPRB and review the revisions in the policy draft.
  - c. If the PPRB votes to table the draft, the PPRB Chair shall request that the Policy Owner make the necessary corrections or complete the necessary research to ensure that the PPRB can reconsider the policy at an upcoming PPRB meeting.
  - d. If applicable, the Department employee who is the owner of a Department form will present it to the PPRB.
  - e. The SOP Liaison shall:
    - i. Have meeting attendees sign in; and
    - ii. Take meeting minutes.



SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18

- f. The Policy Coordinator shall complete the vote logs for SOPs and Department forms.
- g. If the PPRB votes to decline a community member's policy recommendation, the Policy Owner or their designee shall draft a letter to the community member, with a copy of the letter to the Chief of Police.
  - The letter shall explain why the proposed language was not incorporated into the policy and shall be provided to the community member within thirty (30) days from the Chief of Police's approval of the policy.
- 6. Step 6: Civilian Police Oversight Agency Board (CPOAB) Thirty (30) Day Commentary Period

At the completion of Step 5, the SOP Liaison shall email the policy draft to the CPOAB and request that they provide their recommendations using a CPOAB-specific web-based SOP Recommendation Form.

- 7. Step 7: Review by the DOJ and Independent Monitor
  - a. The Unit Lead for a PPRB-approved, CASA-related SOP shall forward the policy draft to the Compliance Division of the City Attorney's Office for submission of the policy draft to DOJ, the Independent Monitor, and APOA. Any objections to the policy draft will be noted in writing within fifteen (15) business days of receipt of the policy draft from the Compliance Division of the City Attorney's Office by DOJ and/or the Independent Monitor.
  - b. Recommendations from DOJ and the Independent Monitor agreed to by the Department shall be incorporated into the policy draft. The policy draft may also integrate recommendations from APOA, community members, the CPOAB, and, if applicable, MHRAC.
    - i. The Policy Owner or their designee, the Unit Lead, and the Compliance Division of the City Attorney's Office will resolve any objections to the policy draft within fifteen (15) calendar days of receipt from the Compliance Division of the City Attorney's Office.
      - 1. If, after this 15-day period has expired, DOJ maintains its objection, then the Independent Monitor will have an additional fifteen (15) calendar days to resolve the objection.
  - c. The SOP Liaison shall prepare the policy draft that is related to the CASA once it has been approved by the Independent Monitor for review and approval by the Chief of Police.
- 8. Step 8: Chief of Police Review and Approval
  - a. The SOP Liaison shall prepare the policy draft for consideration by the Chief of Police for review and approval.
  - b. The Deputy Chief of Police who represents the bureau that is directly impacted by the provisions in the SOP shall review the policy draft prior to final review by the Chief of Police.



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POLICE	SOP 3-52 (Formerly 3-29 and 3-65) Effective: 04/07/22 Review: 04/07/23 Replaces: 04/24/18	;
	<ul> <li>i. If the Policy Owner or their designee determines a revision is necessary, the Unit Lead for the SOP shall ensure that the policy draft goes through the policy development process steps as outlined in this SOP.</li> <li>ii. If the Policy Owner or their designee determines a revision is unnecessary, the Unit Lead for the SOP shall: <ol> <li>If they are not the Policy Manager, verify with the Policy Manager that the SOP can be advanced to Step 2 in the policy development process;</li> <li>Ensure that the IAPS Division Commander reviews and approves the sanction classifications assigned by the Policy Owner or their designee;</li> <li>Prepare the policy draft the Policy Owner or their designee will present at the Policy and Procedure Unit meeting; and</li> <li>Ensure that the policy draft goes through the remaining steps in the policy development process.</li> </ol> </li> </ul>	
N/A 3-52-6	Policy Development Process Flowchart	

