National Policing Institute
PURSUING EXCELLENCE THROUGH SCIENCE AND INNOVATION

Boulder Community Assessment of the Reimagine Policing Plan:
Final Report

May 31, 2023

Prepared for:

City of Boulder, Colorado
&
Boulder, Colorado Police Department

About the National Policing Institute

The National Policing Institute (formerly the National Police Foundation) is the United States' oldest non-membership, non-partisan police research organization. The Institute was founded in 1970 by the Ford Foundation to advance policing through innovation and science. Today, the Institute builds on its founding concept with the mission to pursue excellence through science and innovation. Through rigorous objective research, detailed independent analysis, and forward-leaning thought leadership, the Institute integrates the work of social scientists and practitioners to advance the policing profession. Institute staff and partners conduct scientific evaluations of policing strategies, organizational assessments, critical incident reviews, and police data projects, and issue timely policing publications important to practitioners and policymakers. The Institute has three organizational focus areas: safety, wellness, and culture; community trust and the legitimacy of policing; and violence and force.

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EXECUTIVE SUMMARY

Background

In the summer of 2021, the Boulder Police Department (BPD) initiated the first community conversations about developing a new vision for policing in Boulder, culminating in the publication of a draft written plan (*Reimagine Policing*) in July 2022.[1] Upon publication of the draft plan, Boulder engaged the National Policing Institute (hereafter, the Institute) to develop a systematic understanding of community members' perspectives of the values, focus areas, and strategies outlined within the plan. Accordingly, the Institute research team worked with officials from the City of Boulder and the BPD to develop a survey instrument and qualitative data collection protocol to solicit community feedback on policing in Boulder, with a focus on the strategic priorities identified within the BPD's *Reimagine Policing* plan.

Methods

The Institute's research aims to assess the degree to which community members are knowledgeable about, agree with, or otherwise support the values, focus areas, and strategies expressed in the BPD's *Reimagine Policing* plan. The research team relied on two distinct yet complementary approaches to gather data to inform this inquiry, each with different research methods and analytical techniques.

Approach 1: Empirical quantitative assessment of community perceptions, designed to provide a systematic assessment and generate a representative estimate generalizable to the Boulder community.
- Method: Develop and administer a **stratified random probability survey** (representative survey) of residents to permit statistically valid extrapolations to the Boulder population
  - A total of 140 of 1,060 invited participants completed an online survey (response rate = 13.2%)
- Analytical technique: Quantitative statistical analyses

Approach 2: Qualitative assessment of community perceptions, designed to provide additional context, gather feedback from historically disadvantaged or underrepresented populations, and provide opportunities for additional community engagement.
- Method 1: Develop and administer an online, non-representative survey based on a convenience sample, accessible to anyone who may live, work, or recreate in Boulder, designed to gather additional information from those who opt to participate. This was the same survey administered in Approach 1.
  - A convenience sample of 416 community members completed the survey
- Method 2: Conduct targeted interviews and focus groups to elicit opinions from historically marginalized groups about elements of the plan and strategy suggestions.
  - A convenience sample of participants was convened for 14 different sessions. A total of 58 individuals participated in either a focus group or an interview (32 in-person, 26 virtual)
- Analytical technique: Qualitative data analyses

Key Findings of the Representative Survey

The following are key findings from the stratified random probability survey:
- Most survey participants had little involvement or knowledge about previous steps of the *Reimagine Policing* process.
- Responses to the survey may reflect a mix of respondents' general perceptions about policing along with specific experiences and attitudes towards the BPD and its strategic priorities.
- Survey respondents indicated they thought the BPD was more successful than not successful in achieving five of the six safety values expressed in the draft *Reimagine Policing* plan. Respondents considered the BPD most successful in achieving the safety value of ensuring people can enjoy public and private spaces without the fear of harm.
- It is important to note that these are baseline measures established as part of the overall planning process and provide an opportunity to measure the BPD's growth as additional components of the plan are implemented. While the BPD is off to a strong start, there are immediate opportunities for improvement, especially for the value of fair and just accountability for criminal behavior within policing and other systems.
- Approximately 30 - 50% of Boulder residents have unformed (i.e., unsure of, unfamiliar with, or neutral towards) perceptions of the success of the BPD across the six core values of the *Reimagine Policing* plan. This suggests that community members may be unaware of much of the daily work and activities the BPD conducts to support these values.
- Of the valid survey responses ranking support for the BPD's proposed plan, all 22 strategies received majority support, with 21 strategies somewhat or strongly supported by more than 70% of respondents and 15 strategies supported by more than 80%.
- The least supported strategy – still with over 53% support – was the use of technology to combat crime and prevent/reduce officer and suspect injuries.
- Additional opportunities to engage and educate Boulder residents about these policing strategies are needed. This is particularly evident based on the finding that 17 of the 22 strategies had over 10% of respondents report being unsure, unfamiliar, or neutral toward the use of that strategy.

Key Findings of the Qualitative Data Analyses (Convenience Sample Survey, Focus Groups, and Interviews)

The following are key findings from the convenience sample survey:

- This survey was administered through convenience to a non-representative sample of community members and cannot be used to approximate perceptions of Boulder residents, but it does provide an unrestricted opportunity for community members to be heard and another mechanism for individual experiences to be given voice.
- Generally, the convenience sample survey results showed similar or higher percentages of respondents perceiving the BPD as *both* successful and unsuccessful

across most of the *Reimagine Policing* plan's values. The differences across surveys lie in the "neutral" responses, where there were significantly lower percentages of neutral responses reported on the convenience survey compared to the representative survey.

- Respondents from the convenience sample were also generally supportive of the BPD strategies proposed to achieve the six goals outlined within the plan.
- Compared to the representative sample responses, those responding to the convenience survey showed less support for 16 of the 22 strategies, similar levels of support for five strategies, and only one strategy received more support (use of technology to combat crime).

The following are key findings from the focus groups, interviews, and open-ended surveys items:

- From the analyses of the focus groups, interviews, and open-ended survey responses, six core themes emerged: (1) compassion and empathy, (2) dignity and respect, (3) rapport and relationships, (4) care and concern, (5) communication, and (6) being trauma-informed
  - o Participants were broadly supportive of building stronger partnerships with community-based organizations to prevent and reduce crime.
  - o Participants suggested that the BPD could more fully utilize community expertise to deliver training to sworn and non-sworn staff. Participants believed it was important for the BPD to acknowledge the history of policing and its harms.
- A review of qualitative responses can help the BPD identify ways to improve and highlight additional outreach opportunities that may assist in meeting the goals of the *Reimagine Policing* plan.

Recommendations

Based on these findings, several key recommendations are provided:

- The BPD should continue to educate Boulder residents more broadly about its *Reimagine Policing* plan, communicate the positive work of the BPD, and engage more directly with community members in a non-enforcement capacity.
- In future public communications about its *Reimagine Policing* plan, the BPD should emphasize and describe its specific strategies.
- The BPD should clarify and refine the least popular *Reimagine Policing* strategy in the final draft of the Reimagine Plan.
- The BPD can prioritize soliciting feedback from Boulder residents with recent police contacts on the values, focus areas, and strategies expressed in the *Reimagine Plan*.
- The BPD can use the focus group and interview testimonials as informational inputs and context for future community engagement.

SECTION 1. INTRODUCTION

This report is an independent assessment conducted by the National Policing Institute (hereafter, the Institute), commissioned by the City of Boulder (the City), as the culmination of the fourth and final phase of community engagement planned for the Boulder Police Department (BPD)'s *Reimagine Policing Plan*. In commissioning this report, the City of Boulder and the BPD have committed not only to an intensive community engagement in finalizing the plan but an intensive community engagement subject to rigorous and independent assessment.

In the summer of 2021, the City and the BPD initiated a long-term planning process for public safety. With a population of roughly 108,000 permanent residents, the City maintains a police department with approximately 190 sworn officers and 100 civilian staff and an annual operating budget of $40.4 million.[1] Their multi-phased approach aims to outline a new vision for policing in Boulder and create a roadmap for meaningful change.

A centerpiece of Boulder's planning process has been the creation of a written plan, the *Reimagine Policing* plan, published in draft form in August 2022.[2] This plan reviews high-level public safety challenges facing Boulder, including "recent historic increases in violent crime" and a high rate of calls for service relative to national standards.[3] To respond to these and related challenges, the plan identifies six foundational values and six focus areas for the future of policing in Boulder. These values and focus areas are, in turn, the foundations of long-term strategies identified within the BPD plan. The plan is organized such that each strategy is associated with one or more focus areas and is consistent with the foundational values.[4]

Law enforcement agencies use strategic planning cycles to set long-term priorities for success. Several challenges distinctive to the law enforcement profession can make it difficult for agencies to sustain a commitment to a long-term and independently chartered strategy. Effective policing requires constant attention to emergency situations, which draws resources away from issues that are important but not urgent. Leadership turnover can be frequent, often driven by political processes independent of agency performance. Many agencies are subject to local or federal oversight and control, which gives them a set of commitments—sometimes highly resource-intensive commitments—that must be fulfilled alongside the agency's own strategic priorities.

Notwithstanding these challenges, high-functioning policing agencies like the Boulder Police Department regularly rely on strategic plans to make durable and publicly visible commitments to the things that are most important to them. Properly planned and implemented, strategic planning cycles can be a bulwark against the risks of allowing the urgent to crowd out the

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[1] City of Boulder, "Reimagine Policing: Boulder Police Department Master Plan (DRAFT)," August 16, 2022, https://bouldercolorado.gov/media/9067/download?inline, accessed March 21, 2023, pp. 12, 16.
[2] City of Boulder, "Reimagine Policing: Boulder Police Department Master Plan (DRAFT)".
[3] City of Boulder, "Reimagine Policing: Boulder Police Department Master Plan (DRAFT)," pp. 6–7.
[4] City of Boulder, "Reimagine Policing: Boulder Police Department Master Plan (DRAFT)," pp. 33–36.

important, or allowing leadership change to break the momentum of progress.[5] The best strategic plans must achieve multiple ends. They must connect a clear statement of agency mission, vision, and/or values to a plausible pathway for those foundational commitments to be realized. They must clearly distinguish between strategy—a coordinated, high-level action plan that is robust to changes in day-to-day circumstances—and tactics—specific steps required for the successful execution of strategy. They must identify metrics by which success can be measured. Finally, they must put these components together in a narratively compelling, clear, and operationally plausible way, such that when the leadership signals their commitment to the plan, the responsible parties know how to execute it.

The best strategic plans must also speak to multiple audiences. The agency rank-and-file, political leadership, and multiple communities that make up an agency's jurisdiction must all be able to recognize their interests in the plan. The process by which agencies devise their strategic plans also matters. The concept of legitimacy is a cornerstone of 21st-century policing, and people are more likely to consider a process legitimate when given opportunities to participate in decision-making.

The BPD's *Reimagine Policing* plan is especially distinctive based on its inclusion of innovative concepts and the process by which it was produced. The BPD invested heavily in community participation, pursuing community engagement through four phases as the Reimagine Policing plan evolved. This allowed Boulder residents to iterate on the plan as it developed from a statement of values and general focus areas to a fully-fledged strategic plan. Given the early and unusually long duration of community engagement in the development of this plan, Boulder residents have had multiple opportunities for legitimacy-strengthening participation in the process.

The City invited community participation and feedback in several "engagement windows" (June 2021 – September 2022) preceding the publication of the draft plan.[6] Boulder engaged the National Policing Institute (hereafter, the Institute) to develop a systematic understanding of the community perspective on the draft plan's values, focus areas, and strategies. Accordingly, the Institute research team developed a survey instrument and qualitative data collection protocol to solicit community feedback on policing in Boulder, emphasizing the plan's stated focus areas and strategies.

The *Reimagine Policing* plan is based on six overarching value statements. We feel safe in our community when:

1. We are all free to enjoy public and private spaces without fear of harm
2. Laws are enforced equitably

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[5] For example, the Los Angeles Police Department (LAPD) has published three major annual updates to its strategic plan since 2019. The LAPD describes these reports as "living documents." See Los Angeles Police Department, "LAPD in 2020," https://recordsrequest.lacity.org/documents/982313; Los Angeles Police Department, "LAPD 2020 & Beyond," https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2021/09/chiefs-goal-strategic-plan-2019-2021.pdf; and Los Angeles Police Department, "LAPD 2021 and Beyond," https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2021/12/Strategic-Plan-2021-to-2023.pdf

[6] City of Boulder, "Reimagine Policing: Boulder Police Department Master Plan (DRAFT)," p. 8.

3. Police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing

4. We demonstrate we are a compassionate community that supports the basic needs and the right to be free from crime for all community members

5. Criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues

6. Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force

Based on these values, six focus areas were developed. Each value statement includes subtopics of interest to guide plan strategies as identified in community engagement, and are documented in Figure 1 below, adapted from the *Reimagine Policing Boulder Police Department Master Plan* (2022).

Figure 1. Reimagine Policing Focus Areas

I. **Partnering with Community**
- Building positive relationships with community members and neighborhoods outside of emergencies
- Proactive, problem-solving partnerships
- Two-way communication and education to help the community and department understand each other's needs, challenges and successes

II. **Ensuring Right Response, Role for Police**
- Relationships with other organizations/alternative resources to ensure the most appropriate responses to encampments, mental health and other social issues
- Evaluating benefits/challenges to reallocating department funding or functions
- Ensuring training that supports department staff in responding to a variety of community members and situations

III. **Providing Leadership in Preventing/Reducing Crime**
- Strategies to prevent crime in the community while also being consistent with shared values
- Promoting the concept of doing no harm
- Responsiveness when crime, dangerous situations occur

IV. **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**
- Workforce diversity
- Training on anti-racism/bias, as well as working with vulnerable populations
- Partnership/communication with communities/organizations representing historically excluded populations to improve access, communication with the department and its services

V. **Recruiting & Supporting a Professional Workforce with Integrity**
- Officer/Staff Wellness
- Defining what the department considers a "quality candidate"
- Recruiting/retaining quality candidates
- Increasing/maintaining morale

VI. **Modeling Transparency & Accountability**
- Use of Force
- Complaints
- Crime Statistics
- Interactions with diverse populations

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Approach 1: Empirical quantitative assessment of community perceptions, designed to provide a systematic assessment and generate a representative estimate generalizable to the Boulder community.

- Method: Develop and administer **stratified random probability survey** of Boulder residents to permit statistically valid extrapolations to Boulder population

- Analytical technique: Quantitative statistical analyses

Approach 2: Qualitative assessment of community perceptions, designed to provide additional context, gather feedback from historically disadvantaged or underrepresented populations, and provide opportunities for additional community engagement.

- Method 1: Develop and administer an online, non-representative survey based on a convenience sample, accessible to anyone who may live, work, or recreate in Boulder, designed to gather additional information from those who opt to participate

- Method 2: Conduct targeted interviews and focus groups to elicit opinions from historically marginalized groups who can be difficult to access through survey methods

- Analytical technique: Qualitative data analyses

The information provided within this report should be considered a series of baseline measures for the BPD as they continue to develop, refine, and implement the *Reimagine Policing* plan. Through this research, initial metrics are established against which progress toward the plan can be measured. It is not anticipated nor expected that the BPD, the City, and the Boulder community will have reached their goals at the onset of this research. Rather this initial research provides an independent, systematic assessment at the onset of this long-term effort to be used as a future accountability mechanism quantifying progress over time. This is one of the many embedded strengths of the *Reimagine Policing* plan.

It is further important to reiterate that only the first approach above provides a suitable basis for generalization to the Boulder population at large. The methods and findings associated with Approach 1 (i.e., the representative sample survey) are described in Section 2. The Institute, recognizing the BPD's interest in securing community input as broadly as possible and recognizing that not all communities are equally easily accessible through survey methods, supplemented the probability survey with both broad-based outreach (the convenience sample online survey) and targeted supplemental outreach (interviews and focus groups). The methods and findings of these two approaches are described in Section 3. The report concludes with a summary and several recommendations for further consideration by the city and the BPD.

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SECTION 2. REPRESENTATIVE SAMPLE SURVEY

The research team consulted with the Boulder Team to develop the survey instrument and reviewed a draft of the *Reimagine Policing* plan. Survey items were designed to directly target strategies for the six key focus areas detailed in the *Reimagine Policing* plan. These six focus areas include partnering with community, ensuring the right response and role for police, providing leadership in preventing/reducing crime, serving as a trusted partner in racial equity/support for vulnerable populations, recruiting and supporting a professional workforce with integrity, and modeling transparency and accountability.

Additional questions from the National Policing Institute's *Law Enforcement Applied Research and Data Platform* that measure community perceptions of local police departments and police-community interactions were also incorporated. The Boulder Team and Community Advisory Group (CAG) leaders were provided with drafts of the survey instrument for review and comment, and the instrument was revised based on this feedback. The CAG members were also provided information and rationale regarding any changes. The final survey instrument was reviewed and approved by the Boulder Team prior to submission and approval from an external Institutional Review Board (IRB) to ensure the protection of human subjects. The survey was also translated into Spanish (for technical details, see Appendix B). Ultimately, the topics addressed in the survey included:

- Baseline community perceptions regarding the draft *Reimagine Policing* plan
- Safety values developed through public engagement in previous plan phases
- Direct experience with police-public contact
- Stated current support for the BPD's proposed *Reimagine Policing* focus areas and strategies
- Open-ended questions for more individualized feedback

Before fielding the survey, early versions of both the English and Spanish survey instruments were pilot tested to assess the length, technical quality, and adherence to internal standards for consent procedures, data processing, and results reporting.

Sampling and Weighting Procedures

Given the small number of minority residents in the Boulder community, a stratified random sampling procedure was used, first dividing the population into smaller groups, or strata, based on race/ethnicity. From there, a random sample of each strata (in this case, racial/ethnic group) is conducted. This sampling method was selected to enhance the accuracy of estimating any differences in survey responses across racial/ethnic groups.

Using a consumer database provided by Data Axle, Inc., the research team selected a stratified random sample of households to receive the online survey. Households were stratified based on race/ethnicity and weighted to ensure sufficient responses within each race/ethnicity group. This

method also requires a statistical weighting procedure on survey responses to account for the relative size of each racial/ethnic group in the overall residential population.

The total Boulder residential universe from which the survey sample was drawn included approximately 48,000 households. Of these, 1,060 households (about 2.2%) were stratified by race/ethnicity and randomly sampled.[7] The breakdown of the resulting sample by household race, income level, age, and respondent marital status is available in Figure 1.

A survey invitation letter was sent to the 1,060 stratified and randomly sampled households. The letter included directions to access the online survey or request a Computer-Assisted Telephonic Interview (CATI)[8] and a frequently asked questions section. The window for survey response lasted for approximately two months (November 10, 2022 – January 6, 2023). Two nonresponse reminder postcards were sent during that period.[9] The survey materials directed respondents to a custom data collection webpage that served as a central launching point for data collection. Survey responses were gathered using Qualtrics, a web-based survey data collection platform, using a unique login code issued to each sampled household. Survey invitations and associated materials can be found in Appendix A.

Survey data were reviewed for accuracy. Seven survey responses were dropped from the analyses due to various errors.[10] The remaining survey data included 140 responses in the probability survey sample, resulting in a response rate of 13.2%. Minor adjustments were made to the survey responses to account for missing data.[11] For a discussion of the relevance of response rates and other survey data collection issues, see Appendix B.

Finally, the survey data collected from the stratified random probability sample was weighted prior to conducting analyses. Statistical weighting of the probability sample is necessary to

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[7] The purpose of conducting a stratified random sample is to ensure that each racial/ethnic group has enough respondents to make inferences about those groups. Given that the vast majority of Boulder residents are White, this sampling method is used to guarantee a large enough sample from all other racial/ethnic groups. For our purposes, the target percentages by stratum were: 64.0% White, 15.1% Black/African American, 10.0% Hispanic, and 10.9% for all other races combined. Additional information regarding the purpose and procedures for conducting stratified random samples can be found in (Brewer, 1999; Cochran, 1946, 1977; Stuart, 1962).

[8] CATI, available in English and Spanish, was utilized to mitigate issues with respondent access to reliable internet or a computer, comfort with web-based technologies, or visual impairments that could otherwise limit the participation of some community members.

[9] Household survey response rates have been trending downward for some time; multiple contacts consistently demonstrate improved participation rates (Yeager, 2018).

[10] One case from the probability sample was dropped due to an empty survey ID needed to authenticate into the survey; two cases were dropped because they were duplicate responses from the same respondent, and four cases were removed due to incomplete submission (no data on any survey item).

[11] Where necessary, hot deck imputation was performed on respondent race, sex, and income. Hot deck imputation is a method used to address missing data; in this case, we replaced missing values that had either been skipped or the respondent refused to answer with values based on information from the corresponding respondent record. In addition, two other cases were identified and corrected – one with missing age and one with missing gender – that were both assigned the median value of the modal category across all respondents.

account for the disproportionate sampling strategy and unit nonresponse. The research team used a multi-stage composite weight created to adjust for design effects, unit nonresponse, and population totals. The reported results for the probability sample are based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample. The specific weighting technique used and technical details are reported in Appendix B.

Respondent Characteristics

Figure 2 displays the characteristics of respondents; after weighting, the sample closely approximated the overall Boulder community composition on characteristics such as gender, age, race, and ethnicity. For example, the 2021 American Community Survey estimates the Boulder residential population as 48.5% female, 84.3% White alone, 1.1% Black alone, 6.0% Asian alone, 6.5% two or more races, 0.4% other races, 10.6% Hispanic or Latino.[12]

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[12] See https://www.census.gov/quickfacts/bouldercitycolorado (2021 American Community Survey estimates).

Figure 2. Respondent Demographics (n=140)

Demographic	Sample (Weighted)[a]	Demographic	Sample (Weighted)[a]
Gender[b]		Income	
Man	46.9%	Less than $30,000	12.1%
Woman	53.1%	$30,000 - $40,000	1.6%
Age		$40,000 - $50,000	5.9%
18-24	21.4%	$50,000 - $60,000	7.5%
25-34	23.3%	$60,000 - $70,000	8.1%
35-44	13.4%	$70,000 - $80,000	0.9%
45-54	14.1%	$80,000 - $90,000	3.1%
55-64	11.0%	$90,000 - $100,000	2.5%
65 or older	16.8%	$100,000 or more	21.2%
Missing	NA	Missing	37.2%
Hispanic, Latino/a/x, Spanish Origin[c]		Living Situation	
Not Hispanic or Latino/a/x	89.4%	I rent or lease my home	22.5%
Hispanic or Latino/a/x	10.6%	I own my home	44.7%
Missing	NA	I share housing with others that is not my own	10.9%
Race		I do not have stable housing	0%
White alone	85.4%	Missing	21.9%
Black or African American alone	1.3%	Time in Boulder	
Asian alone	7.2%	Less than 1 year	3.0%
Other race alone[d]	1.1%	1 - 5 years	20.9%
Two or more races	4.9%	5 - 10 years	5.7%
Missing	NA	10 - 15 years	7.4%
Education		15 years or more	45.4%
Less than high school degree	0.0%	Missing	17.5%
High school graduate or GED	4.5%	Ability/Disability[e]	
Some college or technical school	12.1%	A sensory-impairment	1.9%
Associate or technical school	<0.1%	A behavior impairment	3.2%
Bachelor's degree	27.8%	A mobility impairment	0.0%
Master's degree	19.5%	A learning disability	3.0%
Professional degree	6.7%	A mental health disorder	6.1%
Doctorate degree	6.2%	A long-term medical illness	0.5%
Missing	23.2%	A temporary impairment due to illness or injury	0.5%
		I do not identify with a disability or impairment	62.0%
		Missing	26.1%

Note: Percentages may not add up to 100% due to rounding.

a. Categories recoded to map raw survey data to categories included in the American Community Survey.

b. Due to imputation, missing/prefer not to answer category does not apply.

c. "Hispanic or Latino/a/x" includes those who indicated they were Mexican, Mexican American, Chicano/a/x; Puerto Rican; Cuban; and Other Hispanic, Latino/a/x, or Spanish origin.

d. "Other" includes "American Indian or Alaska Native" and "Native Hawaiian or Other Pacific Islander."

e. Percentages for Ability/Disability in the probability sample were calculated by the number of respondents who selected a particular answer divided by the total number of respondents and weighted. Respondents could select all that apply; categories may exceed 100%.

As shown in Figure 3 below, only 22.9% of the unweighted probability sample (n=32) reported contact with the BPD in the prior 6-month period. Of these 32 individuals who reported having contact, only three respondents indicated they had experienced a police-initiated, non-voluntary contact with the BPD within the last six months (for example, during a traffic or pedestrian stop).[13]

Figure 3. Police Contact in the Last Six Months, Representative Sample (n=140)
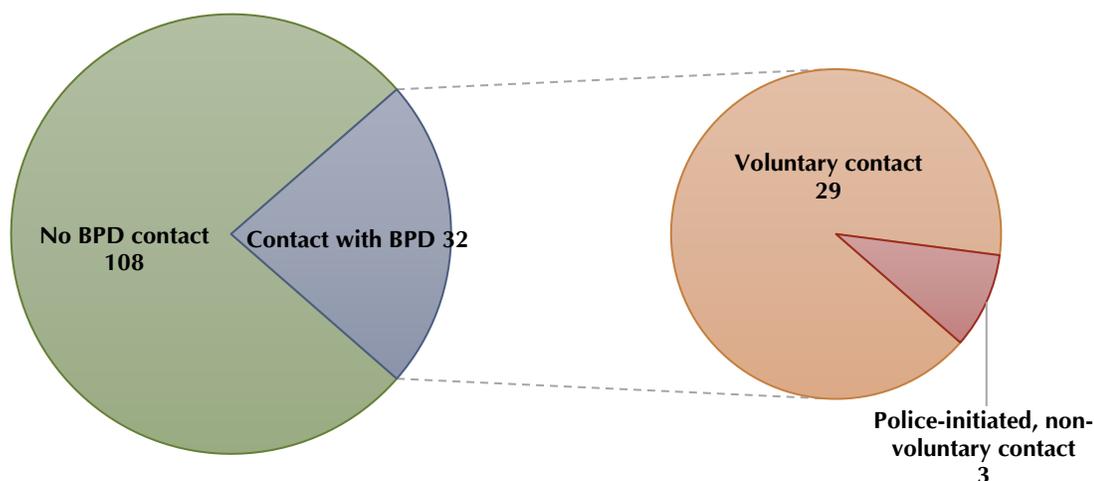
Participants were also asked to report on their knowledge and engagement with previous aspects of the *Reimagine Policing* process. A small proportion of the unweighted participant sample (15.7%, n=22) indicated familiarity with the BPD's *Reimagine Policing* plan. Although only one survey respondent indicated having engaged in previous steps to develop the plan, a handful more (n=6) indicated completing the "Be Heard Boulder" survey and participating in an online community forum.[14] Three respondents indicated they had attended an in-person or online event (such as a Police Chief Town Hall) or outreach at a community location. As shown in Figure 4 below, when weighted to extrapolate to the Boulder community, a small percentage of Boulder residents (16.6%) are likely familiar with the BPD's *Reimagine Policing* plan, and even fewer (0.5%) have participated in any associated events.

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[13] Additional reasons for contact included calling the police to report something happening, reporting criminal victimization, and "other." Given the small sample size and the percentage who experienced involuntary police contact, comparisons between those who did and did not have previous police contact could not be conducted.
[14] Nine respondents indicated they were not engaged in previous steps to develop BPD's *Reimagine Policing Plan*, but subsequently indicated specific participation in one or more of the activities listed on the next survey question.

Figure 4. Prior Engagement of Representative Sample Respondents, Weighted Percentages
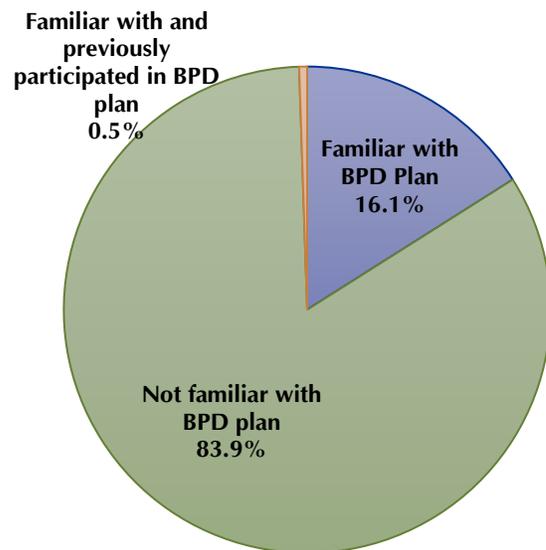
Likewise, significantly more respondents of the convenience sample survey were familiar with the Reimagine Policing plan (51.1% compared to 16.6% of the weighted representative sample) and engaged in previous steps to develop the plan (18.0% compared to 0.5% of the weighted representative sample).

Survey Limitations

A limitation of this research is the small number of overall responses fielded by the survey, particularly the limited number of responses across racial/ethnic groups. A stratified random sampling procedure aims to maximize the opportunity to conduct meaningful analyses across racial/ethnic groups. However, the low survey response rate, coupled with the small population of non-White Boulder residents, and low cell size among demographic groups that completed the survey, these types of subsample analyses are not possible. Based on the research questions, analytical analyses are largely restricted to descriptive statistics, and these descriptives are not further compared across respondents' characteristics.

In addition, although not necessarily a limitation based on the research questions addressed with this survey, the following information should be taken into consideration when interpreting the survey results reported below. The vast majority of survey respondents had no contact with the BPD in the six months prior, no familiarity with the BPD's *Reimagine Policing* plan, and no reported participation in the development steps leading to the plan's development.

Findings

For the remainder of the survey findings reported below, the weighted responses are reported, which provide a better approximation of the perceptions of the Boulder community.

As described in Section 1, during the *Reimagine Policing* planning process, six value statements were developed based on input from members of the Boulder community. The question posed to survey respondents was to rank how successful they believed the BPD was in reaching these six values. Specifically, a baseline measure of community perceptions was developed by asking respondents to "indicate how successful or unsuccessful you think BPD is in achieving these values, *at this time*" (emphasis added). Responses were captured on a 5-point scale using the following categories: frequently successful, occasionally successful, neutral, rarely successful, and never successful. Respondents were also given the option of "I am not sure or unfamiliar with this." Survey respondents' perceptions of the BPD's progress in achieving these goals at the onset of the planning process are displayed below. Responses with missing data for these six values – ranging from 7.8% to 8.7% across items – were removed from the findings reported below.

Figure 5 below graphically displays the findings from those residents who provided a ranking of the perceived success of the BPD in achieving these values. As an initial baseline measure across these values, the survey results demonstrate a larger percentage of respondents indicated the BPD had achieved some level of success (compared to non-success) for five out of the six values. The highest successful ranking was for the value of "we are all free to enjoy public and private spaces without fear of harm," with over half (54%) of the valid responses indicating that the BPD was frequently or occasionally successful at supporting this community value. This finding is especially encouraging given the tragic events and loss of life from the King Soopers shooting on May 22, 2021, endured by the Boulder community. It suggests that despite this horrific and senseless act of violence, the majority of Boulder residents believe the BPD is performing activities and duties that allow continued enjoyment of public and private spaces. Likewise, the second highest successful rating was for the value of demonstrating "we are a compassionate community that supports the basic needs and the right to be free from crime for all community members."

Figure 5. Perceptions of BPD's Current Success Achieving Community Safety Values
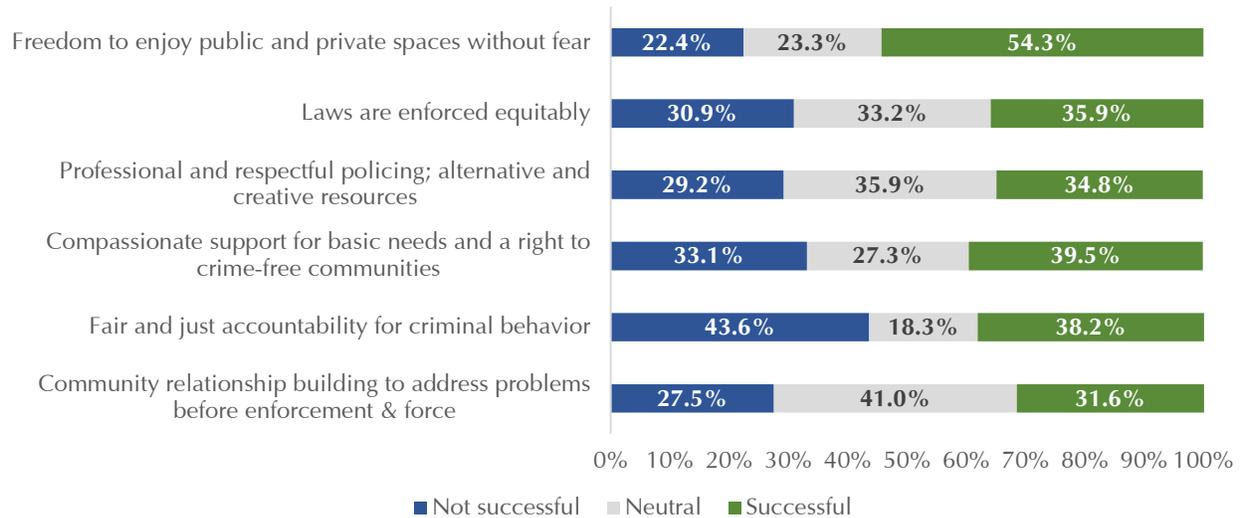
	Freedom to enjoy public and private spaces without fear of harm	Laws are enforced equitably	Professional and respectful policing; alternative and creative resources	Compassionate support for basic needs and a right to crime-free communities	Fair and just accountability for criminal behavior	Community relationship building to address problems before enforcement & force
■ Never successful	9.8%	9.2%	13.3%	7.7%	20.1%	13.5%
■ Rarely successful	12.6%	21.7%	15.9%	25.4%	23.5%	14.0%
■ Neutral	23.3%	33.2%	35.9%	27.3%	18.3%	41.0%
■ Occasionally successful	25.0%	20.5%	19.8%	22.5%	26.0%	15.2%
■ Frequently successful	29.3%	15.4%	15.0%	17.0%	12.2%	16.4%

The community value that represents the most work facing the BPD is "criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues," which is the only value where the baseline measure shows that a higher percentage of respondents believe the BPD has been *unsuccessful* (44%) compared to successful (38%). As this value suggests, citizens' perceptions of accountability for criminal behavior are often based on the functioning of other criminal justice system components (e.g., courts and corrections). As a result, for the BPD to experience significant improvement in residents' perceived success for this community value, they must enlist other criminal justice agencies in reform efforts while simultaneously seeking and supporting community alternatives to the criminal justice system.

It is also important to note that these initial measures – demonstrating that roughly 30 to 55 percent of respondents believe the BPD has achieved some level of success in meeting various community values – represent the starting point for the BPD as they work to implement the *Reimagine Policing* plan. These values can now be used as a baseline measure against which to measure progress over time as specific strategies and community outreach opportunities are implemented.

Given these baseline figures, it is also important to identify opportunities for the BPD to better educate and engage with the public around the core community values identified in the *Reimagine Policing* plan. Figure 6 below ranks the strategies based on the combined percentage of respondents who indicated they were unsure, unfamiliar, or neutral regarding their assessment of BPD's baseline success level in meeting each of the six values.

As shown, a considerable percentage of respondents indicated that they were unsure or unfamiliar with the success of the BPD (at this time) across the six values. When coupled with the percentage of respondents who reported being "neutral" regarding their perceptions of the BPD's success with meeting these goals, it suggests that much of the work and activities the BPD conducts daily to support these values may be unknown to community members.

For example, *over 60%* of respondents indicated they were unsure, unfamiliar, or neutral regarding BPD's success that laws are enforced equitably. Likewise, *more than 45%* of the respondents indicated they were unsure, unfamiliar, or neutral regarding BPD's progress toward the values of "police respond professionally and respectfully when we need them, but we have alternative and creative resources to address to address problems not suitable to policing" and "officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force." In short, the results of this survey suggest that 30 - 50% of Boulder residents have unformed perceptions of the success of the BPD across various community values; their perceptions of the BPD essentially represent a blank canvas. As a result, identifying additional opportunities to communicate the positive work of the BPD and engage more directly with community members in a non-enforcement capacity should be a priority for the agency.

Figure 6. Current Perceptions of BPD's Success in Achieving Community Safety Values, Unfamiliar and Neutral
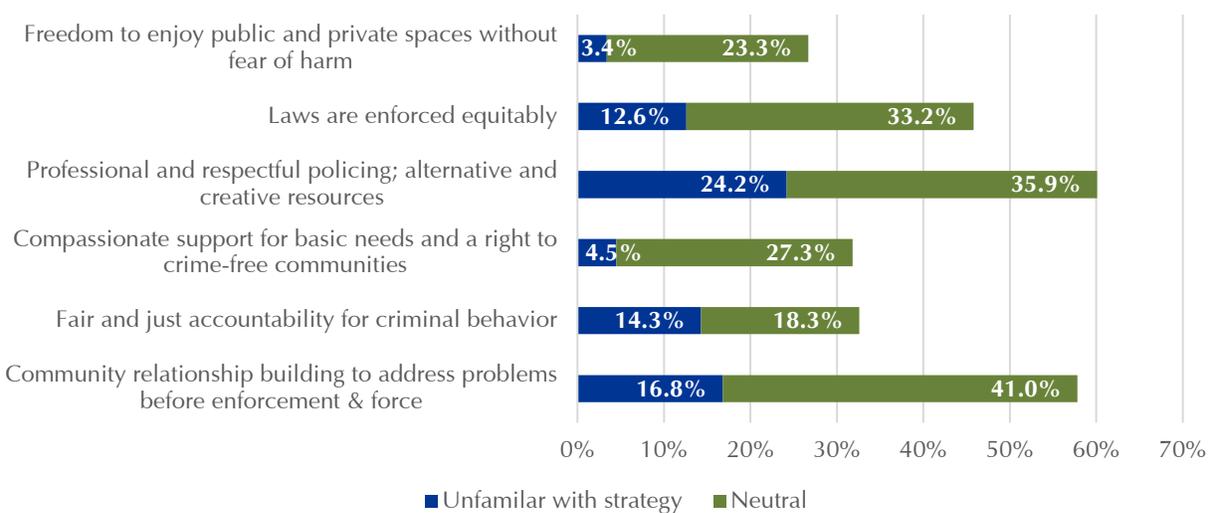
In summary, the results from the survey show a strong baseline level of support for the BPD among community residents, with multiple areas for continued growth identified as the police and community continue to work together to implement the *Reimagine Policing* plan.

Community Support for BPD's Reimagine Strategies

The BPD's *Reimagine Policing* plan is divided into six focus areas developed from community feedback received in earlier stages of the planning process. For this survey, respondents were asked to provide their perceptions regarding the strategies BPD is proposing to achieve each of the identified focus areas. While many of the strategies identified had multiple strategies, for survey design purposes, they were presented with their primary goal or focus area.

Figure 7 below lists the six *Reimagine Policing* plan focus areas, and associated strategies as presented in the survey. Respondents were asked to indicate their level of support for each of the strategies to help the BPD achieve its goal, using the following 5-item response scale: strongly support, somewhat support, neutral, do not support much, and do not support at all. In addition, respondents were given an option to indicate if they were not sure or unfamiliar with each strategy. An open-ended question was included for each goal to elicit additional feedback regarding other strategies the BPD should consider. Results from these open-ended questions are included in Section 3 with other qualitative analyses, and also included verbatim in Appendix C.

Figure 7. BPD's Reimagine Policing Plan: Focus Areas and Associated Primary Strategies

I. **Increasing Partnership with the Community**
    1. Build relationships with community members and neighborhoods outside of emergencies.
    2. Train officers to facilitate connections to community resources for unhoused persons.
    3. Improve the diversity of BPD officers by increasing the number of women officers.
    4. Improve the diversity of BPD officers by increasing the number of officers of a racial or ethnic minority.
    5. Improve the diversity of BPD officers by increasing the number of officers who speak a language other than English.

II. **Ensuring the Right Response, Role for Police**
    6. Enhance policing capabilities to respond to natural disasters (e.g., flooding, wildfires).
    7. Partner with community organizations to implement alternative response strategies that do not involve the police.
    8. Implement police response strategies that encourage de-escalation.
    9. Enhance wireless emergency alerts to increase public preparedness for responding to emergency situations.

III. **Providing Leadership in Preventing/Reducing Crime**
    10. Use technology (e.g., automated license plate readers, speed cameras) to combat crime and reduce officer and suspect injuries.
    11. Identify and implement crime reduction solutions that do not involve arrest.
    12. Maintain partnership(s) with federal law enforcement agencies for training, resources, and information sharing regarding violence and extremism; consistent with sanctuary city policy.

IV. **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**
    13. Develop neighborhood-based partnerships to solve problems and reduce crime.
    14. Conduct an independent assessment of enforcement actions to identify patterns of racial and ethnic disparity.
    15. Improve communication and engagement to build trust with communities that have been disproportionately impacted by policing and officers.
    16. Conduct mandatory racial equity training (e.g., identifying biases and unfair impacts) for all policing staff.

V. **Recruiting and Supporting a Professional Workforce with Integrity**
    17. Train officers to intervene with peers to prevent misconduct.
    18. Co-host the police training academy with the University of Colorado Boulder Police. Department (CUPD) to deliver improved training for police recruits.
    19. Enhance wellness programs to improve the physical and mental health of all policing staff.

VI. **Modeling Transparency and Accountability**
    20. Publish information and statistics, including crime trends, stops, arrests, and use of force.
    21. Continue to work with independent Police Monitor and Civilian Police Oversight Panel.
    22. Create an enhanced early warning system to identify problematic officer behavior.

Partnering with the Community

For each of the strategies identified for the six focus areas, we note the percentage of respondents (weighted) that indicated they were "not sure or unfamiliar with this strategy" and the percentage of respondents who did not complete the question (i.e., missing data). Thereafter, we provide graphs and tables that document the level of support for each strategy (weighted) after the missing and not sure /unfamiliar categories are removed (i.e., reporting only the valid percents). These findings are summarized at the end of this section.

Focus Area 1: Partnering with the Community

The *Reimagine Policing* plan describes the focus area of partnering with the community is based on "building positive relationships with community members and neighborhoods outside of emergencies," establishing "proactive, problem-solving partnerships," and developing "two-way communication and education to help the community and department understand each other's needs, challenges and successes." Five of the 22 strategies were identified as primary for this goal, and all five received strong support from survey respondents.

Across the strategies identified for this goal, 8.6% of respondents did not answer (i.e., missing), while the percentage of respondents who indicated they were unfamiliar with or unsure of the strategy ranged from a high of 4.1% (building relationships with the community outside of emergencies) to a low of 2.7% (increase the number of women officers).

Figure 8 below displays the reported support for each strategy identified to increase partnership with the community. As shown, the most support was provided for building relationships with the community outside of emergencies (93.4% strongly or somewhat supported). The three least supported strategies – increase the number of women officers, increase the number of officers of a racial/ethnic minority, and increase the number of officers who speak a language other than English) – had at least 10% of respondents indicating they do not support these strategies at all. Nevertheless, all three strategies still had substantial support (72.5%, 76.5%, and 85.5% reporting somewhat or strongly support, respectively).

Figure 8: Community Responses for Partnering with the Community Strategies
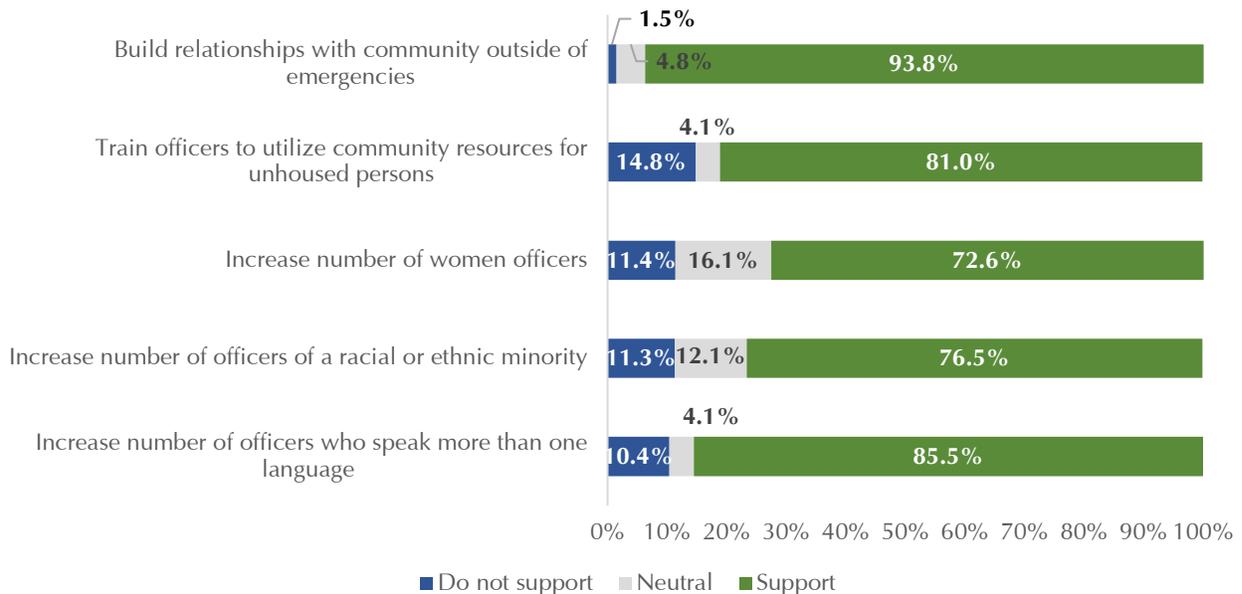
	Build relationships with community outside of emergencies	Train officers to utilize community resources for unhoused persons	Increase number of women officers	Increase number of officers of a racial or ethnic minority	Increase number of officers who speak more than one language
Do not support at all	1.2%	2.2%	10.2%	10.3%	10.0%
Do not support much	0.2%	12.6%	1.2%	1.1%	0.4%
Neutral	4.8%	4.1%	16.1%	12.1%	4.1%
Somewhat support	28.5%	14.5%	21.9%	16.3%	19.7%
Strongly support	65.3%	66.6%	50.6%	60.2%	65.8%

Focus Area 2: Ensuring right response, role for police

Ensuring the right response and role for police is a complex goal that the *Reimagine Policing* plan describes as "establishing relationships with other organizations/alternative resources to ensure the most appropriate responses to encampments, mental health, and other social issues," "evaluating benefits/challenges to reallocating department funding or functions," and "ensuring training that supports department staff in responding to a variety of community members and situations." Four specific strategies were primarily affiliated with this goal.

Across the four strategies assessed, 9.8% of respondents did not answer (i.e., missing), while the percentage of respondents who indicated they were unfamiliar with or unsure of the strategy ranged from a high of 4.7% (Enhance policing capabilities to respond to natural disasters) to a low of 2.7% (implement police response strategies that encourage de-escalation).

As shown in Figure 9, all of the strategies received considerable support from respondents, although there was some noteworthy variation. Among strategies in ensuring appropriate police and non-policing responses, efforts to engage in de-escalation were the most strongly supported by survey respondents, with nearly 90% support; however, it was also the strategy with the most

non-support reported (6.9%). Overall, the *least* supported strategy was enhancing capabilities for natural disaster response (71.2% support), with the largest percentage of neutral respondents (21.8%).

Figure 9. Community Responses for Appropriate Police and Non-Police Response Strategies
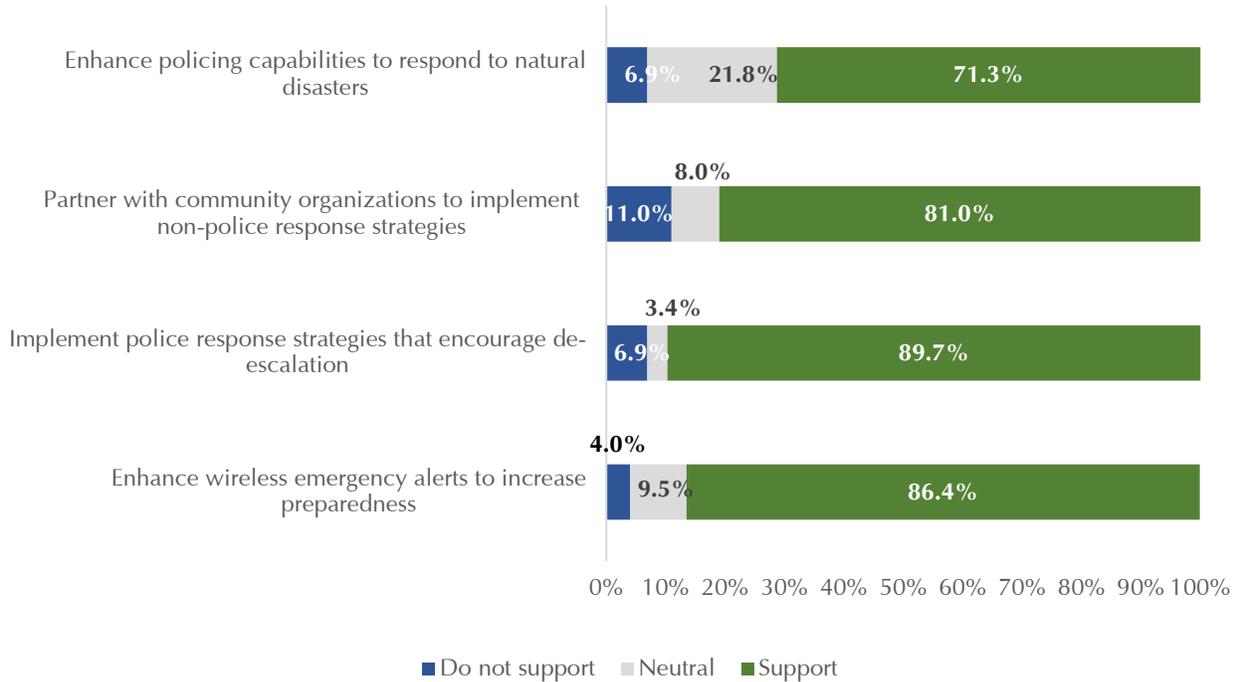
	Enhance policing capabilities to respond to natural disasters	Partner with community organizations to implement non-police response strategies	Implement police response strategies that encourage de-escalation	Enhance wireless emergency alerts to increase preparedness
Do not support at all	2.6%	5.3%	6.4%	2.2%
Do not support much	4.3%	5.7%	0.5%	1.9%
Neutral	21.8%	8.0%	3.4%	9.5%
Somewhat support	22.4%	7.9%	13.9%	17.1%
Strongly support	48.8%	73.0%	75.8%	69.3%

Focus Area 3: Providing leadership in preventing/reducing crime

The goal of providing leadership in preventing and reducing crime was defined in the *Reimgine Policing* plan as including "strategies to prevent crime in the community while also being consistent with shared values," "promoting the concept of doing no harm," and providing "responsiveness when crime, dangerous situations occur." Only three strategies of the 22 strategies were identified as primarily focused on the goal of preventing and reducing crime.

The percentage of missing responses for these three strategies (9.8%) was higher than other survey questions. Likewise, the percentage of respondents who indicated they were unfamiliar

with or unsure of the strategy ranged from a high of 9.4% (maintaining federal partnerships) to a low of 2.8% (using technology).

Again as shown in Figure 10, a majority of respondents supported the use of all strategies, with both maintaining partnerships with federal agencies and the use of non-arrest crime reduction strategies generating the most support (over 85% of respondents). Although using technology to combat crime was the lowest supported strategy across the survey, over half of the respondents still supported its use (52.3%).

Figure 10. Community Responses for Crime Prevention Strategies
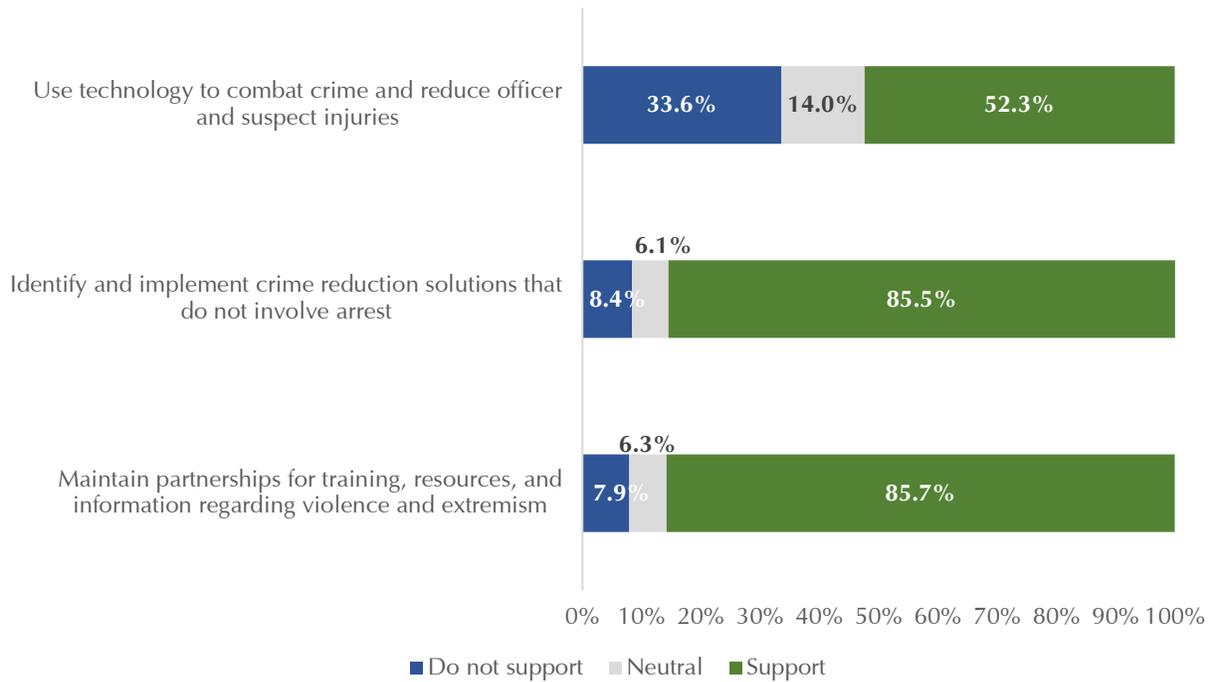
	Use technology to combat crime and reduce officer and suspect injuries	Identify and implement crime reduction solutions that do not involve arrest	Maintain partnerships for training, resources, and information regarding violence and extremism
Do not support at all	17.8%	2.4%	5.9%
Do not support much	15.8%	6.0%	2.0%
Neutral	14.0%	6.1%	6.3%
Somewhat support	17.4%	23.7%	27.4%
Strongly support	34.9%	61.8%	58.3%

Focus Area 4: Serving as a trusted partner in racial equity, support for vulnerable populations

The *Reimagine Policing* plan defined the goal of serving as a trusted partner related to workforce diversity, antibias training, working with vulnerable populations, and "partnership and communication with communities and organizations representing historically excluded populations to improve access, communication with the department and its services." Four specific strategies were identified as primarily applying to this goal.

Across the four strategies identified, 10.4% of respondents did not respond. The percentage of respondents who indicated they were unfamiliar with or did not know the strategy ranged from a high of 9.6% (develop neighborhood partnerships to solve problems) to a low of 3.8% (conduct mandatory racial equity training).

Most respondents supported all strategies designed to minimize bias and support vulnerable populations (see Figure 11). The greatest support within this category was for developing neighborhood partnerships (88.3% support). In contrast, the least supported strategy was conducting an independent assessment of enforcement actions to identify racial/ethnic disparities (70.9% support).

Figure 11: Community Responses for Minimizing Bias and Supporting Vulnerable Populations Strategies
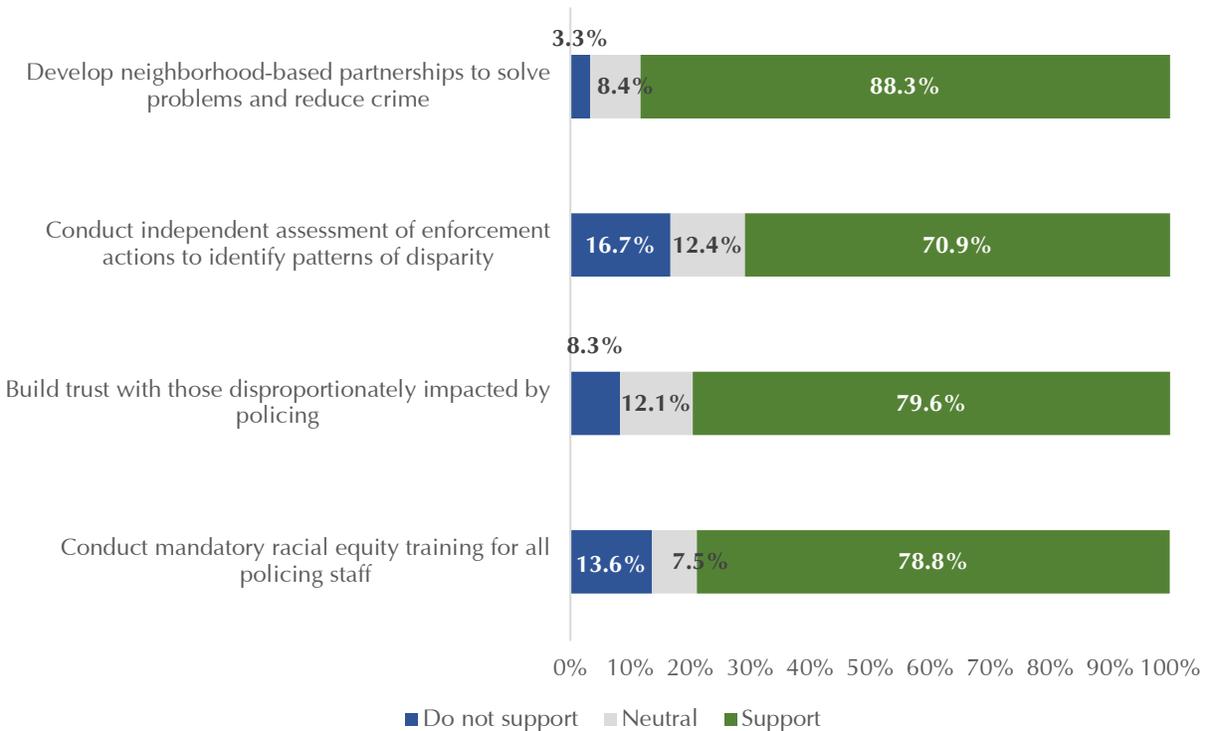
	Develop neighborhood-based partnerships to solve problems and reduce crime	Conduct independent assessment of enforcement actions to identify patterns of disparity	Build trust with those disproportionately impacted by policing	Conduct mandatory racial equity training for all policing staff
■ Do not support at all	1.9%	11.2%	2.6%	11.3%
■ Do not support much	1.4%	5.5%	5.7%	2.3%
■ Neutral	8.4%	12.4%	12.1%	7.5%
■ Somewhat support	26.1%	17.2%	7.1%	12.5%
■ Strongly support	62.2%	53.7%	72.5%	66.3%

Focus Area 5: Recruiting and supporting a professional workforce with integrity

The goal of recruiting and supporting a professional workforce with integrity includes establishing a focus on officer and staff wellness and increasing morale, along with defining, recruiting, and retaining "quality" candidates. Three strategies were considered primary to achieving this focus area.

These three strategies had some of the highest percentages of missing data on the survey (ranging from 12.6% to 13.1% of respondents skipping these questions). In addition, a high percentage of respondents indicating not being familiar with or knowing about these strategies, ranging from a high of 9.9% (co-host training with CUPD) to a low of 3.5% (enhance wellness programs).

Figure 12 below demonstrates that all three workforce strategies were supported by respondents at levels exceeding 80% support, but there were greater levels of neutral responses around co-hosting academy activities with the University of Colorado Boulder Police Department. As noted above, this strategy also had the lowest number of responses, suggesting higher uncertainty around the implications of this strategy.

Figure 12. Community Responses for Policing Workforce Strategies
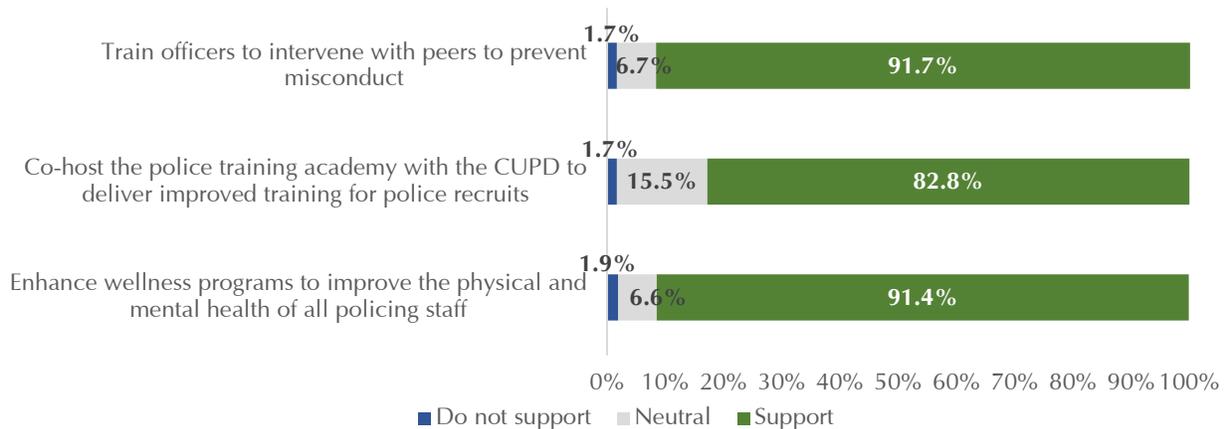
	Train officers to intervene with peers to prevent misconduct	Co-host the police training academy with the CUPD to deliver improved training for police recruits	Enhance wellness programs to improve the physical and mental health of all policing staff
■ Do not support at all	0.4%	1.7%	1.2%
■ Do not support much	1.3%	0.0%	0.7%
■ Neutral	6.7%	15.5%	6.6%
■ Somewhat support	10.7%	24.1%	16.5%
■ Strongly support	81.0%	58.7%	74.9%

Focus Area 6: Modeling transparency and accountability

To describe the goal of modeling transparency and accountability, the *Reimagine Policing* plan focused on critical areas in police activity, including use of force, citizen complaints, reported crime, and interactions with diverse populations. Three specific strategies were associated with this goal.

As with Focus Area 5, survey items related to the three policing strategies associated with Focus Area 6 generated a high percentage of missing data (12.6% to 12.9%). It appears that as the survey continued, the percentage of missing data across specific strategy items continued to increase. This suggests that survey fatigue, rather than a reaction to specific survey items, may have been a factor. The percentage of respondents who indicated they were unfamiliar with or

unsure of the strategy ranged from a high of 7.4% (work with independent monitor and civilian oversight panel) to a low of 2.8% (publish information and crime statistics).

Respondents strongly supported all strategies for increasing transparency and accountability (see Figure 13). With nearly 95% of valid responses indicating support for creating an early warning system was the most supported strategy across all strategies included in the survey.

Figure 13. Community Responses for Transparency and Accountability Strategies
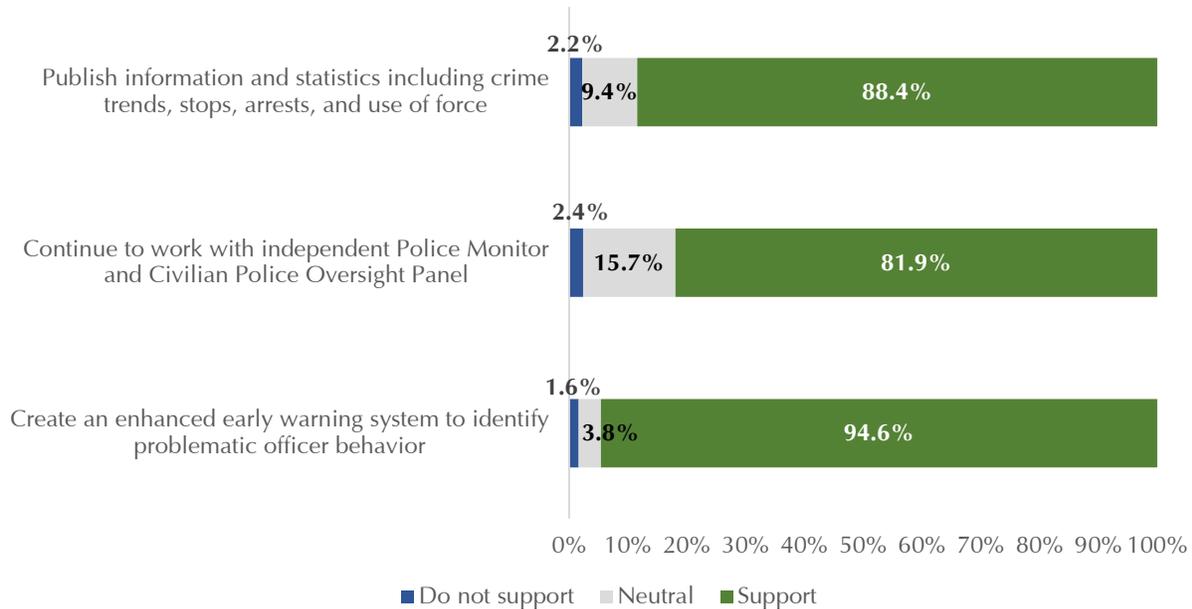
	Publish information and statistics including crime trends, stops, arrests, and use of force	Continue to work with independent Police Monitor and Civilian Police Oversight Panel	Create an enhanced early warning system to identify problematic officer behavior
■ Do not support at all	0.0%	1.3%	1.2%
■ Do not support much	2.2%	1.1%	0.4%
■ Neutral	9.4%	15.7%	3.8%
■ Somewhat support	15.6%	10.5%	18.3%
■ Strongly support	72.8%	71.4%	76.3%

Strategy Summary

As documented above, support for nearly all proposed strategies was very strong. Collectively, over half of all respondents indicated support for every strategy, with all but one strategy receiving more than 70% reporting somewhat or strong support for use to achieve BPD's *Reimagine Policing* focus areas. Further, 19.3% reported support for all of the strategies, and no respondents reported opposition. Figure 14 below visually displays the high level of support for these strategies in rank order. As shown, only the use of technology to combat crime appears as an outlier compared to the support shown for the other strategies.

Figure 14. Strategies Ranked by Community Support

| Strategy	Support
Create an enhanced early warning system to identify problematic officer behavior	94.6%
Build relationships with community outside of emergencies	93.8%
Train officers to intervene with peers to prevent misconduct	91.7%
Enhance wellness programs to improve police staff health	91.4%
Implement police response strategies that encourage de-escalation	89.7%
Publish information and statistics on police actions and crime	88.4%
Develop neighborhood-based partnerships to solve problems and reduce crime	88.3%
Enhance wireless emergency alerts to increase preparedness for emergencies	86.4%
Maintain partnerships for training, resources, and information regarding violence…	85.7%
Increase number of officers who speak more than one language	85.5%
Identify and implement crime reduction solutions that do not involve arrest	85.5%
Co-host training academy with CUPD	82.8%
Continue to work with independent Police Monitor and Civilian Police Oversight…	81.9%
Train officers to utilize community resources for unhoused persons	81.0%
Partner with community organizations to implement non-police response strategies	81.0%
Build trust with those disproportionately impacted by policing	79.6%
Conduct mandatory racial equity training	78.8%
Increase number of officers of a racial or ethnic minority	76.5%
Increase number of women officers	72.6%
Enhance policing capabilities to respond to natural disasters	71.3%
Conduct independent assessment of enforcement actions to identify patterns of…	70.9%
Use technology to combat crime and reduce officer and suspect injuries	52.3%

Note: Strategy labels have been shortened to improve readability. Full names reported above.

The research team also examined the survey data to identify opportunities for the BPD to gain support for policing strategies. In Figure 15 below, the percentage of respondents who indicated that they were unfamiliar or unsure of the strategies and those reporting a ranking of neutral are rank-ordered. As shown, nearly 10% of respondents indicated they were unfamiliar or unsure of three specific strategies identified in the *Reimagine Policing* plan. When combined with the percentage of respondents who replied "neutral," the opportunities for additional outreach to the Boulder community for specific topics emerged. The three categories with the highest percentage of "neutral" responses include 1) Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force (41%); 2) police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing (36%); and 3) laws are enforced equitably (33%).

In summary, over 10% of respondents were unsure of, unfamiliar with, or neutral toward 17 of the 22 strategies identified in the *Reimagine Policing* plan. Further, ten individual strategies had 15% or more of respondents indicate they were unsure, unfamiliar, or neutral. In particular, two strategies – enhancing policing capabilities to respond to natural disasters and co-host training academy with the CUPD – had more than a quarter of survey respondents indicate unfamiliarity or neutrality. These areas provide the most opportunity for the BPD to gain positive momentum by reaching residents with unformed opinions.

Figure 15. Strategies Ranked by Unfamiliar and Neutral

Strategy	Unfamiliar with strategy	Neutral
Enhance policing capabilities to respond to natural disasters	4.7%	21.8%
Co-host training academy with CUPD	9.9%	15.5%
Continue to work with independent Police Monitor and Civilian Police Oversight Panel	7.4%	15.7%
Increase number of women officers	2.7%	16.1%
Develop neighborhood-based partnerships to solve problems and reduce crime	9.6%	8.4%
Build trust with those disproportionately impacted by policing	5.1%	12.1%
Use technology to combat crime and reduce officer and suspect injuries	2.8%	14.0%
Conduct independent assessment of enforcement actions to identify patterns of disparity	4.3%	12.4%
Maintain partnerships for training, resources, and information regarding violence and extremism	9.4%	6.3%
Increase number of officers of a racial or ethnic minority	2.8%	12.1%
Enhance wireless emergency alerts to increase preparedness for emergencies	3.3%	9.5%
Publish information and statistics on police actions and crime	2.8%	9.4%
Train officers to intervene with peers to prevent misconduct	4.9%	6.7%
Conduct mandatory racial equity training	3.8%	7.5%
Partner with community organizations to implement non-police response strategies	3.1%	8.0%
Identify and implement crime reduction solutions that do not involve arrest	4.6%	6.1%
Enhance wellness programs to improve police staff health	3.5%	6.6%
Create an enhanced early warning system to identify problematic officer behavior	5.2%	3.8%
Build relationships with community outside of emergencies	4.1%	4.8%
Train officers to utilize community resources for unhoused persons	3.9%	4.1%
Increase number of officers who speak more than one language	3.8%	4.1%
Implement police response strategies that encourage de-escalation	2.7%	3.4%

■ Unfamilar with strategy ■ Neutral

Conclusion

By using a stratified random sampling method and weighting the responses, the following general conclusions regarding the *Reimagine Policing* plan likely reflect the general sentiments of Boulder residents. In summary, the vast majority of respondents have no prior familiarity with the BPD's *Reimagine Policing* plan or participated in the development steps leading to the development of the plan. This represents an immediate opportunity to more directly engage with community members to increase awareness and participation in the *Reimagine Policing* plan.

When considering community sentiment toward the successfulness of the BPD across a number of value statements (developed in collaboration with community residents), the survey results suggest that residents are more likely to perceive the BPD as successful compared to unsuccessful for five of the six core values. It is important to note that these are baseline measures established as part of the overall planning process and provide an opportunity to measure BPD's growth as additional components of the plan are implemented. While the BPD is off to a strong start, there are immediate opportunities for improvement, especially for the value of fair and just accountability for criminal behavior within policing and other systems.

The initial baseline measure regarding BPD's success across these values also demonstrated larger than-expected percentages of respondents indicating neutral, unsure, or missing responses. When projected to the larger Boulder community, this suggests a currently untapped potential to influence the perceptions of residents and strengthen their positive opinions and trust in the BPD.

The ability of the BPD to immediately improve community sentiment toward police is further supported by the findings regarding residents' current support of BPD's identified strategies to achieve their goals. Of the valid survey responses ranking support for BPD's proposed strategies, all 22 strategies received majority support, with 21 strategies somewhat or strongly supported by more than 70% of respondents and 15 strategies supported by more than 80%. However, additional opportunities to engage and educate Boulder residents about these policing strategies are needed. This is particularly evident based on the finding that 17 of the 22 strategies had over 10% of respondents report being unsure, unfamiliar, or neutral toward the use of that strategy.

In conclusion, the survey responses reinforce the recommendation that the BPD should consider additional opportunities for developing and delivering alternative messaging options to better connect and engage with community members in support of the *Reimagine Policing* plan.

SECTION 3: QUALITATIVE DATA ANALYSIS (CONVENIENCE SAMPLE, FOCUS GROUPS, AND INTERVIEWS)

In addition to the stratified random sample survey, the research team developed other methods to solicit information and provide opportunities to gather feedback and input from community residents that are often unheard in conversations involving police practice. These additional research methods mirror the practices the Boulder team has carefully implemented to ensure the planning process is inclusive of all perspectives. During Engagement Window IV of the *Reimagine Policing* project, city staff conducted direct outreach to a wide variety of community organizations to ensure broad knowledge of the opportunity to participate in the public input opportunities including the survey. These organizations are provided in Appendix D; these efforts are in addition to various City media strategies and Community Advisory Group (CAG) outreach conducted by National Policing Institute.

Working with the Boulder team, the Institute staff expanded these engagement opportunities by 1) administering a second survey using a convenience sample, 2) conducting focus groups, and 3) engaging in strategic interviews with key stakeholders. Using these three additional sources of information, this section reports findings from qualitative data analyses.

Convenience Sample Community Survey

The same survey administered to the stratified random sample of households (described in Section 2) was also made available online to anyone in the broader Boulder community who wished to complete it but was not included in the random sample (Couper, 2000). The purpose of conducting a convenience survey was to provide a greater opportunity for participation in feedback and to further consider the perspectives of subgroup populations within the Boulder community. The City of Boulder advertised the survey link through various traditional and social media channels and CAG contacts. A convenience sample of 416 community members completed the survey. The only difference in this survey was an extra question to determine how the respondent was affiliated with Boulder (i.e., lived, worked, or spent time recreating, visiting, or shopping in the city).

Given that the survey was administered to a non-representative sample of community members, it **cannot** be used to approximate perceptions of Boulder residents or specific neighborhoods within the city or subgroup populations. It is also likely that this non-representative sample overrepresents respondents predisposed to have either strongly negative or strongly positive views of the police, resulting in clear response bias.

Although not representative of the views of Boulder residents, the value of this convenience sample survey is to provide an unrestricted opportunity for community members to be heard and another mechanism for individual experiences to be given voice. A review of these responses can help the BPD identify ways to improve and highlight additional outreach opportunities that may

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assist in meeting the goals of the *Reimagine Policing* plan. Specific results from the convenience sample survey are reported in Appendix E and summarized below.

Findings

Many of the 416 people who completed the survey did not provide descriptive demographic information (nearly 50% for some items). Therefore, it is not possible to know how closely the convenience sample respondents resembled the random sample respondents or the population of Boulder at large. The characteristics of respondents of the convenience sample survey are compared to those from the representative sample survey in Appendix E. Slightly more respondents to the convenience survey reported having contact with the police compared to the representative sample (33.4% compared to 22.9%, respectively). Likewise, significantly more respondents of the convenience sample survey were familiar with the *Reimagine Policing* plan (51.1% compared to 16.6% of the representative sample) and engaged in previous steps to develop the plan (18.0% compared to 0.53%).

As with the representative sample, the convenience sample asked respondents to rank how successful they believed the BPD was in reaching the six values of the *Reimagine Policing* plan. Responses were again captured on a 5-point scale using the following categories: frequently successful, occasionally successful, neutral, rarely successful, and never successful. Respondents were also given the option of "I am not sure or unfamiliar with this." As an initial baseline measure across these values, the convenience sample survey results showed *similar* or *higher* percentages of perceiving the BPD as *successful* across five of the six values. Similarly, comparisons across surveys demonstrate that for four of the six values, the convenience sample survey respondents also showed *higher* percentages of perceiving the BPD as *unsuccessful*. This pattern is created based on the significantly *lower* percentages of "neutral" responses on four of the six values for the convenience sample. This lends support to the concern over sample bias for the convenience sample survey, where those recruited to complete a survey are also more likely to be predisposed as having either highly positive or highly negative attitudes toward the police and fewer respondents in the middle range.

Although respondents of the convenience sample were also supportive of the BPD strategies proposed to achieve the six goals outlined within the plan, levels of support varied. Compared to the representative sample responses, the convenience survey showed that of the 22 strategies, less support was reported for 16 of the strategies, similar levels of support for five strategies, and only one strategy received more support. Interestingly, the one strategy that received *more* support from convenience sample respondents was the use of technology (e.g., automated license plate readers, speed cameras) to combat crime and reduce officer and suspect injuries. This item was the least supported strategy within the representative sample survey (only 52.3%) compared to 64.4% of respondents supported within the convenience sample.

Responses to the open-ended questions included in the convenience and stratified random sample surveys have been redacted to protect confidentiality where necessary, compiled, and provided to the City of Boulder and police officials. These responses are included verbatim in Appendix C. This information was added to qualitative data gathered during the focus groups and interviews.

The common themes identified through the analysis of these various data sources are reported in detail below, and some anecdotal information (including direct quotes gathered through the open-ended survey questions) is used to illustrate.

Focus Groups and Interviews Recruitment

Recruitment for focus groups and interviews was conducted in collaboration with key community contacts called the Community Advisory Group (CAG) leaders. The city identified some contacts, while others were identified by the research team; all were members of diverse community groups. Recruitment occurred via personal invitation from CAG leaders, community newsletters, word of mouth, and by Institute staff. Several community-based organizations or groups were contacted, including:

- Colorado Language Access & Cultural Experts (CLACE)
- Explorando Senderos
- Native American Rights Fund
- Out Boulder
- Center for People with Disabilities
- National Alliance on Mental Illness Boulder
- Feet Forward
- Focus Reentry
- NAACP
- Boulder Standing Up for Racial Justice (BSURJ)
- Boulder Chamber
- Growing Up Boulder
- Mayamotion Healing

CAG leaders or organization contacts helped facilitate communication between potential participants and researchers for scheduling and data collection. In cases where individuals wanted to participate but preferred not to be part of a focus group for privacy or other reasons, Institute researchers scheduled interviews instead.

The following affinity groups were represented through participation in focus groups: LGBTQ+, Unhoused, Latinx, Older Adults, BPD sworn, and BPD unsworn. Similarly, interviews were conducted with individuals representing the following groups: NAMI Consumers, Indigenous, Courts (District Attorney and City Attorney separately), and the CPWD. After extensive engagement with CAG leaders, in-person and virtual focus group sessions or interviews were scheduled. A convenience sample of participants was convened for 14 different sessions. A total of 58 individuals participated in either a focus group or an interview (32 in-person, 26 virtual).

 At least one session was scheduled with each of the following:

- Latinx community members (facilitated in Spanish)
- Indigenous persons from the community
- Persons who identify as LGBTQ+
- Persons living with disabilities

- Persons who experience mental health concerns, including mental illness
- Older adults
- Unhoused persons
- Colorado University faculty and staff
- Systems-based agencies and commissions (sworn and non-sworn BPD staff, city and county court staff, and public health) and volunteer crime victims' advocates.

Sessions were anticipated to last approximately one hour, although many sessions lasted 75 minutes or longer. Multiple unsuccessful attempts were made to schedule exclusive focus group sessions with the following groups:

- Black or African American community members
- Formerly incarcerated and re-entering adults
- Undocumented persons

People are, of course, not constrained to a single type or group. A person may belong to or have an affinity with multiple groups. So, even though we could not organize focus group sessions specifically for these three groups, members of these groups may have participated in other focus groups facilitated by the Institute or in independent youth-specific efforts facilitated by Growing Up Boulder and Mayamotion Healing.

The format and administration of both interviews and focus groups followed a pre-determined semi-structured discussion protocol (see Appendix F). Questions were asked to solicit information in the following areas:

- General perceptions of the BPD
- Specific experiences with the BPD
- Familiarity with the BPD draft Reimagine Policing plan
- Thoughts or feelings about the strategies proposed to achieve the plan goals
- Any other strategies or practices the BPD should consider to achieve its goals

The core content of these conversations centered on the current climate of the BPD and opportunities for improvement across the following topical areas:

- Transparency and accountability
- Training opportunities and needs
- Partnership and community engagement
- Communication
- Fair and just policing
- Community engagement in the Reimagine Policing planning process
- Respectful and professional policing
- Community challenges and concerns
- Interactions with community members

To protect anonymity and confidentiality, demographic data were not collected from interview or focus group participants. Further details on human subjects protection and analysis techniques for the focus groups and interviews are provided in Appendix G.

Using qualitative methods such as focus groups can provide rich and insightful data on the topic of interest that are beyond the capability of purely statistical analyses. However, there are limitations associated with these methods that are important to consider in interpreting this type of data collection method. To properly interpret findings, three main limitations of focus group research should be considered:

1. *Groupthink*: Concern that group dynamics will adversely affect information gathered during group sessions. Ideas, opinions, and answers provided in the group are heavily influenced by what others say. Those with dissenting opinions may not express them because they desire to avoid conflict.
2. *Limited external validity*[15]: Concern that research findings cannot be generalized or applied to the larger group or population (i.e., all Boulder residents). Participants were selected based on their pre-existing relationships or participation in affinity groups; comments reflect their perspectives and may not necessarily represent the beliefs or opinions of others not participating in the focus groups.
3. *Limited reliability*: Concern that an event or information is not viewed similarly by two or more individuals or across more than one time period. Participants' comments reflect their perceptions of the events or circumstances, but their accuracy cannot be confirmed or denied.

Findings

The research team first summarized thematic findings from the narrative analysis conducted with focus group and interview data to analyze these data sources. Analysts summarized and highlighted key points from the directed content analysis of focus groups and interviews; these findings were mapped to the *Reimagine Policing* plan's six focus areas. To protect the confidentiality of all focus group and interview participants, quotes are not attributable to any group or identity. Additional information gathered from the open-ended survey responses also helped to identify and inform the themes that emerged and are incorporated into the discussion below.

Throughout our qualitative analyses across multiple data sources (open-ended survey responses, focus groups, and interviews), six key themes emerged:

1. Compassion and empathy
2. Dignity and respect
3. Rapport and relationships
4. Care and concern
5. Communication
6. Being trauma-informed

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[15] For example, see Maxfield & Babbie, 2001; Shadish et al., 2002

These key themes are further described in Figure 16 below. Individually and collectively, conversations revealed concerns about some interactions with police that may feel dehumanizing. For example, some participants shared stories or experiences with officers that included:

- Not being considered credible because of age or illness and disability
- Interrupting sacred cultural practices in public spaces due to noise or other complaints
- Being misunderstood due to mental illness or speech impairments
- Being misgendered
- Feeling targeted because of their socioeconomic status or the color of their skin

These and other stories suggest that some participants feel the BPD needs to improve community relations by focusing on basic concepts of dignity and respect for all. To be seen "as a whole person versus a problem or a threat" echoed across diverse participants. People shared that they were "not bad people" by virtue of their socioeconomic status, the color of their skin, age, mental health status, or gender or sexual identity. Nevertheless, people expressed they sometimes felt marginalized, othered, and dehumanized through contact with the police. Several described their perception that concepts of equity or fairness were reserved for certain segments of the population (e.g., wealthy white residents). For example, one participant described their experiences "working with youth, minority groups, and BIPOC families, I witness different results, and the consequences aren't the same."

Figure16. Emergent Themes from Narrative Analysis

Compassion & Empathy	People want to be seen *and* heard, to feel valued, important, and accepted without judgment regardless of their socioeconomic status, race or ethnicity, age, sexual orientation, gender identity, (dis)ability, religion, language, or appearance.
Dignity & Respect	People want to be treated with dignity and respect. Participants felt they were treated as less than a whole person; affording individuals with greater dignity and respect would make them believe they were 1) seen as a human being and 2) treated as a human being instead of a threat.
Rapport & Relationships	Relationship building is a two-way street, and there was a need for more rapport and relationships to "recognize faces" instead of bodies. Participants spoke about officer approachability (body language, posture, tone) and how that can interfere with building community relationships.
Care & Concern	People want greater focus on care and concern over punishment. A change in mindset that focuses on responding to and supporting vulnerable populations is one that "helps before people die or just sends them to prison." Success requires collaboration across communities.
Communication	Participants spoke about the importance of soft skills, including active listening - "listen to hear instead of listen to respond." Participants also described the need for the police to acknowledge mistakes and past harms (including the role of the police in upholding systems of oppression).
Being Trauma-Informed	People want to be engaged in ways that are meaningful to them, not in ways solely defined by the police. This theme also emerged around the role of the police in crime prevention or violence reduction. People want police to be part of these efforts but recognize that complex problems necessitate a multi-disciplinary response rooted in community and collaboration.

Researchers frequently heard calls for "more kindness" and a trauma-informed approach to policing activity. Trauma-informed approaches recognize the prevalence of adversity in people's lives and consider the impact it can have on how we interact with and experience the world or others in it (Harris & Fallot, 2001; Knight, 2019; Menschner & Maul, 2016). Trauma-informed care emphasizes responding in ways that do not perpetuate further harm. It considers cultural and historical contexts, voice, and other factors to reduce power differentials and distance to facilitate collaboration and understanding between two or more individuals (Kimberg & Wheeler, 2019; Unick et al., 2019).

The content of some conversations challenged the image of the police as helpers. Participants talked about how in some communities, the image of the police may be more closely aligned with "harm," "punishment," or "power and control." To be truly trauma-informed, participants

indicated that the BPD should acknowledge the "systemic and institutional racism embedded in the history of policing." Similar sentiments were shared by Boulder youth in an independent effort facilitated by Growing Up Boulder and Mayamotion Healing.

Below, the six themes that emerged from our qualitative work are mapped across the six focus areas of the *Reimagine Policing* plan.

Focus Area 1: Increasing Partnership with the Community

Many suggestions regarding how to effectively partner with the community were shared. Overall, diverse perspectives were shared about the value or efficacy of increasing communication to increase partnerships with the community. Some community members would like to see "monthly community conversations co-facilitated by police and trusted community leaders." Other suggestions included "monthly Spanish town halls," "in-person Spanish presentations," and exploring the potential for police-public meet and greets (e.g., coffee with a cop).

Some survey respondents suggested additional strategies to increase partnership with the community in their open-ended question responses. Suggestions ranged from increasing visibility through more foot patrols to adding more bilingual staff to shifting away from paramilitarism and strategies that may result in intimidation. Several survey respondents wrote about needing more licensed mental health professionals (or social workers) to better address mental health concerns, the unhoused population, and other community needs. Additional suggestions for increasing partnership with the community included training on or improving interpersonal communication. Many respondents indicated they would like to see more compassion, empathy, and understanding from law enforcement officers and to be treated with dignity and respect, regardless of their race, ethnicity, or socioeconomic status. One respondent shared an example,

> Celebrate and honor all cultures…Overall, shift from enforcement and apprehension to community resources, non-violent communication, mental health therapy. Support protests and advocacy work, do not shut it down.

Some focus group and interview participants believed communication had improved under Chief Herold "but needs to continue to get better." Community members would like the BPD to continue asking questions, especially from those "who are in the minority and often targets of police action." Asking questions about the quality of their experiences is also important. One participant highlighted the efforts of the London Metropolitan Police Service to conduct user satisfaction surveys. According to one focus group participant, "knowledge is power."

Beyond improving communication, increasing cultural sensitivity and awareness is another strategy participants recommended for BPD. "Being more culturally sensitive and approaching things differently" could improve public trust, especially among ethnocultural groups, and make a positive difference in community engagement and partnership. One way to be more sensitive to Boulder residents' diverse needs and experiences is "to work with people with lived

experiences." Several focus group participants shared that "the insight of knowing what it's like (to be me)" could be profound.

In conversations with multiple community groups, the police, and the uniforms they wear, were not a symbol of safety. Some open-ended survey responses suggested that changes in BPD's uniforms away from more militaristic ones may help increase community engagement. Other focus group participants spoke about the importance of how an officer presents themselves – over militarization, aggressive body language, and unfriendly tone – and how the "police image" can instill fear rather than communicate help. One participant stated, "How cops show up to certain events makes a difference." Several participants shared stories about how intimidating police presence can be even when doing nothing wrong. For example, one participant contrasted two interactions with the police – one uniformed, one in plain clothes, one in a public space, and the other at a school. The experience with the plainclothes officer was "qualitatively different" for this community member emotionally and physiologically. As one participant told us,

> *I have lived in Boulder for 44 years now and have seen the department take on a militaristic/SWAT team vibe/appearance over time. Black uniforms. Black vehicles. The look is very intimidating and confrontational...strong and gentle/kind are not mutually exclusive.*

There was a consensus that an over-reliance on weapons and technology presents a significant barrier to rapport and relationship – a central tenet to building effective community partnerships. "The way officers show up, makes it feel tense...instead of safer and protected in their presence we are on edge and fearful." One participant noted that "we don't feel comfortable calling the police when help is needed." And ask another participant shared that,

> *Simply approaching an officer on the street to ask a question can result in them putting their hand on their weapon. This does not create a sense of safety for everyone in the community. How can we balance the unpredictable times we live in with the need for us to feel safe?*

This type of community sentiment has led to the National Policing Institute's Council on Policing Reforms and Race recommendations of shifting away from "aggressive, control-oriented models" to ones of "community safety and service,"[16] and also is underlies the purpose for the development and implementation of the *Reimagine Policing* plan.

Many participants shared they do not feel safe with the police. One reason they do not feel safe is that they do not see themselves reflected in the composition of a "largely homogenous" police department. To address this, "increasing racial and ethnic diversity, particularly in leadership roles," was suggested. Several participants suggested that to reduce this distance, officers will need to "be more human and compassionate" and "less reactive."

A lack of trust in the police underpinned some recommendations for achieving this goal. For some, leaving community engagement and partnership to organizations separate from the police

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[16] "Council on Policing Reforms and Race," 2023, https://www.councilonpolicingreforms.org/, accessed March 22, 2023.

was the only way forward. Likewise, others suggested that reducing police presence was the only solution.

> *Get the cops out of my neighborhood, they are not welcome here .... You can conduct all the training you want, addressing the biases of individual police officers will accomplish nothing as long as they serve a structurally racist government.*

Similarly, another participant expressed pessimism about building trust through improved communication.

> *I don't think improving communication and engagement with overpoliced communities will help to rebuild trust at all. I think the best way to rebuild trust with those communities is to decrease police presence and otherwise make sure that the community members do not feel like they are expected to live with constant supervision and surveillance.*

In contrast to these negative and speculative arguments, one respondent started with a negative perception of police but found that contact with an officer close to home organically increased their feeling of trust and safety.

> *One time a police officer moved where we lived and I did get scared, but then he was very friendly, very good, and then he had to move and I actually wanted him to stay, I felt more safe and secure.*

Of particular importance to increasing partnership with the community was the idea that the BPD must be willing to listen to how different ethnocultural and other community groups want to be engaged. One respondent shared:

> *Deeply listen to the COMMUNITY about how it wants to partner. Groups that have been harmed by policing may be hesitant to partner, so PD should let the community take the lead on what brave partnership means to them, then respond to that. And iterate over time.*

Overall, conversations indicated that building and strengthening partnerships with the community will require intentionality and collaboration. Meeting community members on their terms (e.g., requesting *and* receiving non-uniformed attendance at a community event, listen and learn events where the focus is on listening to hear instead of listening to respond, etc.), embracing diversity of perspectives and experiences, and acknowledging past and present harms were all considered critical to fostering reconciliation and partnership.

Focus Area 2: Ensuring the Right Response, Role for Police

Two questions underpinned focus group conversations on the issue of the right response and role for police: 1) what is the role of the police in responding to mental illness, substance use or abuse, or houselessness; 2) what is the role of other government and non-government entities in responding to the same?

Participants called attention to the complexity of problems to which BPD is called to respond. There was broad recognition that "the police can't be the solution to everything" and recognition of the enormity of the task police are faced with. One participant said

> They cannot solve all of the problems that are put on them. Other resources (social workers, social service workers, etc.) frequently would be the more appropriate resource to respond to many problems.

Another respondent gave voice to the difficulty police face in balancing competing demands on them in their responses to challenging situations, stating that they appear "overprepared at times" and "scripted but precautious" and speculating that they "might be overtrained and should be relaxed when approaching others during nonserious [*sic*] offenses."

Noting that "BPD cannot be all things to all people," one survey participant highlighted the need for other community agencies and services to deal with social problems and concerns. This would require clarifying what types of situations warrant a specialized police response and which do not. For example, an open-ended survey response shared, "police should respond to as few calls as is absolutely possible. BPD should not respond to any calls involving any sort of health crisis."

Recognizing that police officers are not social workers, several survey respondents suggested hiring social workers in the police department. One respondent wrote: "I heavily support well trained social workers, psychologists and therapists being brought into mental health crisis situations instead of police." Another respondent suggested the creation of a Behavioral Response Unit (BRU) to field mental health, substance use, and houselessness calls, but this would require additional training for dispatchers to better identify when a BRU versus traditional law enforcement response is needed. The BRU would not create additional roles for officers but rather the hiring of more specialized personnel to deal with such situations, help facilitate de-escalation, and prevent potential violence.

Finally, several focus group participants and interviewees believed that stricter enforcement was the right role for the police, particularly in terms of traffic violations, drug use, and camping bans. Survey respondents suggested increasing community awareness and understanding of police roles and responsibilities to help reduce the expectation-reality gap. "Help citizens understand why police take certain responses/actions" through "regular citizen's academies." But as noted above, for others, less police involvement was the answer. Contrasting viewpoints related to appropriate police response illuminate the complexity of this issue and other challenges facing the Boulder community and the BPD.

Focus Area 3: Providing Leadership in Preventing/Reducing Crime

Suggested strategies to reduce crime reflected wide-ranging and often conflicting perspectives. For many, reducing crime meant stricter enforcement of laws against encampments, drug use, and a greater officer presence in high-crime areas. One recommendation focused on officers who are "ready to defend the citizens by being well-armed, extensively and thoroughly trained in combat." Other suggestions involved repealing the sanctuary city policy, making more arrests

(particularly of repeat offenders), and keeping people in jail longer to "hold offenders accountable."

Likewise, some suggestions from the open-ended survey responses included more "law and order" policing, greater "officer presence," "more punishment" for criminal offenses, better officer "training and armament to combat terrorism," and repealing the sanctuary city policy. Summarizing this perspective, a respondent stated, "I strongly believe if someone breaks the law, there should be a consequence. We have seen the results of what happens when we don't follow through with consequences for repeat offenders."

Other focus group participants and interviewees questioned the role of police in preventing crime. "Cops don't prevent crime AT ALL. Providing better housing, social services, and increasing wages prevents crime." Similar sentiments were shared across focus groups, and several participants highlighted the line between enforcing laws for safety and over-policing or "harassing" certain groups. One person shared, "preventing crime that doesn't involve violence is mainly a community issue where BPD should not be expected to take the lead, but to be one of many partners."

Some survey feedback suggested that Boulder residents would like to see more evidence of community policing strategies to reduce crime, including shared problem-solving, more community outreach, "neighborhood patrols and meet-ups," and an approach that arms officers with stronger interpersonal communication skills. One focus group participant spoke about the need for comprehensive, multi-disciplinary responses to crime, sharing:

> The problems BPD deals with (unhoused, addiction, mental health, organized crime, domestic terrorism, etc.) are complex and pervasive ... they require integrated, coordinated solutions that involve courts, DAs, judges, BPD, social services, City Council to have consistent goals and to work together seamlessly. Unfortunately, that does not appear to be the case from my point of view.

A collaborative, integrated response is necessary "to help them before they die or go to prison." Focus group participants discussed the importance of meeting basic human needs – food, shelter, clothing, sanitation – to prevent and reduce crime. The BPD could play an important role in supporting capacity building to help advance community-based and community-led approaches. Some survey feedback also centered around a redistribution of policing tasks and what the city can do to address underlying inequities by providing better social supports (e.g., livable wages, housing, mental health services) to reduce crime.

Focus Area 4: Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations

Participants wanted BPD and officers to demonstrate greater adherence to procedural justice, develop authentic partnerships, and increase training to recognize critical issues facing the most vulnerable community members. Serving as a trusted partner in racial equity is complex and cannot be addressed only through hiring more "officers of color" or offering diversity or equity training.

Participants described a need for BPD to "create strong, authentic partnerships with community organizations/groups - especially those working with crime victims and/or marginalized communities that have traditionally mistrusted police." For some, however, neighborhood partnerships are only a start." Many neighborhoods are exclusive and more concerned with protecting themselves than being inclusive. Wealth protects its privilege - that's not helpful." Other participants suggested that "stronger relationships with the community would benefit everyone, internally and externally."

A participant in the BPD sworn officers focus group observed that perceptions of equitable policing depend greatly on roles (e.g., victim versus offender), which "play a part [in] what people view as fair policing." A participant in another focus group observed, "it's not just police but systemic culture" that creates inequity in the treatment of different groups by the police.

Diverse perspectives were offered on the BPD's role in providing support for vulnerable populations. Some suggested this was not the role of the police, while others encouraged greater collaboration with outside organizations to offer additional resources for officers and community members. For many, support for vulnerable populations would require decriminalizing poverty and drug use. One participant stated, "End the war on poverty and drugs in Boulder. These fights were engineered to displace and disenfranchise people who belong to social minorities. Policing of these issues does not solve violence, it perpetuates it."

In addition, the close-ended questions provided opportunities for survey respondents to suggest strategies to minimize bias in policing. Some recommended strategies echoed those heard during focus groups going beyond police roles or responsibilities (e.g., end the war on poverty and drugs). Several other suggested strategies, however, are within the BPD's control. For example, Boulder residents would like to see training in unconscious bias, interpersonal skills, "effective policing," de-escalation, and community-wide diversity, equity, and inclusion training. One suggestion included hiring a third-party, community-based organization, "preferably run by people of color" to help facilitate this. Another suggestion included having "un-uniformed chats with people who have been treated unfairly. Don't just do a training you forget, meet with folks as people, understand the trauma most have faced." Other recommendations include more transparency through data sharing (e.g., "reports on arrests, bookings, similar legal actions by race, ethnicity") and greater use of the Public Information Officer (PIO) to keep the community informed.

Focus Area 5: Recruiting and Supporting a Professional Workforce with Integrity

Focus group and interview participants reported that establishing professionalism and integrity required officers to demonstrate the following qualities, characteristics, and skills: compassion, dignity, active listening, and ability to form strong relationships. Many participants shared that their interactions with or observations of the police have "always been professional, respectful, even helpful." As one respondent observed, "we've had good experiences; they come to events, talk with us, are social."

Alternatively, a few community members described unprofessional and disrespectful encounters. One respondent observed that, as a general matter, a small number of negative interactions may

do more to shape public perceptions than a large number of positive ones, stating, "we read a lot about what is going wrong, but we don't hear much that is going right". Some participants shared specific individual experiences with the BPD that had an outsized and lasting influence on their perception of the police.

In many surveys and qualitative engagements, we heard that community members wanted more care and concern from officers. In one community focus group, we heard "in a perfect world, officers would figure out ways to manage people without creating more trauma or suffering...there should be curiosity before judgment." Some community members felt officers did not gather all information before deciding what the problem was or who was at fault. For example, one person said, "don't be so quick to take the side of the business owners, they instigate too." The majority of community members who participated in the alternative engagements shared they just want to be given a chance and be treated as human beings. "We are human and no different from anyone else."

Participant sentiment towards supporting and developing officers tended to focus on improving soft skills such as empathy, active listening, and recognition of people as more than their circumstances or observable characteristics. Recommendations that were also offered by survey respondents for recruiting a professional workforce included: Improving training, both in curriculum content as well as who delivers the training; improving screening and hiring practices; improving pay and benefits; increasing accountability; and supporting the mental health and wellness of officers.

Multiple survey respondents highlighted the importance of peer intervention training to prevent misconduct, and the importance of trauma-informed responses – both for themselves and the community with whom they interact. Among those who responded to open-ended questions, there were mixed feelings about partnering with the CUPD to deliver training. Some felt it was an excellent opportunity (e.g., "there is no such thing as too much training"), while others felt partnering with the CUPD would not be beneficial. Some respondents shared that any police training should be supported by empirical evidence.

Several survey respondents suggested that improving hiring practices, pay and benefits, and work schedules were critical to promoting a professional workforce. Between recommendations to not hire "bad people" to more rigorous screening and "vetting" processes, some respondents believe policing standards in Boulder should be established in collaboration with community members. Other respondents spoke about the need for better pay because "a BPD officer should be able to and want to live in the city." One respondent advocated for a slightly different strategy. They said,

> Less police, but better pay that equates the demand for zero-error use of force and racial harassment. Similar to how surgeons & pilots are demanded to be zero-error. The saying 'you get what you pay for' applies to the quality and character of people.

Other respondents felt the only way to improve professionalism was to increase accountability for officer misconduct. "I think you have to start holding officers accountable if you want them

to be professional. Holding officers accountable for misconduct, according to some respondents, requires mandating peer intervention.

Finally, some survey respondents recognized the need to address officer safety and wellness. Several suggestions were made on how BPD might accomplish this, including increasing the mental and emotional resilience of officers. One respondent said:

> *Complex PTSD is a problem many cops face. This condition develops because they are taught to be scared at all times and suspect anyone and everyone will try to hurt them. This gives police a hair trigger, causing them to overreact to non-threats and in turn, make everyone fear the cops.*

Others suggested that mental health support should be a regular part of the job, not just following critical incidents (e.g., King Soopers). One survey respondent expressed the importance of awareness of secondary trauma and support for the requisite coping strategies.

> *Violence is the language of the inarticulate. Ensure police have the words, and processes to find words for experiences had on the job. Uncovering beliefs, and assumptions to better reflect values will align job satisfaction and protect public rights.*

Overall, respondents engaging in the qualitative research components focused on the quality of officers, rather than the quantity, to better establish and support a professional workforce.

Focus Area 6: Modeling Transparency & Accountability

Several strategies were suggested to increase transparency and accountability. Strategies offered on the survey open-ended questions ranged from taking citizen complaints more seriously to requiring bodyworn cameras on all officers that are always activated. Additional written comments included a better alignment of values with police tasks and functions, and helping law enforcement officers feel "more appreciated, safe and secure in performing their duties."

Many recommendations provided on the surveys were connected to those made in other focus areas, such as empathy training and more data transparency (e.g., "impact and improvements made for the safety and well-being of residents and business owners, kids, animal, drivers and personal property"). Additional recommendations include coaching and peer mentorship of younger officers and creating a "Safe to Tell" policy that would allow officers to anonymously report any issues or concerns they may have about peer behavior(s) that may impact their safety or the safety of others.

Some recommendations focused on making bodyworn camera footage more available to the public. "There are so many teachable moments in our BWCs, putting more of that out there. Showing more of the positive interactions too." This would allow community members to see "the good, the bad, and the ugly."

Other suggestions focused on increasing communication, providing more data, and employing multiple dissemination strategies to promote participation and inclusion.

> *If you are going to publish data, make it ACCESSIBLE with infographics and using lower reading levels of language. Make it in languages other than English. Publishing data is only as useful as how it is presented. Then take the show on the road so people in the community can respond to it.*

Some suggestions involve better communication about how crime data is used by the department and for what purposes. Some participants believed that crime statistics are shared with the community only to increase police funding.

> *When police publish crime statistics, regardless of what the actual data shows, its presented as a reason to increase police funding. If crime is down, they spin it as evidence that the system works and they should get more money. If crime is up, they spin it as evidence that they aren't funded well enough to prevent crime and should get more money.*

Despite this sentiment, most participants wanted access to more data and information about crime, policing processes, policies, procedures, training, and officer discipline. Participants also indicated they want more complete "case information." For example, the ability to "track a case from arrest through adjudication would be helpful to assessing equity and bias" throughout the criminal justice system. This recommendation is not without challenges, however. "The city is working on being data-driven, that is a starting point," but there are two separate systems between the police and courts; these systems do not "talk to one another."

Several recommendations were made to continue the Independent Police Monitor and improve and strengthen the Police Oversight Panel. "The public should have oversight of policing and be the arbiter of overall justice." Participants also discussed empowering the Panel to do actual work and make an impact." If they are merely advisory and the BPD always gets to decide whether it's policing its own officers adequately, we're stuck in the same old situation in spite of the nice window-dressing of these new initiatives." Some felt the Panel should be given more authority to enact discipline, particularly when disciplinary actions taken by the BPD leadership fall short of expectations. In contrast, others felt the Police Oversight Panel itself needed to be improved. One survey participant wrote:

> *I support the continued employment of a professional independent Police Monitor. However, the Police Oversight Panel may have fallen victim to ideological capture. It does not appear to be functioning as intended and should be discarded entirely or disbanded and rebuilt with new members and enforced bylaws.*

One final recommendation was to simply "own your mistakes." The community requested the BPD to "be honest and accountable when there are issues of abuse of power, corruption, excessive violence, racism, discrimination. Do not try to cover up and save face."

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Summary

Read in conjunction with the results of the representative sample survey, the qualitative data collected through a convenience sample survey, focus groups, and interviews gives the BPD insights into the key themes of how the Boulder community thinks about public safety and their relationships with the police. The emergent themes focused heavily on the relational and processual aspects of effective policing. Residents who shared their perspectives wanted to be seen and heard as individuals by the BPD, to have confidence in the equity of the BPD's law enforcement actions, and to see the BPD as only one part of a public safety system that prioritizes care and concern over punishment. Focus group participants and interviewees focused relatively less on the BPD's role in ensuring effective crime fighting and enforcement.

As noted above, data of this type is not generalizable to the population level. However, the emergent themes from Boulder residents' comments demonstrate the importance of community members' subjective experiences to the successful realization of Boulder's Focus Areas. Quotes from individual participants are included above because they provide a rich contextual understanding of how some residents of Boulder think and talk about their experiences with the BPD that a survey alone cannot provide. The language these participants used, and the themes that they expressed, can serve as a basis for the BPD's future strategic communication and outreach to community groups and individuals.

SECTION 4. CONCLUSION & RECOMMENDATIONS

Summary of Research Findings

Most participants had little knowledge about the Reimagine Policing process. Most participants in the survey, focus groups, and interviews had little involvement or knowledge about the previous steps of the Reimagine process. Most had not participated in previous steps.

The BPD's baseline success with the plan's safety values is varied, and the BPD has a high upside opportunity to inform and persuade community members who currently have no opinion. Across five of the six safety values, more people thought the BPD was currently successful than unsuccessful, but a large percentage was neutral across every safety value. As a result, there is no majority baseline view, positive or negative, across five of the six safety values. The exception is the goal of ensuring people can enjoy public and private spaces without the fear of harm: 54.3% of people rate the BPD as "successful" in achieving that goal.

Support for the Reimagine Policing plan's strategies was high. Survey results suggest that support was high across all strategies proposed in the Reimagine Policing plan. Most strategies were supported by 70% or more of participants. Figures 8–14 above show the levels of support for each strategy. The least supported strategy by a large margin was the use of technology to combat crime. Concern about the use of technology to increase police surveillance in some neighborhoods was echoed in the qualitative analysis of focus groups and interviews. However, further research would be necessary to identify specific policing technologies that are most concerning to Boulder residents.

Using technology to reduce crime was least supported. One of the least supported strategies (by nearly 20% in the representative household survey) was the use of technology to combat crime. The concern with the use of technology to increase police surveillance in some neighborhoods was echoed in the qualitative analysis of focus groups and interviews.

Some community members want more care and concern from the BPD. Conversations with various community members revealed substantial support for more compassion and empathy, rapport and relationship, and skills or tactics that demonstrate care and concern for the safety, health, and wellness of all.

Non-policing multidisciplinary response to diverse challenges is needed. Community members suggested that complex problems require multi-disciplinary, multi-pronged responses, a one size fits all approach will be ineffective. There was considerable call for non-policing strategies to address broader community issues related to mental health, substance use or abuse, and houselessness.

Recommendations for Future Community Engagement Opportunities

The BPD should do more to educate Boulder residents more broadly about its Reimagine Policing plan. The BPD should strive to increase the base rate of resident familiarity and participation with the *Reimagine Policing* plan through an outreach and communications strategy that takes advantage of a range of communication media and venues. Survey results show that a large proportion of residents have, as a baseline, no prior exposure to and no opinion of the plan. This creates a great opportunity for the BPD to shape community perceptions in the first instance.

In future public communications about its Reimagine Policing plan, the BPD should emphasize its specific strategies. All but one of the BPD's 22 strategies commanded very high levels of support (>70%) in the survey. This is a remarkable and important result. The strategies are more specific than the focus areas and the values and therefore provide, in theory, more details on which survey respondents could disagree. The high level of support across nearly every one of these strategies is a positive indicator for Boulder, as it is evidence for a broad base of community agreement with the action steps the BPD plans to take to realize its values. Many respondents expressed no opinion when asked about the BPD's current success. Substantial numbers of these same respondents voiced their agreement with specific strategies when asked about them later in the survey.

The BPD should clarify and refine the least popular Reimagine strategy in the final draft of the Reimagine Plan. The least supported strategy in the draft plan was the use of technology to combat crime. Since there are many technological tools that can be used to fight crime, respondents may have held a range of specific ideas of what the strategy meant when expressing their support or opposition. Through additional community engagement, the BPD has an opportunity to clarify community sentiment about specific technologies that the BPD is using or contemplating using. The BPD can, in turn, use this input to refine its strategies expressed in the final version of the Plan.

The BPD can prioritize Boulder residents with recent police contacts to solicit perspectives on the values, focus areas, and strategies expressed in the Reimagine Plan. Boulder residents without recent police contacts are important stakeholders for the BPD, but the survey demonstrates that in Boulder, contact with the police, whether voluntary or involuntary, is a relatively rare occurrence in the general population. The BPD may wish to make a focused effort to solicit community sentiment feedback from residents immediately following police contacts. This approach would allow the BPD to better understand (1) the perspectives of community members who are more likely than average to have frequent contact with the police; and (2) the perspectives of community members who have been involved in a situation that required an immediate police response.

The BPD can use the focus group and interview testimonials as informational inputs for future community engagement. Interview and focus group participants heavily emphasized subjective experience and their need for respect and trust in interactions with the BPD. The language that community members use to describe their perceptions and experiences with police may not always align with the language that comes most naturally to BPD members. In some

cases, these differences can be a barrier to understanding even when there is little or no disagreement on substantive issues. Focus group and interview testimonials may help the BPD to bridge communication divides with community members.

Conclusion

The BPD's *Reimagine Policing* plan details an ambitious, long-term vision for the future of policing in Boulder. The BPD's intensive engagement with the Boulder community in the process of developing the plan demonstrates the BPD's understanding that community participation and trust are indispensable ingredients in the success of a plan of this scale and scope. Through multiple phases of the Plan's development, the BPD has proactively sought community participation, using ambitious and innovative methods to reach Boulder residents at critical junctures in the development of the plan. By commissioning the Institute to produce this report, the BPD has also demonstrated a commitment to building trust through rigorous and independent assessment.

The community's assessment of the *Reimagine Policing* plan, as detailed in this report, provides a rich basis for future planning by the BPD and the City. There are strongly positive indicators, including very high levels of community support for nearly every one of the BPD's 22 strategies in the representative sample survey. There are also indicators, most visible in some focus group and interview comments, of communities where the BPD has extensive work to do to build trust and legitimacy. Ultimately, the success of the BPD's ambition to reimagine policing in partnership with the community will likely depend on what the BPD does next. The BPD is still in the early stages of its strategic planning cycle, and many survey respondents had no opinion of the BPD's *current* levels of success and no familiarity with the *Reimagine Policing* plan. The BPD stands to gain by continuing the work of outreach and inviting ongoing community participation as *Reimagine Policing* moves from planning to execution.

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APPENDIX A: INVITATION LETTER, INFORMED CONSENT, AND SURVEY INSTRUMENT

Survey Invitation
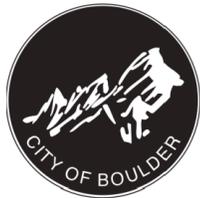
Dear Boulder City Resident,

The Boulder Police Department (BPD) is undergoing a process to reimagine the ways in which policing is carried out in Boulder. We recognize it is important for the BPD to reflect the values and priorities of the community we serve. Your feedback is critical to developing a shared vision for public safety in Boulder.

This survey is being conducted by the National Policing Institute, an independent, non-member, non-profit research organization. The survey will ask for your opinions about BPD and feedback on the BPD's draft *Reimagining Policing Plan*. You were randomly selected from a list of all households within the City of Boulder. Responses are confidential and only aggregate data will be reported to the city. The survey will take you less than 15 minutes to complete.

Surveys are available in English or Spanish. To complete the survey:
- Scan the QR code with your smartphone
- Complete the survey online at: boulder.policinginstitute.org/
- Schedule to complete the survey via telephone with the researcher: boulder.policinginstitute.org/phone/

Login to the survey with the following code:

Please help us improve policing in Boulder by completing the survey within the next two weeks. If you have questions about the survey or have technical difficulties, please contact Dr. Patricia L. Sattler at psattler@policinginstitute.org or (202) 721-9773.

Thank you for your time.

Wendy Schwartz, Reimagining Policing Project Manager
City of Boulder Housing and Human Services Department
SchwartzW@bouldercolorado.gov

El Departamento de Policía de Boulder (BPD) está pasando por un proceso para reestructurar las formas en que se lleva a cabo la vigilancia policial en Boulder y quiere saber de usted. Sus comentarios son fundamentales para desarrollar una visión compartida de la seguridad pública en Boulder. Para obtener más información y completar la encuesta en español, visite la pagina web: https://boulder.policinginstitute.org/espanol/

Frequently Asked Questions

Q. Where can I get more information about the *Plan*?
A. Visit Boulder's Reimagining Policing website

Q. Who is the National Policing Institute?
A. The National Policing Institute is an independent, non-profit research organization hired by the City of Boulder to conduct this survey. Learn more about the work of the Institute at policinginstitute.org.

Q. What will you ask me about?
A. You will be asked questions about your perceptions of the BPD, police-public contact, your experiences with BPD, and thoughts about the draft *Reimagining Policing Plan*.

Q. What will you do with my information?
A. Information collected from this survey may be used to help shape the future of policing in Boulder. Your name and other personally identifiable information will not be connected to your responses. Only de-identified, aggregated data will be reported to the city. In other words, your answers will not be attributed to you and no information will be provided that would allow you to be personally identified. We protect your information from disclosure as required by law. Following our analysis, overall results and recommendations will be shared with BPD and the city and may be incorporated into the next revision of the draft *Reimagining Policing Plan.*

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First Non-Response Reminder

City of Boulder
City Manager's Office
1777 Broadway
Boulder, CO 80302

Complete the survey online at
boulder.policinginstitute.org

Or scan the code!

JOHN SMITH
1234 E. MAIN ST.
BOULDER, CO 87654

You were recently invited to participate in a survey seeking feedback on the City of Boulder's draft Reimagining Policing Plan. Your name was randomly selected from a list of households within Boulder. Your response is confidential and surveys are available in English or Spanish.

To complete the survey:
- Scan the QR code with your smartphone
- Complete the survey online at: boulder.policinginstitute.org
- Schedule to complete the survey via phone at: boulder.policinginstitute.org/phone

Login to the survey using the code:

SCAN ME

Please complete the survey soon! Surveys will be closing in the next two weeks.

Your feedback is important to our developing a new vision for public safety in Boulder. Thank you for your time!

Puede completar la encuesta en Español en boulder.policinginstitute.org/espanol

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Second Non-Response Reminder

City of Boulder
City Manager's Office
1777 Broadway
Boulder, CO 80302

Complete the survey online at
boulder.policinginstitute.org

Or scan the code!

JOHN SMITH
1234 E. MAIN ST.
BOULDER, CO 87654

A few weeks ago, you were invited to provide feedback on the City of Boulder's draft Reimagine Policing Plan. Your house was randomly selected from all households within Boulder. Your feedback is essential and cannot be replaced. All responses are confidential.

Time is running out! Make your voice heard.
Please complete the survey within the next week

To complete the survey:
- Scan the QR code with your phone or visit boulder.policinginstitute.org
- Schedule to complete the survey via phone at: boulder.policinginstitute.org/phone

SCAN ME

Login to the survey using the code:

Your feedback is important to developing a new shared vision for public safety in Boulder. Thank you for contributing to a safer and more equitable Boulder!

Puede completar la encuesta en Español en boulder.policinginstitute.org/espanol

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Informed Consent

You are being asked to participate in a research study. The information presented in this document is for you to consider when deciding whether to participate in the research study. Please ask questions about any of the information you do not understand before deciding to participate.

How did you get my contact information? You have been randomly selected from a sample of all households within the Boulder city limits. We obtained your mailing address from Data Axle, Inc. which uses a variety of data sources to develop a list of households for use in marketing and research activities.

What is this survey about? The purpose of this research is to gather information about your perceptions of and experiences with the Boulder Police Department (BPD). Additionally, we would like to obtain your feedback on proposed strategies and focus areas detailed in the draft *Reimagine Policing Plan*. This survey should take you about 10 minutes to complete. This research is being conducted by The National Policing Institute, a non-profit, non-partisan, non-membership research organization dedicated to improving policing through science and innovation. The Institute has been conducting research and providing technical assistance and training to police departments and communities for more than 50 years.

What is involved in participating in this survey? You will be asked questions about your perceptions of the BPD, police-public contact, your experiences with BPD, and thoughts about the Reimagine Policing Plan. You may feel free to skip any questions and also choose to withdraw from the survey at any time by exiting the survey. Any information you have shared with us to that point will be included in our analysis.

Are there any risks to my participation? This research has been deemed to be of "minimal" risk. The primary risks are minor social or psychological risks, as the discussion topics may activate memories of unpleasant or disturbing events. In the exceedingly rare instance of an unintentional breach of data confidentiality, your responses could be exposed to others. To mitigate this risk, no personally identifiable information will be collected from you. The address and unique household identifier associated with your address will be maintained in a separate file on a password protected secure server to facilitate follow-up contacts for non-response. No individual survey responses will be directly attributed to you or be affiliated with your address.

Due to the nature of the research topic, some questions may make you uncomfortable.

What happens to the information collected for this research? Information collected for this research will inform BPDs long-term planning processes and the vision for policing in Boulder. Your name will not be used in any published reports or presentations about this study. Only de-identified, aggregated data will be reported. In other words, your answers will not be attributed to you and no information will be provided that would allow you to be personally identified. Following our analysis, overall results and recommendations will be shared with BPD and the City. We protect your information from disclosure as required by law.

How will my privacy and confidentiality be protected? Although the Institute's research team has been consulting with members of Boulder city government, we are conducting this survey separate from BPD, the City of Boulder, or any other organization. Your name will not be associated with any of the responses you provide in this study. While it is not possible to guarantee absolute confidentiality, we take numerous precautions to maintain your privacy and confidentiality. Measures we take include:

1. Assigning a unique study identification number to you
2. Using web-based platforms that meet or exceed industry safety and security standards.
3. Removing any personally identifiable data from your responses prior to conducting our analysis and reporting results to the BPD.

The Institutional Review Board (IRB) that reviewed this study may monitor this research and be permitted to access or inspect research records. This may include access to your private information and records associated with your participation, but only for the purposes of protecting your anonymity or confidentiality and minimizing any risks of participating in the research. An IRB is an independent group made up of trained scientists (often from universities) who ensure that the research complies with federal privacy regulations associated with scientific research and works to protect your interests as a study participant.

Do I have to participate? Your participation is voluntary. You can skip questions or completely withdraw from the study without penalty or loss of benefits to which you are otherwise entitled.

Are there any benefits to participating? Although your participation is important, there are no direct benefits to you for participating.

Will I be paid for participating in this research? No compensation is provided for participation in this survey.

Will You Continue to Use My Mailing Address for Other Purposes? We may use your mailing address to send you reminders about the survey. This contact information will be maintained only until the study is completed (Spring 2023). After that time, your contact information will be destroyed.

If you experience technical issues in responding, or other related issues, contact us at boulderreimagining@policinginstitute.org.

Who can answer my questions about this research? If you have questions or concerns about the survey or this study, please contact:
Dr. Patricia L. Sattler, Senior Research Associate/Co-Principal Investigator
National Policing Institute
Email: psattler@policinginstitute.org
Phone: (202) 721-9773

If you have questions about your rights or wish to speak with someone other than members of the research team, contact:
Professor Dick Bennett, IRB Chairman
American University c/o National Police Foundation
2550 Clark St, Suite 1130
Arlington, VA 22202
bennett@american.edu
202-885-2956

To print a complete copy of this form, download the attached file (click here**) and print.**

Survey

The Boulder Police Department (BPD) is updating its long-term plan, which outlines a vision for policing in Boulder. The plan includes strategies to be implemented over the next 3 to 10 years, to achieve this vision. Long-term planning efforts require in-depth community engagement to co-create a plan for the future of a department's work. Your participation in this effort is entirely voluntary. You can skip questions or discontinue at any time. **Please answer questions to the best of your ability. Remember, there are no right or wrong answers.** Your opinions may help shape the future of BPD.

Please indicate your level of knowledge and engagement, thus far, in BPDs long-term planning efforts.

	Very	Somewhat	Not at all
I am **familiar** with BPD's draft Reimagine Policing Plan	○	○	○
I have been **engaged** in previous steps to develop BPD's Reimagine Policing Plan	○	○	○

Have you participated in any of the following activities related to developing BPD's Reimagine Policing Plan

	Yes	No	I don't know or can't remember
Completed "Be Heard Boulder" survey	○	○	○
Online community forum	○	○	○
In-person or online events (such as Police Chief Town Hall) or outreach at community location	○	○	○
Community Advisory Group or Leadership Team member	○	○	○

I am a Boulder Police Department Employee

○ No

○ Yes

During the *last 6 months*, have you had any contact with an officer from the Boulder Police Department?

○ Yes

○ No

○ Don't know

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What was the most recent type of contact you had with an officer?

○ Traffic stop

○ Pedestrian stop

○ I called the police to report something happening

○ It was a medical emergency (or vehicular crash)

○ I was the victim of a property crime (e.g., my car was broken into)

○ I was a victim of a person crime (e.g., I was assaulted)

○ I was suspected of committing a crime

○ Other

○ Do not remember

Taking the whole experience into account, how satisfied are you with the way you were treated by the officer in this interaction?

○ Very satisfied

○ Somewhat satisfied

○ Neither satisfied nor dissatisfied

○ Somewhat dissatisfied

○ Very dissatisfied

Please indicate how much you agree or disagree with the following statements.

	Strongly agree	Agree	Disagree	Strongly disagree	Do not remember or does not apply
The officer listened to what I had to say	○	○	○	○	○
The officer was polite	○	○	○	○	○
I was treated objectively without consideration of my race, gender, age, religion, sexual identity or orientation, immigration status, or disability status	○	○	○	○	○
The officer was concerned about my feelings	○	○	○	○	○
The officer answered my questions	○	○	○	○	○
The officer provided me with information about next steps or case status	○	○	○	○	○
The officer provided me with information about community resources available to help address my needs	○	○	○	○	○

The value statements below were developed in collaboration with members of the Boulder community during Phase I of the Reimagine Policing planning process and can be found in the draft Plan. Further details on earlier planning process activities can be located on the Reimagine Policing website.

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Please indicate how successful or unsuccessful you think BPD is in achieving these values, at this time.

	Frequently successful	Occasionally successful	Neutral	Rarely successful	Never successful	I am not sure or am unfamiliar with this
We are all free to enjoy public and private spaces without fear of harm	○	○	○	○	○	○
Laws are enforced equitably	○	○	○	○	○	○
Police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing	○	○	○	○	○	○
We demonstrate we are a compassionate community that supports the basic needs and the right to be free from crime for all community members	○	○	○	○	○	○
Criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues	○	○	○	○	○	○
Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force	○	○	○	○	○	○

The BPD's Reimagine Policing plan is divided into focus areas developed from community feedback received in earlier stages of the planning process. The questions that follow ask about your opinion on the strategies BPD is proposing to achieve each of the identified goals or focus areas. Some of these strategies are new, others are already underway. While many strategies have multiple goals, they have been grouped under their primary goal or focus area.

Further details on the plan, focus areas, and strategies are located on the Reimagine Policing website. The section headings and questions that follow have been developed from the draft Plan.

Do you support the following strategies to help BPD achieve its goal of **increasing partnership with the community**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Build relationships with community members and neighborhoods outside of emergencies	○	○	○	○	○	○
Train officers to facilitate connections to community resources for unhoused persons	○	○	○	○	○	○
Improve the diversity of BPD officers by increasing the number of women officers	○	○	○	○	○	○
Improve the diversity of BPD officers by increasing the number of officers of a racial or ethnic minority	○	○	○	○	○	○
Improve the diversity of BPD officers by increasing the number of officers who speak a language other than English	○	○	○	○	○	○

What other strategies should BPD consider to achieve its goal of **increasing partnership with the community**?

_____

_____

_____

Do you support the following strategies to help BPD achieve its goal of **ensuring appropriate policing and non-policing responses to public safety issues**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Enhance policing capabilities to respond to natural disasters (e.g., flooding, wildfires)	○	○	○	○	○	○
Partner with community organizations to implement alternative response strategies that do not involve the police	○	○	○	○	○	○
Implement police response strategies that encourage de-escalation	○	○	○	○	○	○
Enhance wireless emergency alerts to increase public preparedness for responding to emergency situations	○	○	○	○	○	○

What other strategies should BPD consider to achieve its goal of **ensuring appropriate policing and non-policing responses to public safety issues**?

_____

_____

_____

Do you support the following strategies to help BPD achieve its goal of **preventing crime in a manner that is consistent with community values**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Use technology (e.g., automated license plate readers, speed cameras) to combat crime and reduce officer and suspect injuries	○	○	○	○	○	○
Identify and implement crime reduction solutions that do not involve arrest	○	○	○	○	○	○
Maintain partnership(s) with federal law enforcement agencies for training, resources, and information sharing regarding violence and extremism; consistent with sanctuary city policy	○	○	○	○	○	○

What other strategies should BPD consider to achieve its goal of **preventing crime in a manner that is consistent with community values**?

_____

_____

_____

Do you support the following strategies to help BPD achieve its goal of **minimizing bias in policing and supporting vulnerable populations**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Develop neighborhood-based partnerships to solve problems and reduce crime	○	○	○	○	○	○
Conduct an independent assessment of enforcement actions to identify patterns of racial and ethnic disparity	○	○	○	○	○	○
Improve communication and engagement to build trust with communities that have been disproportionately impacted by policing and officers	○	○	○	○	○	○
Conduct mandatory racial equity training (e.g., identifying biases and unfair impacts) for all policing staff	○	○	○	○	○	○

What other strategies do you think BPD should consider to achieve its goal of **minimizing bias in policing and supporting vulnerable populations**?

_____

_____

_____

Do you support the following strategies to help BPD achieve its goal of **recruiting and supporting a professional workforce**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Train officers to intervene with peers to prevent misconduct	○	○	○	○	○	○
Co-host the police training academy with the University of Colorado Boulder Police Department (CUPD) to deliver improved training for police recruits	○	○	○	○	○	○
Enhance wellness programs to improve the physical and mental health of all policing staff	○	○	○	○	○	○

What other strategies do you think BPD should consider to achieve its goal of **recruiting and supporting a professional workforce**?

_____

_____

_____

Do you support the following strategies to help BPD achieve its goal of **increasing transparency and accountability**?

	Strongly support	Somewhat support	Neutral	Do not support much	Do not support at all	I am not sure or am unfamiliar with this strategy
Publish information and statistics including crime trends, stops, arrests, and use of force	○	○	○	○	○	○
Continue to work with independent Police Monitor and Civilian Police Oversight Panel	○	○	○	○	○	○
Create an enhanced early warning system to identify problematic officer behavior	○	○	○	○	○	○

What other strategies do you think BPD should consider to achieve its goal of **increasing transparency and accountability**?

_____

_____

What is BPD currently doing well?

_____

_____

What can BPD improve upon?

_____

_____

Are there any other strategies or practices BPD should consider to achieve the goals outlined in the Reimagine Policing Plan?

_____

_____

Which of the following describes your current gender? [Mark only one]

○ Man

○ Woman

○ Transgender

○ Nonbinary

○ Two-Spirit (for American Indian or Alaska Native)

○ I use a different term _____

○ Don't know

○ Prefer not to answer

What is your age?

○ 18-24

○ 25-34

○ 35-44

○ 45-54

○ 55-64

○ 65 or older

○ Prefer not to answer

Are you of Hispanic, Latino, or Spanish origin?

○ No, not of Hispanic, Latino/a/x, or Spanish origin

○ Yes, Mexican, Mexican American, Chicano/a/x

○ Yes, Puerto Rican

○ Yes, Cuban

○ Yes, Other Hispanic, Latino/a/x, or Spanish origin

○ Prefer not to say

What is your race? *(select all that apply)*

☐ White

☐ Black or African American

☐ American Indian or Alaska Native

☐ Asian

☐ Native Hawaiian or Other Pacific Islander

☐ An identity not listed: self-identify:

☐ Two or more races; self-identify:

☐ Prefer not to answer

How do you describe your ability/disability status? We are interested in this information regardless of whether you typically request accommodation for this disability *(select all that apply)*

☐ A sensory-impairment (e.g., vision or hearing impairment)

☐ A behavior impairment (e.g., brain injury)

☐ A mobility impairment

☐ A learning disability (e.g., ADHD, dyslexia)

☐ A mental health disorder

☐ A long-term medical illness (e.g., diabetes, epilepsy, cystic fibrosis)

☐ A temporary impairment due to illness or injury (e.g., broken bone, surgery)

☐ I do not identify with a disability or impairment

☐ Prefer not to answer

What is the highest level of formal education you have completed?

○ Some grade school

○ Some high school

○ High school graduate or GED

○ Some college or technical school, but did not graduate

○ Associate or technical school

○ Bachelor's degree (for example, BA, BS)

○ Master's degree (for example, MA, MS)

○ Professional degree beyond bachelor's degree (for example, MD, DDS, DVM, JD)

○ Doctorate degree (for example, PhD, EdD)

○ Prefer not to answer

Last year, in 2021, what was your total income from all sources, before taxes?

○ Less than $30,000

○ $30,000 to less than $40,000

○ $40,000 to less than $50,000

○ $50,000 to less than $60,000

○ $60,000 to less than $70,000

○ $70,000 to less than $80,000

○ $80,000 to less than $90,000

○ $90,000 to less than $100,000

○ $100,000 or more

○ Prefer not to answer

Select the response that best describes your current living situation.

- ○ I rent or lease my home
- ○ I own my home
- ○ I share housing with others that is not my own
- ○ I do not have stable housing
- ○ Prefer not to answer

How long have you lived in the City of Boulder?

- ○ Less than 1 year
- ○ 1 yr. to less than 5 years
- ○ 5 yrs. to less than 10 years
- ○ 10 yrs. to less than 15 years
- ○ 15 yrs. or more
- ○ Prefer not to answer

APPENDIX B: TECHNICAL DETAILS OF PROBABILITY SURVEY OF HOUSEHOLDS

Figure B.1. Stratified Random Sample Characteristics

Household Characteristic	Universe (%)	Sample (%)	Difference
Race/Ethnicity			
Black/African American	0.9	15.1	N/A – Stratification Criteria
Hispanic	5.6	10.0	
White	81.9	64.0	
Other	11.6	10.9	
Income[a]	11.		
Less than $20,000	25.9	25.7	$\chi2 = 11.47; P = .83$
$20,000 - $29,999	9.3	10.8	
$30,000 - $39,999	6.1	6.5	
$40,000 - $49,999	5.7	5.9	
$50,000 - $59,999	3.9	4.6	
$60,000 - $69,999	4.3	4.2	
$70,000 - $79,999	3.9	3.4	
$80,000 - $89,999	4.1	3.5	
$90,000 - $99,999	3.7	3.9	
$100,000 - $124,999	7.4	7.0	
$125,000 - $149,999	6.3	4.9	
$150,000 - $174,999	4.6	4.5	
$175,000 - $199,999	3.7	3.9	
$200,000 - $249,999	4.8	4.6	
$250,000 - $299,999	0.0	0.0	
$300,000 - $399,999	3.5	3.3	
$400,000 - $499,999	1.6	1.6	
$500,000 or more	1.4	1.6	
Age			
18 - 24	11.2	12.4	$\chi2 = 19.17; P = .08$
25 - 29	11.4	13.3	
30 - 34	11.5	13.7	
35 - 39	9.1	9.5	
40 - 44	8.8	8.1	
45 - 49	7.2	7.4	
50 - 54	7.3	7.3	
55 - 59	6.1	5.8	
60 - 64	6.6	5.5	
65 - 69	5.7	4.7	
65+[b]	1.0	0.9	
70 - 74	5.4	4.5	
75+[b]	8.7	7.0	
Marital Status			
Married	26.7	28.0	$\chi2 = 0.88; P = .65$
Single	59.2	58.3	
Unknown	14.1	13.6	

Note: Household demographics provided by DataAxle, Inc were a composite dataset aggregated from a variety of consumer databases. Data may differ from U.S. Census ACS values due to data collection and estimation techniques. The rightmost column shows Chi-squared ($\chi2$) scores, a measure of whether the distribution of household receiving the survey was unusual relative to the population. The p-values show that the distribution of households receiving the survey by income level, age, and respondent marital status was within the range of expected outcomes from a true random selection from the Boulder population.

a. Because race and ethnicity were used as a stratification criterion, additional subset analyses were conducted to determine if income, age, or marital status varied within race/ethnicity categories. No significant differences were found (tables omitted, available upon request).

b. Due to uncertainty of estimated household demographic information, some age categories are overlapping. However, households are only included once.

Response Rates and Confidence Intervals

There is a persistent and widespread belief that response rates below 80 percent were insufficient and would introduce nonresponse bias, making interpretation of survey responses inaccurate. However, that view has been largely abandoned by experts, who suggest that survey response rates and nonresponse bias are not highly related (Keeter, 2018a, 2018b) or only indirectly related (Groves, 2006). Furthermore, some have found that estimates with higher and lower response rates are not significantly different from each other (see Davern, 2013, af Wåhlberg and Poom, 2015). In other words, surveys with high response rates are not always of high quality, whereas a lower response rate survey may be of high quality. This means response rates lower than previously recommended are not necessarily unreliable or biased. In fact, Fosnacht, Sarraf, Howe, and Peck (2017) who examined the large National Survey of Student Engagement, reported that response rates of as little as five to 10 percent were reliable with sufficient sample size. They also noted that "many survey researchers have begun to question the widely held assumption that low response rates provide biased results" (Fosnacht, et al., 2017, p. 246).

According to the American Association of Public Opinion Research (AAPOR), experimental comparisons have shown few significant differences between estimates from surveys with low versus high response rates, and that response bias can occur even when response rates are high (AAPOR, n.d.). Also, af Wåhlberg and Poom (2015) noted that "compared to common method variance, the effects of nonresponse are very small" (2015, p. 336). Accordingly, nonresponse bias cannot be inferred by the response rate of this survey. af Wåhlberg and Poom (2015) found that even with response rates of 10 percent or lower, the validity threat is 'surprisingly low.'

A recent meta-analysis across over 1,000 published articles in education in which surveys were administered online revealed an average response rate of 44.1 percent (Wu, Zhao, and Fils-Aime, 2022). However, other meta-analyses have revealed response rates for on-line surveys to be between 34 and 36 percent (Shih & Fan, 2009; Daikeler, 2021). Despite these recently reported response rates, it is not clear what response rates are to surveys that have not been published. These findings are understandable given that researchers have reported that online surveys typically have response rates from 11 to 12 percent below those of mail, email, telephone, and in-person surveys (Daikeler, Silber, & Bošnjak 2021; Daikeler, Bošnjak, & Lozar Manfreda, 2020). Moreover, the meta-analytic findings of 34 to 44 percent response rates to online surveys are likely also to be inflated, because many surveys with lower response rates do not get published by peer-reviewed journal editors, due to minimum response rate thresholds sometimes established for publication. Known as publication bias, this leads to an over-estimation of response rates, especially when considering only those surveys that have been published in peer-reviewed journals, thereby excluding unpublished findings such as dissertations, manuscripts, and internal organizational surveys.

The Boulder probability survey secured 140 respondents, and Boulder's population is approximately 108,000 with 46,124 heads of households (the target population of the survey). This sample population allows a 95% confidence that survey responses are within ±8.3% of the true population response. When responses are highly skewed—for example, on the survey questions where a high percentage of respondents expressed support for BPD *Reimagine Policing* strategies—the 95% confidence interval is narrower. When the survey responses are broken down into subgroups by respondent demographics, the 95% confidence interval is wider.

Weighting and Analysis

The research team employed a three-stage weighting technique to account for the disproportionate sampling strategy and unit non-response from the stratified random probability sampling (Lavallee & Beaumont, 2013; Sharot, 1986).

Stage 1: Design Weighting. The survey sample was conducted using disproportionate stratification designed to over-represent households with Black/African American or Hispanic residents. The impact of this stratification is captured in the design weights, which are equal to the inverse probability of selection.

Stage 2: Nonresponse Weighting. Unit nonresponse reduces effective sample size and can introduce bias if nonresponse is not missing completely at random (MCAR). In the second stage of weighting, design weights are adjusted to account for unit nonresponse.

Stage 3: Population adjustment. In the final stage of weighting, design weights adjusted for unit nonresponse are adjusted to match certain population parameters from which the sample was drawn. Weighting for public opinion surveys is most frequently done with raking (Mercer et al, 2018). Raking is an iterative process where targets are set for key demographic characteristics (e.g., race, sex, education) and weights are adjusted until the targets are met. For example, the first stage weight may adjust the respondent proportion until the respondent race characteristics matches population demographic characteristics. Next, proportion male/female may be adjusted. If the adjustment for sex composition results in changes to race, the weights are again adjusted. Weighting was applied to adjust sample respondent demographics consistent with population parameters on race, sex, and education. Population data were obtained from the U.S. Census American Community Survey.

Design weights, nonresponse weights, and raking adjustments were combined into a single composite (final) weight. This was conducted in R using the *Anesrake* package. Analyses were conducted in R using the *Survey* package.

English to Spanish Survey Translation

After being briefed on the nature and scope of this study as well as the socio-demographic characteristics of the target population, two native Spanish speakers with experience conducting police research reviewed the survey and associated research materials (e.g., consents, invitation and non-response contacts, interview and focus group discussion guide) to identify difficult to translate terms, phrases, or concepts. Following consultation with the PIs to resolve problems or concerns, materials were translated to Spanish by one native Spanish speaker. After all necessary materials are translated, the second native Spanish speaker conducted quality assurance review (Rand Corporation, n.d.). The reviewer will verify the translation against the original source to assess 1) consistency of terminology, 2) appropriateness or adequacy of grammar and other linguistic features, and 3) how well the translation conveys the *intended* meaning of each item (Harkness & Schoua-Glusberg, 1998).

APPENDIX C: REPRESENTATIVE SAMPLE SURVEY OPEN-ENDED RESPONSES

Figure C.1. Representative Sample Survey Open-Ended Responses by Focus Area

Partnering with the Community

Work with schools to reduce drug use by children
Foot patrols
I believe the BPD should be in the business of protecting and defending the safety of citizens. Providing assistance to citizens who are homeless, mentally or physically disabled, or otherwise in need of public assistance, should be the work of social agencies.
Clarify rules of engagement with transient or homeless population to actually achieve desired outcomes of safety, reduction of their numbers, increase in successful transition to sustainable living, and reduction of total mitigation cost (example: measures to avoid multi-hundred thousand dollar biohazard waste or meth remediation).
Positive interaction with children. Adequate training for dealing with homeless people.
Perhaps there is a way for police officers to interact with students at CU and Naropa in a way to increase awareness and understanding of the population. I'm sure there are classes where students question the role of police that could stimulate meaningful dialogue.
training in how to best communicate with the citizens of Boulder
Training in staying out of Enemy Mode in big emotions. This is a brain state where we stop being relational.
My response is addressed primarily to the unhoused, as well as responses for DV or mentally ill: to have a trained professional assist in cases where people are at risk to be harmed by a reactionary police officer.
De-escalation training
For mental health urgent issues, provide first responder assistance from a mental health task force prior to using armed police.
Increase direct communication more often and not only to reprimand....
Focus more on the homeless problem. Reduce the number of homeless people living in our streets and particularly along Boulder Creek.
Don't let people back on the street that commit multiple crimes. Stop letting drug users get high in public. Enforce drug laws. Remove criminals from our streets. Make our parks and creek paths safe again.
Public safety as opposed to simply application of criminal laws should be primary, e.g. keeping transportation routes clear of danger (people sleeping on multi-purpose paths), keeping meth users out of library, etc.
Treat criminals as criminals, no matter any demographic they belong to. Do NOT treat innocent people struggling with different issues as criminals when they are not behaving criminally, which is often done based on factors such as skin color or class.
It is my impression that other groups, including City Council, need to do a better job supporting the BPD and encouraging BPD to share what they are seeing in the community and listen to what BPD is saying.
Ensure that police aren't the first responders to non-criminal emergencies
Meeting with youth /young adults and specifically college students to create relationships and make clear the laws and expectations of behavior for this age group. De-escalate neighborhood conflicts because of alcohol and noise violations.
I strongly support the idea of diversity as long as competency is not sacrificed. As a former immigration officer multi-lingual/cultural officers have a greater value.
In case I can't comment on this later. I understand and appreciate the need for equity and diversity, but that objective is also met/driven by others outside the police department.

No strategies. We should defund the police and fund social programs.

Decreasing police presence,

supporting the unhoused, mentally ill, autistic, and addicted members of our community rather than terrorizing them.

I have found that very few officers live within the city of boulder and don't have any skin in the game when dealing with citizens or the unique issues facing Boulder

Volunteer and run charity events.

BPD needs to enforce the laws and be visibly present in the community so that residents feel safe.

Be more transparent to community. Get rid of bad eggs.

Do not lie to victims or suspects. Be upfront if their interview can be used for evidence but does not fall under miranda.

Have more presence in high crime areas, especially as it pertains to downtown Boulder and homeless tent cities. Harassment, theft, illegal sheltering, littering, public intoxication, dangerous activities (walking down middle of major streets)

BPD can improve hiring practices to acquire individuals who are open minded and understand police protect everyone not just those similar to themselves

Foot and bike patrols. Have a booth at outdoor festivities.

I am especially concerned with engendering compassion in our officers. They need to see us as people and we need to see them as people. It is critical that they have a depth of understanding and compassion for individuals with invisible disability, mental health, developmental and cognitive conditions, or have neurological differences. Everything from anxiety disorder to dementia to autism spectrum. We need an end to cop on person violence.

I would like to see police visiting schools more often and, hopefully, sending the message to your children that the police on our side, not to be avoided, not to be afraid of but, rather, a partner in our community.

Get out of their patrol vehicles, use their feet and get into the neighborhoods *before* an event occurs. We occasionally observe a patrol vehicle cruise by, perhaps twice per year, until there is an event.

The police should not only build relationships with minorities and homeless,

but should also take seriously the huge amount of petty☐ crimes that occur in Boulder. They have an equal responsibility to keep the taxpayers and college students safe and protect their homes and possessions. Theft is out of control in Boulder.

improve compassion/empathy

I think the BPD, like in many other communities, is faced with the responsibility for managing our unhoused population, which doesn't feel like it should be a policing priority but has become one out of necessity. I am not sure what the BPD can do about this, other than partner with other agencies (?) who may need to hear the experience of the BPD with the unhoused populations so that better solutions can be developed.

don't criminalize homelessness

Counselors respond to certain calls.

Stop harassing the un-housed. Writing them tickets, conducting sweeps, removing them from their living situations does absolutely nothing to combat homeless. It's like kicking a can down the road, which is inhumane and disgusting. I'm ashamed at the things I witness on the bike paths between 'police officers' and other human beings. If we used the salaries of BPD to house people our city would be better off.

walk more on downtown streets like Pearl St and the hill

Educate people about why nothing is being done about the homeless camps along the creek.

More foot patrols and less time in cars.

Provide a program like the star program in Denver

Treat all people with respect and not assume they are a criminal because they act or look differently. Stop the violence toward people they encounter that they assume are guilty of something or they feel need to be punished based on their own prejudices.

Stop speed traps

Other solutions with the community on the homeless issues

Visibility. I almost never see police walking, or on bicycles; I always see them in police cars.

No catch and release for those who commit crimes.

Less police, more mental health professionals,

and affordable housing for the unhoused

A community vehicle that specializes in mental health

Assign officers to areas, sections, or zones of the city. So that the public and the office have a more personal interaction with each other. If you have officers patrolling certain zones then those officers become familiar with the residents, vehicle, and streets. The more the officers know the people in the community the more they can serve. If an officer is dispatched to a D.V. complaint, but the officers is familiar with the area. The people inside the residence. There may be drug addiction or off the meds situation. So the officers in their zone will be able to take the lead with back up. And will also know that the cert team may need to step in. Officers will also know the zone so they will know which people are struggling to pay their bills. So the officer may choose to give the person a warning instead of a ticket for small things like registration. The officers will also know the panhandlers and houseless people. Who belongs and who doesn't, so when criminals come into a community casing it for victims, the officers will be aware. Officers should also spend time looking over cameras and security tools in there zones. So they can put in a work order to replace broken equipment. As well officers will be that much quicker when investigating crimes, like thefts. Officers should know there zones and have a personal relationship with the residence. Black, white, male, female, short, tall. Republican or Democrat BPD does a great job at not judging!!Thank you for that!!

Enforce the traffic laws! Enforce the speed limit laws! Enforce the crosswalk laws! Enforce the school zone laws! There seems to be zero enforcement of this. It is honor system only and it is dangerous to drive, walk, or ride a bike. Thank you.

I think speaking Spanish would be helpful.

I think having clear rules for (against) camping/homelessness and the spaces they occupy would be valuable.

Mandatory empathy and compassion training for all officers.

Decreasing the charges pressed by the city against minor DV offenses. DV charges have become a way to extort the citizens for money, and have increased the incrimination numbers unreasonably. Probation is so strict that these minor offenders accidentally offend again over technicalities, and become an even worse criminal on paper. Real criminals hurt, steal, and illegally deal harmful drugs. There is an abundant lack of humanity and grace throughout the BPD and justice system.

Engage with the community in activities unrelated to law enforcement, e.g. mentoring at risk teens.

Mental health training so that persons having a crisis, or with a disability are treated with compassion rather than aggression

Right Role, Right Response

Foot patrols

I don't believe the BPD can effectively be all things to all people. Don't we have other agencies to deal with emergency alerts and natural disasters?

There must be training along with accountability within the police department that when a situation is becoming more aggressive than necessary (ie the Naropa student who was picking up trash) that other officers who are called in, intervene and deescalate the situation.

True, in depth training for both new and veteran officers on anti-racism and anti-classism.

Establish what the consensus becomes, but understand you'll never make everyone happy.

The city council does not work in tandem with our police department. Tax paying citizens should have more rights and protection than the transient folks that steal and harass our citizens in public areas. I am not referring to the chronic homeless that are law abiding and is looking for assistance

Open-access public trainings for de-escalation or self-defense.

and be visibly present in the community so that residents feel safe.

BPD needs to enforce the laws

BPD should focus on addressing the epidemic of petty property theft and bicycle chop shops that seem to correlate with congregations of unhoused people. There are also issues about enforcement and jurisdiction at the city line, that these criminal groups take advantage of, because they know the BSD doesn't investigate at all.

Lots of training to combat unconscious racism.

Make arrests for people who are breaking the law.

Have a unarmed response team along with a trained mental health person along.

improved communication between police and 911 services/operators

Consider supporting/helping organize community evacuation plans within neighborhoods in the event of an emergency. A neighbor of mine just showed me plans that she picked up from the holiday fair at Elks Club recently that showed evacuation routes for the mountain communities just to the West. And how small community "teams" are established so that if a resident is gone, a neighbor can enter the home and rescue a dog, ie, on the way out. These kinds of approaches could be facilitated by first responders but also take an unnecessary burden off of them while simultaneously developing community and community responsibility.

Reroute funding from BPD to a community response program like CAHOOTS in Eugene, OR

I guess I answered this before: send counselors on appropriate calls.

Other strategies could include not sending police to any situation that is not a violent crime. They do nothing but escalate situations since they are trained in nothing but combat and killing people. Eliminate the 90% of the police force and replace them with compassionate humans who care about solving problems and not exacerbating them.

Police should generally be deployed where the use of deadly force or the threat of deadly force is needed. That dividing line should generally be the guide for what Police should be doing and training for. They should remain specialized to that end and other personnel should be trained for other situations, especially dealing with public nuisances that are not life threatening and with natural disasters. In the future, the Police might be the first responders, but once a situation has been deemed as not life-threatening or low risk, they should always have unarmed specialists there who can relieve them to resolve a mental health or other issue. Maybe they would remain on a scene, but they could step back. Non-policing is generally just that - it cannot be done effectively by just training a police officer to act differently in a different situation. They need some of that training, but they can't be expected to do it all.

I am a retired first responder. I believe that police could use other first response personnel muck more effectively.

Arrest those vagrants that steal our bikes, cars and catalytic converters. Jail time!

Partner with cell phone providers to create an alert system which is automatically in effect when you have local phone service, so no opt-in action is required by the public

If there could be a protection team, that can handle the people's emotional problems through a called response, such as how the police operate. Yet they have the intentions of de-escalating, consoling and comforting citizens when they call 911 or non-emergency, rather than sending police officers to make things worse, by charging emotional people in need of help. This would greatly benefit the citizens emotional state, the citizens trust in the justice system and the BPD's reputation. I am in full support of such a "protection team" to have the BPD press charges if the situation is on the severe side, instead of enforcing charges against the citizens for the pettiest of offenses.

A new arm for mental health, homelessness, addiction related calls

Leading Crime Prevention

Patrol on foot
I'm not sure what is meant by "consistent with community values." How are such "values" identified? How communicated to citizens? The techniques described above can easily be abused and abusive to innocent citizens.
The underlying inequities in our community are the fault or the responsibility of the police department, and yet are a major source of crime. Services to support unhoused and people with mental health and substance abuse issues will reduce the need for police. Those are my values.
What are strategies for reducing the crime that has risen in the last 5 years? Specifically?
A Talk first shoot last response. Granted, Boulder is not a high gun-crime community any granted, there are situations where an officer must respond quickly without outside help, but an increased budget for mental health assists, drive-a-longs, and mental health clinic lock-ups? Not sure
Community values??? Boulder is inconsistent with this where citizens are the ones with fewer protections and rights. Protect out citizens and children should be first and foremost, not the other way around.
BPD needs to enforce the laws -- including supporting federal immigration law.
I really don't think BPD has done an adequate job addressing bike theft and chop shop rings.
Presence and enforcement of laws.
Neighborhood patrols and meetups. Dialogue with residents. Being short handed certainly doesn't help and hopefully that changes for the better.
Boulder should not be a sanctuary city. We are not a border town and we do not really know what it is like to have our community absorb large numbers of non-US persons. We all have an obligation to follow federal law and to do what we can democratically to have federal laws, including laws on immigration and citizenship, be progressed and changed in positive ways. Ignoring federal law on one issue allows other jurisdictions to take cover from our behavior and ignore other federal laws.
Criminals should be punished or what is the point having laws?? Career criminals will NOT change without arresting, charging and punishing them.
This seems like a huge challenge. Crime is up in Boulder, I hear, although I have not personally experienced this. My understanding is that a lot of this crime is perpetrated by unhoused individuals, which brings us back to how to deal with that issue humanely and effectively, and while BPD may have a role it would not be the central role. I don't mind an unhoused person walking my street or nearby trails, or even sleeping nearby in warmer weather, I just want to know that they are a member of the greater community and not a threat to me or my children. Maybe we should all be "required" to volunteer in a soup kitchen/shelter/pantry/other outreach a couple times a year so that we can begin to identify our unhoused neighbors and develop some level of familiarity - just like the guy up the street that I don't know but pass regularly on a walk and I know he is my neighbor/member of my community. Sometimes the unhoused crime issues feel like chasing our tails when there are other/white collar crimes going on in Boulder too.
Listen to experts. I am not one.
Cops don't prevent crime AT ALL. Providing better housing, social services and increasing wages prevents crime. Whack jobs with guns who harass people do not prevent crime. AND STOP TICKETING THE UN-HOUSED.
BPD's main job would be to work as best they can within the laws we have to prevent and respond to the most violent attacks, involving firearms, explosives, etc. and especially working with federal partners on organized extremism in ALL of its forms, knowing that the worst enemy currently is (and probably always will be) within - anti-government and white supremacy ideology has never been delt with as effectively as it should have been going all the way back to at least the blowing up of the federal building in Oklahoma City.
Preventing crime that doesn't involve violence is mainly a community issue where BPD should not be expected to take the lead, but to be one of many partners.
More officers, more community outreach vs response.

Investigate and attempt to mitigate actual crimes (i.e. theft, assault, fraud, arson, gun violence) rather than non-violent petty drug and traffic offenses.
Clear encampments. Set up at RTD stations in unmarked cars to prevent catalytic converter thefts, actively patrol neighborhoods, clear any rvs left over a few days, arrest chop shop individuals.
Sanctuary cities offend me. We need immigration laws we can live with so we can follow the law.
No speed cameras!!!! No red light cameras!!!! Cameras do not get the full picture and take things out of context!!! NO SPEEDING OR RED LIGHT CAMERAS!!!!!
Allow the diversity of the hired police officers to be increased, however, make the requirements to enter the police force to be more extensive and strict, as well as raising the police's average pay greatly, so they can be held more closely accountable for their actions and reactions.
In my opinion, the BPD should focus on combating theft, assaults, vandalisms, battery, public threats and illicit drug dealing. The BPD should also be more intensely trained to combat acts of terrorism by being ready to defend the citizens by being well-armed, extensively and thoroughly trained in combat, and having more security police guards throughout the city.
We should install lights inside all of the tunnels along our beautiful bike paths so homeless people won't camp in them/threaten cyclists and walkers. Simple fix for a scary current situation.
Required training on discrimination and abuse of power, let go the officers who are in the job for power and control
Lobby to repeal sanctuary city policy.

Trusted Partner

Abandon this goal
My experience with mandatory racial equity training is that it's a waste of time. Career professionals know what racism is and choose either to engage in it or not. Mandatory training doesn't change a thing.
The key to racial equity training will be to get officers/trainees to take the lessons seriously and actually want to engage in this manner.
Neighborhood based programs are a start, if people get to know their neighbors and support each other, but many neighborhoods are exclusive and more concerned with protecting themselves than being inclusive. Wealth protects its privilege- that's not helpful.
I have no reason to believe policing in Boulder is discriminatory based on racial and ethnic disparities and I don't know what "communities" have been disproportionately impacted.
End the war on poverty and drugs in Boulder. These fights were engineered to displace and disenfranchise people who belong to social minorities. Policing of these issues does not solve violence, it perpetuates it.
Determine who really are the vulnerable populations and who are criminals. Criminals are prosecuted regardless of vulnerable designation.
Increase free and public safe-spaces in these communities without police presence.
Racial equity training is itself racist and could make officers afraid to enforce the law and protect Boulder residents. The priority should be on effective policing to make residents feel safe.
Even beyond racial and ethnic bias training, BPD officers should be trained to focus on basic human interactions and reactions. It often appears they have a bias toward assuming criminal intent. If a person is unfairly targeted in the course of living their life and then talk back or resist arrest, it may be a matter of feeling wronged by the police. It is equally understandable that officers can also feel wronged and misunderstood. But the critical difference is that the officer has more experience with what police-civilian interactions look like and possession of a weapon.
How about not engaging in biased and racially targeted policing in the city? That would be a good first step. As for supporting vulnerable populations, that should not be in the job duties of a police officer.

Find someplace where they can go to sleep, eat, get clothing and get on the right path. It's inhumane to let people sleep out in the cold, plus it's illegal!
Communication and training are key and it looks that is part of the plan.
Psychedelic assisted therapy for trauma
Serve and protect the community, I don't give a shit about political wokeness and correctness.
Neighborhood-based partnerships feels like an important goal to me, in all the things.
I am skeptical of working with neighborhood partnerships, unless those neighbors also are required to take dei training.
The only way this ever gets better is if you fire 90% of your department. and get rid of any white officer, they're inherently biased. Any one who puts on a badge is part of a systemic hierarchy of destruction that does nothing but tear down its community.
Police recruiting the right people is much more important than training. There also needs to be a very robust internal investigations department so that no officers ever end up becoming members of bullshit organizations like The Oath Keepers. I had a career in the [redacted military branch] and held a top secret security clearance - I knew I didn't have the same free speech☐ rights as other citizens and it's important that every BPD officer know that too and behave accordingly. If they can't do it, then they should be removed from the force.
Not sure. Mostly covered in other questions/discussion
Racial equity training is essential upon hiring. An understanding of historical and systemic racism and empathy based on that understanding is critical for officers coming into contact with the community.
Train officers not to use unnecessary and/or excessive force when approaching, questioning, helping or arresting people. TEACH officers that "suspects" are innocent until and unless proven guilty regardless of the officers personal opinion or bias.
Don't randomly stop people of color
In stead of buying military equipment, BPD should budget for more officers. Law enforcement has become a paramilitary Organization. IT IS NOT!!!!
I haven't found mandatory training to statistically change perception or bias.
BPD should treat all citizens equally when pressing charges. I have witnessed a great bias of the BPD officers of all race and gender by more strictly pressing charges against white male citizens as opposed to men and women of other race and ethnicities.

Professional Workforce

Give police officers a pay raise
Supporting professionalism is all about what behaviors are rewarded or punished. The behaviors that garner positive recognition and extra pay should be clearly identified in employee performance evaluations.
Increase wages and do what is necessary to fill open positions.
Pay them a living wage for professionals in Boulder. Give incentives for existing police officers to build relationships within the communities you want to recruit from.
Recruit from within the CU community, students who represent a diverse cross section of our community and are familiar with Boulder.
Training is needed to increase the emotional resilience of the bpd workforce.
Be a ground-breaking, innovative force with high impact, which is clear to recruits.
Policing should be a good career opportunity with good pay, benefits and career path advancement.
Promoting mental health for our police officers is so key - they have such a challenging job!
More fun ways for police to be involved in the community eg parades, classroom visits, visits to the police station for kids/teens to explore and get to know/see face of the organization

Stress is probably a high factor with police and there should be resources available to help officers who need it.

No such thing as too much training. And partner with CU as often as possible.

Good payment

CPTSD is a problem many cops face. This condition develops because they are taught to be scared at all times, and suspect anyone and everyone will try to hurt them. This gives police a hair trigger, causing them to overreact to non threats and in turn make everyone fear the cops.

I have found that our police department is happy to go after soft targets like college students and moms driving soccer players to practice. They have no connection to the community and don't seem to care. Hire local and pay them more,

CUPD has a terrible reputation as police without restraint. They would be a terrible influence during training and BPD should avoid working with CUPD whenever it isn't absolutely necessary.

Make sure officers are good quality, so many cops seem to be one step away from being a criminal and do not have respect for people or civil rights. Once a cop decides someone is guilty they don't look for other suspects or explanation of the crime, or evidence that the suspect was false accused.

Pay the more / good benefits.

Training again is key and to get and retain professionals they need to be treated as such. Mental health issues and PTSD are common in first responders so that should be forefront in health programs.

Do the police that work here live here? I want the police, teachers, fire fighters, etc who are charged with making this a great place to live - to be personally invested because THEY LIVE HERE TOO. And they need to be clearly valued MEMBERS OF THE COMMUNITY.

Don't hire domestic abusers

Why the fuck are you still recruiting officers and increasing your police force? Mental health resources - sure. There should be ZERO INCREASE in police budget. Any increase in benefits should be re-routed to social workers who are actually compassionate and do not kill people as a routine part of their job.

good pay to go along with good benefits

Create mens groups for policemen to share their vulnerabilitys and be heard in their emotions. As well as for women and womens groups. More inner child healing for the police force.

Competitive pay and benefits is the most important thing. A BPD officer should be able to and want to live in the city.

Expand role beyond emergency response. Create parallel career paths in community outreach and social services, but still retain these parallel role as sworn officers.

Find, retrain and/or remove current officers that exhibit bias, prejudice, anger or violent tendencies to create a safe environment for new recruits that do not want to be part of that kind of culture.

Don't just hire people of color to meet a quota. Hire the best candidate regardless of color.

Offer benefits comparable to those available from private sector companies.

100 percent believe in all that. BPD should also be putting more time into the all around health of they're officers/employees. These valued members of the government/community. Deserve all the help and support possible for they're health care. Mental and physical!

Screen recruits carefully for emotional and psychological wounding that may be triggered by interactions with citizens and offer treatment.

Increase the quality of the officers and decrease the quantity of the officers.

Increase mental stability requirements.

Make the requirements to join BPD more strict and extensive

Increase accountability held against law enforcement individual's actions and responses.

Increase the diversity of police officers, by gender, race and economic status.

Greatly increase the law enforcer's base of pay to more thoroughly judge the BPD's actions.
Greatly increase combat training.
Extensive check-ins on mental health of law enforcement individuals.
Officers should have free therapy, paid time off for ptsd, check ins and support to heal they have all encountered terrible things. And drug testing mandatory not to penalize but to offer support for those self medicating trauma vs getting therapy

Transparency and Accountability

Coaching and mentoring of young officers
I'm not sure that publishing information for all to see is the right approach. Police officers shouldn't feel like they're under a microscope for everyone to examine. They need to feel appreciated, safe, and secure in performing their duties.
These are great and it seems to not be the main problem priority
Use of body cameras at all times, include police voices as well as diverse community members on the oversight board, no one has veto and all information is made public (with an appropriate process for protecting privacy). Police need to feel respected and accountable.
Make the membership in your enhanced warning group as broad-based as possible.
Make body cam footage of all police interactions available to the public.
Like in high school have a safe to tell policy
Open forums for public addresses and disclosure of police budget spending.
Crime statistics should be anonymized and with race/ethnic classifiers removed. Highly politicized oversight boards should not be allowed to influence policing policies. The priority should be protecting the safety of residents.
The CPOP needs to have the power to enact disciplinary measures of its own. [name redacted] recent wrist-slapping of five detectives who blew off their caseload was a slap in the face to the community members and crime victims who will probably never see justice. The BPD also needs to actively work to remove extremists and white supremacists/fascists from its ranks.
Share stats on the impact and improvements made for the safety and well being of residents and business owners, kids, animal, drivers and personal property.
Start defunding your own departments. That is the only way to bring down cases of police misconduct.
Trust that officers make the best choices in the moments they have to make them
More citizen involvement.
Go back and review citizen complaints against officers, officers involvement with any hate groups or conspiratorial websites and determine if any dangerous or undesirable patterns of behavior have been overlooked.
Require use of video cameras to record all encounters.
Nothing worse than a cop on a power trip.
We are already giving them so much power. They should feel privileged and respect the power they have. And treat so!
Frequent mental health checks, frequent drug and alcohol monitoring (with some grace), setting a maximum serve time that is applied to the lesser and moderate quality law enforcers. Lay off officers that do not carry out their duties well and with humanity, weed out officers and keep those that are of a greater quality in law-enforcement. This would maintain accountability, and the positive effects that law-enforcement would have on the citizens and their communities.
Alignment of values, group support and oath to protect and never harm unless it is a matter of life/death, teach empathy to officers!

APPENDIX D: CITY OF BOULDER STAFF OUTREACH

During Engagement Window IV of the Reimagine Policing project, City staff conducted direct outreach to a wide variety of community organizations to ensure broad knowledge of the opportunity to participate in the public input opportunities including the survey. These organizations are listed below, and these efforts are in addition to various City media strategies and Community Advisory Group (CAG) outreach conducted by National Policing Institute.

- City of Boulder Community Connectors: Latinx, Nepali, Black or African American, Indigenous, older adult, CU students, adults with disabilities, residents of manufactured home communities, multi-generational households, immigrants, and low-income community members
- NAACP
- Families of Color Colorado
- Showing Up for Racial Justice
- Growing Up Boulder, Mayamotion Healing, Youth Opportunities Advisory Board
- University of Colorado
- Naropa University
- Out Boulder County
- Center for People with Disabilities
- Feet Forward
- El Centro Amistad
- Safehouse Progressive Alliance for Nonviolence (SPAN)
- Immigrant Legal Center
- Human Relations Commission
- Police Oversight Panel
- Message to all community nonprofits funded by the City of Boulder Housing and Human Services Department (approximately 50 organizations).
- Boulder Chamber of Commerce, Latino Chamber of Commerce

APPENDIX E: COMPARISON OF SURVEYS (REPRESENTATIVE SAMPLE AND CONVENIENCE SAMPLE)

Figure E.1. Respondent Demographics, Probability and Online Survey

Demographic	Probability Sample (Weighted)[a]	Non-Probability Sample
Gender		
Man	46.9%	22.4%
Woman	53.1%	39.0%
Other[b]	NA[c]	5.5%
Missing/Prefer not to answer	NA[c]	33.1%
Age		
18-24	21.4%	2.2%
25-34	23.3%	11.0%
35-44	13.4%	13.0%
45-54	14.1%	14.4%
55-64	11.0%	14.4%
65 or older	16.8%	10.2%
Missing/Prefer not to answer	NA	34.8%
Hispanic, Latino/a/x, Spanish Origin		
Not Hispanic or Latino/a/x	89.4%	49.2%
Hispanic or Latino/a/x	10.6%	6.6%
Missing/Prefer not to answer	NA	44.2%
Race[d]		
White alone	85.4%	48.1%
Black or African American alone	1.3%	1.9%
Asian alone	7.2%	0.6%
Other race alone[e]	1.1%	1.1%
Two or more races	4.9%	3.0%
Missing/Prefer not to answer	NA	45.3%
Ability/Disability[f]		
A sensory-impairment (e.g., vision or hearing impairment)	1.9%	3.9%
A behavior impairment (e.g., brain injury)	3.2%	1.1%
A mobility impairment	0.0%	2.8%
A learning disability (e.g., ADHD, dyslexia)	3.0%	5.8%
A mental health disorder	6.1%	4.4%
A long-term medical illness (e.g., diabetes, epilepsy, cystic fibrosis)	0.5%	3.9%
A temporary impairment due to illness or injury (e.g., broken bone, surgery)	0.5%	0.8%
I do not identify with a disability or impairment	62.0%	41.7%
Missing/Prefer not to answer	26.1%	43.1%
Education		
Some grade school	0.0%	0.0%
Some high school	0.0%	0.3%
High school graduate or GED	4.5%	1.7%
Some college or technical school, but did not graduate	12.1%	5.8%
Associate or technical school	<0.1%	1.7%
Bachelor's degree (for example, BA, BS)	27.8%	25.4%

Master's degree (for example, MA, MS)	19.5%	20.4%
Professional degree beyond bachelor's degree (for example, MD, DDS, DVM, JD)	6.7%	5.2%
Doctorate degree (for example, PhD, EdD)	6.2%	5.2%
Missing/Prefer not to answer	23.2%	34.3%
Income		
Less than $30,000	12.1%	6.4%
$30,000 to less than $40,000	1.6%	2.2%
$40,000 to less than $50,000	5.9%	5.2%
$50,000 to less than $60,000	7.5%	5.0%
$60,000 to less than $70,000	8.1%	3.3%
$70,000 to less than $80,000	0.9%	3.9%
$80,000 to less than $90,000	3.1%	1.9%
$90,000 to less than $100,000	2.5%	3.9%
$100,000 or more	21.2%	22.1%
Missing/Prefer not to answer	37.2%	46.1%
Living Situation		
I rent or lease my home	22.5%	12.4%
I own my home	44.7%	48.3%
I share housing with others that is not my own	10.9%	2.8%
I do not have stable housing	0%	0%
Missing/Prefer not to answer	21.9%	36.5%
Time in Boulder		
Less than 1 year	3.0%	1.7%
1 year to less than 5 years	20.9%	8.8%
5 years to less than 10 years	5.7%	8.3%
10 years to less than 15 years	7.4%	5.5%
15 years or more	45.4%	31.5%
Missing/Prefer not to answer	17.5%	44.2%
Sample Size	N = 140	N = 416

Note: Percentages might not add up to 1 due to rounding.

a. *For the probability sample, categories were re-coded to map raw survey data to categories in the ACS.*
b. *"Other" in Gender includes answers of "Transgender", "Binary", "Two-Spirit (for American Indian or Alaska Native)", and "I use a different term" in the non-probability sample.*
c. *Due to imputation, category does not apply to the probability sample.*
d. *For ethnicity, "Hispanic or Latino/a/x" includes answers of "Yes, Mexican, Mexican American, Chicano/a/x", "Yes, Puerto Rican", "Yes, Cuban", and "Yes, Other Hispanic, Latino/a/x, or Spanish origin"; "Not Hispanic or Latino/a/x" includes answers of "No, not of Hispanic, Latino/a/x, or Spanish origin."*
e. *"Other" in Race includes answers of "American Indian or Alaska Native", "Native Hawaiian or Other Pacific Islander", and "An identity not listed" in the non-probability sample.*
f. *Percentages for Ability/Disability in the probability sample were calculated by the number of respondents who selected a particular answer divided by the total number of respondents and weighted by the final weights since this question is a "select all that apply" question. 2.9% of respondents in the probability sample selected more than one answer. The procedure was similar for the non-probability sample but without weighting; 4.8% of respondents in the non-probability sample selected more than one answer. Column total for this variable will sum to more than 100% because participants were allowed to select multiple responses.*

Figure E.2. Most Recent Contact with BPD

Contact Type	Prob. Sample (%)	Non-Prob. Sample (%)
Traffic stop	1.5%	4.4%
Pedestrian stop	4.8%	0.9%
I called the police to report something happening	40.7%	41.6%
It was a medical emergency (or vehicular crash)	0.0%	0.9%
I was the victim of a property crime (e.g., my car was broken into)	2.1%	8.0%
I was a victim of a person crime (e.g., I was assaulted)	0.0%	1.8%
I was suspected of committing a crime	0.0%	0.0%
Other	50.9%	42.5%
Total count of contacts	**31**	**113**
Total count in sample	**N = 140**	**N = 416**

Note: Results are based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample for the probability sample; total count of contacts denotes the number of respondents who answered this question

Participants in the online survey were somewhat more likely to have had some involvement in past steps in the Reimagine process. The greatest differences between the two groups of participants were in completing a previous "Be Heard Boulder" survey and participating in community outreach events. This is likely the result of self-selection, as individuals who had previously participated in the Reimagine process may have been more highly motivated to participate in the open access online survey.

Figure E.3. Participation in BPD Reimagine Activities

Strategy	Involvement with Previous Steps of the Reimagine Activities					
	Representative Household Survey			Online Survey		
	Yes	No	DK	Yes	No	DK
Completed "Be Heard Boulder" survey	2.1%	80.7%	17.2%	16.9%	51.9%	31.2%
Online community forum	3.4%	83.4%	13.2%	11.3%	66.6%	22.1%
In-person or online events (such as Police Chief Town Hall) or outreach at community location	1.4%	86.2%	12.4%	21.0%	61.6%	17.4%
Community Advisory Group or Leadership Team member	0%	87.1%	12.9%	6.1%	75.7%	18.2%

Note: Results are weighted for the probability sample. "DK" includes missing and "I don't know or can't remember" responses.

Figure E.4. Perceptions of BPD's Current Success Achieving Community Safety Values

Strategy	Sample	Never Successful	Rarely Successful	Neutral	Occasionally Successful	Frequently Successful
We are all free to enjoy public and private spaces without fear of harm	Prob. Sample	9.8%	12.6%	23.3%	25.0%	29.3%
	Non-Prob. Sample	10.3%	29.1%	14.4%	28.4%	17.8%
Laws are enforced equitably	Prob. Sample	9.2%	21.7%	33.2%	20.5%	15.4%
	Non-Prob. Sample	13.8%	25.1%	21.1%	13.1%	26.9%
Police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing	Prob. Sample	13.3%	15.9%	35.9%	19.8%	15.0%
	Non-Prob. Sample	15.7%	16.9%	17.2%	25.7%	24.5%
We demonstrate we are a compassionate community that supports the basic needs and the right to be free from crime for all community members	Prob. Sample	7.7%	25.4%	27.3%	22.5%	17.0%
	Non-Prob. Sample	17.0%	26.0%	15.2%	23.5%	18.3%
Criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues	Prob. Sample	20.1%	23.5%	18.3%	26.0%	12.2%
	Non-Prob. Sample	20.3%	33.1%	19.6%	13.2%	13.9%
Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force	Prob. Sample	13.5%	14.0%	41.0%	15.2%	16.4%
	Non-Prob. Sample	16.7%	14.1%	21.2%	22.3%	25.7%

Figure E.5. Increasing Partnerships

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Build relationships with community members and neighborhoods outside of emergencies	Prob. Sample	93.8%	4.8%	1.5%	121
	Non-Prob. Sample	86.5%	7.4%	6.0%	282
Train officers to facilitate connections to community resources for unhoused persons	Prob. Sample	81.0%	4.1%	14.8%	121
	Non-Prob. Sample	81.2%	7.4%	11.3%	282
Improve the diversity of BPD officers by increasing the number of women officers	Prob. Sample	72.6%	16.1%	11.4%	123
	Non-Prob. Sample	63.0%	25.6%	11.4%	281
Improve the diversity of BPD officers by increasing the number of officers of a racial or ethnic minority	Prob. Sample	76.5%	12.1%	11.3%	121
	Non-Prob. Sample	63.4%	24.4%	12.2%	279
Improve the diversity of BPD officers by increasing the number of officers who speak a language other than English	Prob. Sample	85.5%	4.1%	10.4%	122
	Non-Prob. Sample	73.5%	16.1%	10.4%	279

Note: Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

a. *Includes 'strongly support' and 'somewhat support'*
b. *Includes 'do not support much' and 'do not support at all'*
c. *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

Figure E.6. Appropriate Police and Non-Police Response

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Enhance policing capabilities to respond to natural disasters (e.g., flooding, wildfires)	Prob. Sample	71.3%	21.8%	6.9%	117
	Non-Prob. Sample	68.8%	15.6%	15.6%	276
Partner with community organizations to implement alternative response strategies that do not involve the police	Prob. Sample	81.0%	8.0%	11.0%	118
	Non-Prob. Sample	82.1%	6.5%	11.5%	279
Implement police response strategies that encourage de-escalation	Prob. Sample	89.7%	3.4%	6.9%	120
	Non-Prob. Sample	90.4%	4.6%	5.0%	280
Enhance wireless emergency alerts to increase public preparedness for responding to emergency situations	Prob. Sample	86.4%	9.5%	4.0%	118
	Non-Prob. Sample	84.3%	11.3%	4.4%	274

Note: Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

    a.   *Includes 'strongly support' and 'somewhat support'*
    b.   *Includes 'do not support much' and 'do not support at all'*
    c.   *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

Figure E.7. Crime Prevention

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Use technology (e.g., automated license plate readers, speed cameras) to combat crime and reduce officer and suspect injuries	Prob. Sample	52.3%	14.0%	33.6%	119
	Non-Prob. Sample	64.4%	11.3%	24.1%	274
Identify and implement crime reduction solutions that do not involve arrest	Prob. Sample	85.5%	6.1%	8.4%	116
	Non-Prob. Sample	66.2%	12.4%	21.4%	266
Maintain partnership(s) with federal law enforcement agencies for training, resources, and information sharing regarding violence and extremism; consistent with sanctuary city policy	Prob. Sample	85.7%	6.3%	8.0%	115
	Non-Prob. Sample	72.8%	10.2%	17.0%	265

Note: Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

a. *Includes 'strongly support' and 'somewhat support'*
b. *Includes 'do not support much' and 'do not support at all'*
c. *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

Figure E.8. Minimizing Bias and Supporting Vulnerable Populations

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Develop neighborhood-based partnerships to solve problems and reduce crime	Prob. Sample	88.3%	8.4%	3.3%	110
	Non-Prob. Sample	82.6%	6.8%	10.6%	264
Conduct an independent assessment of enforcement actions to identify patterns of racial and ethnic disparity	Prob. Sample	70.9%	12.4%	16.7%	115
	Non-Prob. Sample	67.3%	15.6%	17.1%	269
Improve communication and engagement to build trust with communities that have been disproportionately impacted by policing and officers	Prob. Sample	79.6%	12.1%	8.3%	114
	Non-Prob. Sample	72.7%	11.0%	16.3%	264
Conduct mandatory racial equity training (e.g., identifying biases and unfair impacts) for all policing staff	Prob. Sample	78.9%	7.5%	13.6%	117
	Non-Prob. Sample	68.1%	12.6%	19.3%	270

Note: Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

a. *Includes 'strongly support' and 'somewhat support'*
b. *Includes 'do not support much' and 'do not support at all'*
c. *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

Figure E.9. Policing Workforce

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Train officers to intervene with peers to prevent misconduct	Prob. Sample	91.7%	6.7%	1.6%	114
	Non-Prob. Sample	92.2%	5.2%	2.6%	268
Co-host the police training academy with the University of Colorado Boulder Police Department (CUPD) to deliver improved training for police recruits	Prob. Sample	82.7%	15.5%	1.7%	105
	Non-Prob. Sample	76.4%	15.0%	8.7%	254
Enhance wellness programs to improve the physical and mental health of all policing staff	Prob. Sample	91.4%	6.6%	2.0%	116
	Non-Prob. Sample	88.4%	6.7%	4.9%	268

Note: Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

a. *Includes 'strongly support' and 'somewhat support'*
b. *Includes 'do not support much' and 'do not support at all'*
c. *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

Exhibit E.10. Transparency and Accountability

Strategy	Sample	Support (%)[a]	Neutral (%)	Do Not Support (%)[b]	n[c]
Publish information and statistics including crime trends, stops, arrests, and use of force	Prob. Sample	88.4%	9.4%	2.2%	117
	Non-Prob. Sample	88.8%	6.7%	4.5%	268
Continue to work with independent Police Monitor and Civilian Police Oversight Panel	Prob. Sample	81.9%	15.7%	2.4%	109
	Non-Prob. Sample	67.5%	12.3%	20.2%	252
Create an enhanced early warning system to identify problematic officer behavior	Prob. Sample	94.6%	3.8%	1.6%	112
	Non-Prob. Sample	85.8%	7.7%	6.5%	261

Note: R Results for probability sample based on a filtered weighted sample (only keeping those who provided a relevant answer to the question) where weights are the final composite weights from the full sample.

a. *Includes 'strongly support' and 'somewhat support'*
b. *Includes 'do not support much' and 'do not support at all'*
c. *n denotes the number of respondents who answered this question and excludes "not sure or unfamiliar with the strategy" or missing*

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Figure E.11. Strategies Ranked by Support, Probability Sample

Strategy	Focus Area	Prob. Sample Support (%)	Rank	Non-Prob. Sample Support (%)	Rank
Create an enhanced early warning system to identify problematic officer behavior	Transparency and Accountability	94.6%	1	85.8%	6
Build relationships with community members and neighborhoods outside of emergencies	Increasing Partnerships	93.8%	2	86.5%	5
Train officers to intervene with peers to prevent misconduct	Professional Workforce	91.7%	3	92.2%	1
Enhance wellness programs to improve the physical and mental health of all policing staff	Professional Workforce	91.4%	4	88.4%	4
Implement police response strategies that encourage de-escalation	Appropriate Responses	89.7%	5	90.4%	2
Publish information and statistics including crime trends, stops, arrests, and use of force	Transparency and Accountability	88.4%	6	88.8%	3
Develop neighborhood-based partnerships to solve problems and reduce crime	Minimizing Bias	88.3%	7	82.6%	8
Enhance wireless emergency alerts to increase public preparedness for responding to emergency situations	Appropriate Responses	86.4%	8	84.3%	7
Maintain partnership(s) with federal law enforcement agencies	Preventing Crime Consistent with Community Values	85.7%	9	72.8%	13
Improve the diversity of BPD officers by increasing the number of officers who speak a language other than English	Increasing Partnerships	85.5%	10	73.5%	12
Identify and implement crime reduction solutions that do not involve arrest	Preventing Crime Consistent with Community Values	85.5%	11	66.2%	19
Co-host training academy with the University of Colorado Boulder Police Department (CUPD) to deliver improved training for police recruits	Professional Workforce	82.7%	12	76.4%	11
Continue to work with independent Police Monitor and Civilian Police Oversight Panel	Transparency and Accountability	81.9%	13	67.5%	17
Train officers to facilitate connections to community resources for unhoused persons	Increasing Partnerships	81.0%	14	81.2%	10
Partner with community organizations to implement non-policing alternative response strategies	Appropriate Responses	81.0%	15	82.1%	9
Improve communication and engagement to build trust	Minimizing Bias	79.6%	16	72.7%	14
Conduct mandatory racial equity training for all policing staff	Minimizing Bias	78.9%	17	68.1%	16
Improve the racial and ethnic diversity of BPD officers	Increasing Partnerships	76.5%	18	63.4%	21
Improve the gender diversity of BPD officers	Increasing Partnerships	72.6%	19	63.0%	22

Enhance policing capabilities to respond to natural disasters	Appropriate Responses	71.3%	20	68.8%	15
Conduct an independent assessment of enforcement actions to identify patterns of racial and ethnic disparity	Minimizing Bias	70.9%	21	67.3%	18
Use technology to combat crime and reduce officer and suspect injuries	Preventing Crime Consistent with Community Values	52.3%	22	64.4%	20

Note: Strategy and focal area labels have been shortened to improve readability. Full names reported above.

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APPENDIX F: FOCUS GROUP DISCUSSION GUIDE

BACKGROUND

The goals of today's *interview* OR *focus group* are to:

- Gain insights into community members' experiences with the Boulder Police Department
- Understand community members' perceptions of proposed strategies detailed in the draft *Reimagining Policing Plan*
- Identify additional strategies the community believes the Boulder Police Department (BPD) should consider or implement to achieve goals outlined in the *Plan*

Project overview

- The City of Boulder and Boulder Police Department are currently engaged in a "Police Master Plan Process" to help redefine policing in the city. This work will result in the *Reimagining Policing Plan.*
- The outcome of this process is a long-term (or master) plan that will guide the actions and activities of BPD over the next three to 10 years.
- The city has invited community participation and feedback through three earlier engagement windows titled (1) Identifying Values, Hopes, and Concerns, (2) Community Feedback, and (3) Learning Together.
- Throughout this process, the city has attempted to collect data from historically marginalized persons and groups disproportionally impacted by policing activities and who are typically under-represented in civic participation.
- In this fourth stage, the city seeks input on a complete, though not adopted, draft *Reimagining Policing Plan.* The Institute has been tasked with conducting a (1) representative household survey via mail and (2) multiple qualitative engagements (e.g., semi-structured interviews and focus groups) to gather community perceptions of the draft long-term plan.
- Feedback from the household survey and qualitative engagements will be considered for incorporation into the draft *Reimagining Policing Plan* and made available for community review and comment prior to the City Council finalizing and adopting the *Plan*.

Materials for leading the interview OR focus group begin on the following page

INTRODUCTION

The National Policing Institute (NPI) has partnered with the City of Boulder to conduct an evaluation of the city's current, though not adopted, draft *Reimagining Policing Plan.* This part of the evaluation that you are participating in is the fourth and final stage of a planning process that began in 2021 to develop a roadmap for improving public safety in Boulder. The *Reimagining Policing Plan* is comprised of numerous strategies which are broadly grouped into six focus areas. Strategies and the focus areas were developed from community feedback received in earlier stages of this planning process. Focus areas include:

1. Partnering with the Community
2. Ensuring the Right Response and Role for Police
3. Providing Leadership in Preventing/Reducing Crime
4. Serving as a Trusted Partner in Racial Equity and Support for Vulnerable Populations
5. Recruiting and Supporting a Professional Workforce with Integrity
6. Modeling Transparency and Accountability

Some strategies included in the Plan are new while others are already underway.

The purpose of this *interview* OR *focus group* is to gain insights about your perceptions and experiences with BPD as well as gather your thoughts about some of the strategies proposed by BPD and the City of Boulder. You are being asked to participate so that we can gather feedback from a sample of diverse community members and groups, particularly from community members who are traditionally underrepresented in research and civic participation.

We are going to ask questions regarding 1) your perceptions of BPD, 2) experiences you have had with BPD, 3) your familiarity with the draft *Plan*, 4) thoughts or feelings about the strategies proposed to achieve goals, and 5) any other strategies or practices you think BPD should consider to achieve its goals.

This *interview* OR *focus group* should last approximately 60 minutes. A $25 gift card will be provided at the conclusion of your participation to compensate you for your time and any expense you may have incurred to participate.

<center>***Questions begin on the following page***</center>

NOTE: Some questions will need to be adapted for semi-structured interviews. For example, Q1 would change to "Have you participated in an earlier stage of the *Reimagining Policing* planning process?" For the following questions, please share only that which you feel comfortable sharing.

1. By show of hands, who here has participated in an earlier stage of the *Reimagining Policing* planning process? Obtain count. If yes, what kind of involvement have you had in the process? 1-2 minutes

2. BPD has identified several value statements that guides the work that they do. We would like to solicit feedback on *two* of those value statements (we could consider alternating which value statements are used with different focus groups or just pick two for everyone). 10-15 minutes

Please reflect on the following statement(s):
   a. "Laws are enforced equitably"
       i. Do you feel laws are enforced equitably in Boulder? Why/why not?
       ii. What evidence would demonstrate that laws are equitably enforced in the Boulder community?
   b. "Police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing"
       i. What does professional and respectful policing look like in Boulder?
       ii. What are some issues/challenges facing the Boulder community that you feel do not require a police response?
       iii. What community resources are available to respond to non-police issues/challenges?
       iv. What additional community resources are needed to respond to these non-police issues/challenges?
   c. "Criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues"
       i. What should fair and just policing look like in Boulder?
       ii. How will you know when BPD has achieved this?

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      d.   What other community systems have a role in responding to crime/criminal behavior?

    d.   "Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force"

        i. What qualities/characteristics /skills are necessary for a Boulder police officer to possess?

Next, we would like to ask some questions about a few of the *Plan's* focus areas.

3. BPD identifies one focus area as "Partnering with the Community." 5-10 minutes
   a. What would it look like for BPD to truly be partnered with the community?
   b. Outside of emergencies, how would you like BPD to engage you/your community?

4. BPD has a goal to serve as a trusted partner in racial equity and support for vulnerable populations. One proposed strategy is to conduct mandatory racial equity training for all staff. 5-10 minutes
   a. What topics should be covered in such training? (e.g., structural/systemic racism, implicit bias, history of law enforcement in upholding slavery/systems of oppression, defining/deconstructing race and racism, etc.)
   b. Beyond racial equity, what other training should be provided to BPD staff to improve racial equity and support for vulnerable populations? (e.g., systems of oppression, disability etiquette, effective interpersonal communication, etc.)

5. What steps, strategies, or programs could BPD adopt to demonstrate transparency and accountability to the community (e.g., Police Oversight Panel; make more information publicly available (i.e., policies., procedures, yearly reports, traffic stops, misconduct complaints, training curriculum, etc.)? 5-10 minutes

Thank you for sharing this information with us. Now for the last portion of this meeting.

Allow 10-15 minutes for this last question

7. Take a moment to think about what it means to *reimagine policing* in Boulder.
   a. If implemented fully, do you think the Plan would significantly improve policing in Boulder? Please explain.
   b. Is there anything else you would like to see in the Plan?

APPENDIX G: HUMAN SUBJECTS PROTECTION AND ANALYSIS PROCEDURES FOR FOCUS GROUPS AND INTERVIEWS

Human Subjects Protection and Compensation

Both the survey data collection and qualitative engagement strategy were reviewed by the National Policing Institute's Institutional Review Board (IRB). Protocol 20222110_PS was approved on October 24, 2022.

Compensation, in the form of a $25 pre-paid Visa gift card, was provided by the City of Boulder to individuals who participated in focus groups or interviews. Compensation was provided to offset the costs incurred to participate (e.g., transportation or childcare costs incurred because of participation). Individuals associated with justice agencies (e.g., BPD employees) who participated in an interview or focus group were not offered a stipend, as research activities were conducted during their regular business hours.

Consent Procedures

Participants were given a hard copy (if conducted in person) or sent an electronic copy of the informed consent document (if virtual) prior to participation; consent documents were provided in both English and Spanish. Participants were asked to review the document before researchers addressed questions or concerns. Once questions and concerns were addressed, verbal consents were obtained prior to the start of each session.

Analysis

Analysis of interview and focus group data occurred in phases. First, preliminary themes were developed inductively by two research staff. Second, data was extracted from audio files, deductively coded by two research staff, and mapped to Plan focus areas. The third phase of analysis involved member checking to assess the truth value or resonance of preliminary themes with participants. Feedback from this step was incorporated into the final analysis of participant narratives. Narrative analysis is interpretive and focuses upon everyday lived experience; it is "the oldest and most natural form of sense making" (Jonassen & Hernandez-Serrano, 2002, p. 66). It is a collaborative process, grounded in relationship, that builds understanding between the researcher and participant(s) (Clandinin, 2013). Narrative inquiry and analysis give prominence to human agency thereby revealing rich, contextual descriptions of complex phenomenon (Reissman, 1993).

Techniques to Enhance Trustworthiness

Several techniques can be utilized to establish credibility and enhance trustworthiness of findings in qualitative research. In this study, triangulation of data sources, methods, and member checking or participant validation were employed (Creswell & Poth, 2018; Lincoln & Guba, 1985; Patton, 2015; Thyer, 2001). Triangulation of data was achieved through inclusion of multiple sources of data (e.g., focus group and interview narratives, survey responses to open-ended questions). Triangulation of methods occurred through the employment of narrative analysis for focus group and interview data and a directed content analysis for the survey responses. Member checking or participant validation (among alternative engagement participants) occurred at two points in the study: 1) during interviews, to clarify

meaning and maximize understanding, and 2) during data analysis, to provide feedback and offer additional insights on themes. An additional strategy to enhance trustworthiness is the creation of an audit trail; audit trails provide a meticulous recording of research activities. The audit trail, when combined with researcher field notes, provides a roadmap for an outside researcher to reconstruct a study for further investigation or verification (Thyer, 2001) though an outside researcher's findings may yield different results depending on their positionality and epistemological stance.