

# Reimagine Policing

## Boulder Police Department Master Plan

City of Boulder, Colorado  
July 2022 | DRAFT

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# LETTER FROM THE CHIEF

## Philosophical Approach to Reducing Community Harm – Holistic Governance

To effectively address public safety issues, Boulder police must work with our entire city to reduce community harm. This involves partnering with our community and leveraging the expertise and resources of all city departments. A holistic government model of public safety produces outcomes that are more effective, ethical, and equitable than relying on law enforcement alone to address crime and victimization.



Holistic governance confronts the fact that, “Problems that government is expected to tackle are not neatly organized along the functional lines by which government is itself organized.” A holistic governance public safety model offers a new and more impactful approach to police reform for three reasons.

First, holistic governance redefines the role of police. Officers serve as local government ambassadors, rather than strict enforcement agents. They investigate commonly reported problems, and help the community find sustainable solutions to long-standing problems. Police continue to enforce the law, show up to calls and arrest offenders. However, the need for direct intervention is reduced as calls for service decline. Fewer arrests in our most vulnerable communities reduce ethnic and racial disparities across all criminal justice outcomes.

Second, holistic governance reduces crime by maximizing the impact of existing city resources. It helps identify non-enforcement solutions to our community’s most pressing safety problems. It emphasizes prevention rather than reactive measures.

Third, holistic governance prioritizes the safety of our residents and officers. When we allow crime to persist, residents and officers are placed in harm’s way. Research finds that officer injuries are disproportionately concentrated in the same places where residents endure higher levels of victimization. Asking officers to continually respond to recurring problems, with no plan to address

underlying conditions, is unacceptable.

The basic tenets of holistic governance addresses inequities and concerns raised by social justice activists, while supporting efforts to improve officer wellness and safety outcomes. The city has already started adopting holistic governance in areas including homelessness and challenges on University Hill. Continuing alignment with this public model will allow the city to radically reimagine the future of policing.

Figure 1: Holistic Governance



# CHAPTER I: EXECUTIVE SUMMARY

## Intro

The Boulder Police Department (BPD) is currently updating its master plan, which will outline a new vision for policing in Boulder. All master plans are developed consistent with the city's [Community Sustainability, Equity, and Resilience Framework](#), as well as the [Boulder Valley Comprehensive Plan](#) (BVCP). Last revised in 2013, the master plan is undergoing an update to reflect current and emerging trends which include changes in community expectations, volume and type of calls for service, and innovations in policing. The plan includes strategies necessary to achieve this vision gradually with implementation within the next three to 10 years.

## What it Means to 'Reimagine' Policing

Thinking about the nature of Reimagining Policing is well expressed in the new draft "Assessment and Report on Findings on Policing National Best Practices," currently under review by the State of Colorado.

"The murder of George Floyd rightly brought a national level re-examination, and in many cases a re-imagining and re-engineering, of policing. Various reforms in jurisdictions throughout the country were enacted. Initial efforts properly focused primarily on increasing fairness in the system. This endeavor was not necessarily an attack on policing itself nor a wholesale attempt to devalue the work of those departments and officers that have worked assiduously to continually improve how they carry out their sworn duties. Rather, it was a clear recognition that more needed to be done in the area of fairness and that there was a unique window of opportunity to do so.

In the two years since that horrific day in Minneapolis, there has been a growing understanding that any practice that ultimately does not fully consider and balance the need for fairness, and the concomitant trust that such fairness will build, with the need for true public safety has the potential to cause unintended but impactful harm to the community. With recent historic increases in violent crime, a growing collateral refrain from communities has been that while they are certainly concerned with police conduct, they are equally concerned with their safety and the safety of their families and neighbors.

Colorado's reforms have recognized the imperative for such consideration and balancing and, indeed, this report is an outgrowth of that recognition. The areas of study called for by Colorado are those that, if reformed in accordance with best practices, would yield a system that is not only more fair, transparent, and responsive to the needs of the community but one that, in the end, will deliver better service and a safer community to those it serves. These areas also recognize that the ecosystem of police-community relations cannot flourish without a concern for making police officers all that the community needs them to be. Because of this, each area in this report recognizes the need to promote the wellbeing of officers and to make them more receptive and willing to engage. Moreover, this report also acknowledges the need for departments to recruit, retain, and promote those who truly share the goals and vision of their community and their department and who demographically represent the communities that they serve.

The sum of our work revolves around the relationship between police and the community and the ways in which this relationship can become more inclusive under a common public safety mission. Since the time of [Sir Robert Peel](#), policing has theoretically rested upon the foundational precepts that ‘the police are the public and the public are the police’ and that the ‘ability of police to perform their duties is dependent on public approval of police actions.’<sup>1</sup>

## The Environment

The environmental backdrop of the plan is influenced by a variety of factors:

### Community

- **Local/State/National Crime Trends** – The annual [Benchmark Cities](#) Survey shows that Boulder had the fourth highest number of calls for service per 1,000 residents in 2021, and the highest number in 2020, compared to 30 other midsized cities. In Boulder, violent crime is trending upward to match the state, and property crime is approximately twice as high as the property crime rate nationally.
- **Reallocation** – As part of the national conversation on police role and racial equity, some questions have been raised about whether policing budgets should be decreased or eliminated to fund other community services. BPD, in partnership with the city’s Housing and Human Services Department, has implemented non-traditional responses to calls that are not primarily criminal. Both departments strongly support increased investment in the social safety net and the need for better “upstream” community services, like access to mental health treatment. However, to date evidence from other cities does not clearly indicate links between reductions in police budgets and positive community outcomes, and many cities found reduced police budgets unsustainable.

### City Organization

- **Workload** – Overall police response incidents are down due to reductions in proactive and traffic incidents which require less officers and time to clear. Despite a declining number of incidents, rising property crime and violent crime have increased average officer time spent per incident and increased the average number of officers required to handle an incident.
- **Staffing** – Nationwide, departments face significant challenges to recruit and retain officers, and Boulder is no exception. High turnover rates and difficulty filling vacancies have resulted in low staffing numbers, putting officer time at a premium. Additionally, limited departmental capacity and increased service demand impact officer morale and wellness, restrict the ability of officers to work with the community on proactive on problem solving, and could impact service effectiveness. Several strategies in the plan call for officer training, and until more officers can be hired the department will need to carefully balance on-duty staffing and time for training.
- **Racial Equity** – The City of Boulder has adopted a [Racial Equity Plan](#), with Boulder Police Chief Maris Herold as part of the Guiding Coalition for that effort. The city’s racial equity work is integrated with the police department master plan, as well as all city plans.

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<sup>1</sup> IntegrAssure and National Policing Institute, Draft report, “Assessment and Report on Findings on National Best Practices,” June 24, 2022

## Community Engagement

Four engagement windows captured feedback on different elements of the plan's creation and content. Engagement was designed to capture a variety of perspectives and needs, support inclusive participation formats, incorporate cultural and linguistic competency, include qualitative and quantitative data, and included a statistically valid community survey.

The first engagement window focused on community hopes, values and concerns for community safety and BPD, and was used to develop draft public safety value statements and focus areas which together function as the framework to guide the plan.

- I. Partnering with Community**
- II. Ensuring Right Response, Role for Police**
- III. Providing Leadership in Preventing/Reducing Crime**
- IV. Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**
- V. Recruiting & Supporting a Professional Workforce with Integrity**
- VI. Modeling Transparency & Accountability**

These focus areas were reaffirmed in Engagement Window II, and each of the strategies and tactics in the plan is associated with one or more focus area.

Engagement Window III was an opportunity to provide information and answer questions from previous windows about how the department operates and changes that are already underway. Engagement Window IV is being facilitated by an outside consultant, the National Policing Institute, to gain comprehensive feedback on the draft Reimagine Policing plan.

## Strategies

Figure 2 provides a summary overview of the Reimagine Policing strategies described in more detail further in this plan. Each strategy is associated with one or more focus areas. Strategies are also identified as new or ongoing. In considering the role of ongoing strategies in a plan under development, it is important to note that in 2020 the City of Boulder hired a new Chief of Police that came with a background in police reform. Relatively early in her tenure, Chief Herold proposed and began to implement a reform action plan in Boulder, as city departments are encouraged to improve services as opportunities arise rather than wait for completion of the next master plan. Therefore, some strategies are identified as new if they were implemented at the time of the recent reform plan. Some ongoing strategies are efforts that the department has previously implemented, that are important to continue or build on to reach community goals.



Figure 2: Reimagine Policing Strategy Overview

#	New/ Ongoing	Strategy	Focus Area(s)
1		Collaborating on alternative responses to community problems	
1.a	Ongoing/ New	Non-traditional responses	Ensuring Right Response, Role for Police Partnering with Community
1.b	Ongoing	Broader city context for social support partnerships	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
2	New	Recruit and retain a diverse workforce 30x30 Initiative	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity
3		Adopt policing models that are best practices, emphasizing evidence-based models	
3.a	New	Stratified Policing	Partnering with Community Providing Leadership in Preventing/ Reducing Crime Modeling Transparency & Accountability
3.b	New	Integrating Communications, Assessment, and Tactics (ICAT) Model	Modeling Transparency & Accountability Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role for Police
3.c	New	Commission on Accreditation for Law Enforcement Agencies (CALEA) Accreditation	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity Modeling Transparency & Accountability Ensuring Right Response, Role of Police
4	New	Staffing for Community Problem Solving	Ensuring Right Response, Role of Police Partnering with Community Providing Leadership in Preventing/ Reducing Crime
5	New	Transparency in Stop, Arrest and Use of Force Data	Modeling Transparency & Accountability

			Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Providing Leadership in Preventing/Reducing Crime
6		Continuous improvement and independent review in complaints/use of force	
6.a	Ongoing	Use of Force Investigations	Modeling Transparency & Accountability
6.b	New	Police Oversight Panel	Modeling Transparency & Accountability Ensuring Right Response, Role for Police Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with the Community
7		Training and Engagement for Future Policing	
7.a	New	Restructure to Implement Training Unit	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
7.b	Ongoing	Administer Racial Equity Trainings	Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
7.c	New	Executive, Command and Supervisor Training	Recruiting & Supporting a Professional Workforce with Integrity
7.d	New	Boulder Police/CU Police POST Academy	Modeling Transparency & Accountability Ensuring Right Response, Role of Police
7.e	New	ABLE: Active Bystandership for Law Enforcement	Recruiting & Supporting a Professional Workforce with Integrity
7.f	New	Civil Disturbance Training	Ensuring Right Response, Role of Police
7.g	New	Community Involvement with Police Training	Recruiting & Supporting a Professional Workforce with Integrity Partnering with Community
7.h	New	Procedural Justice Training	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
8		Information and Outreach	

8.a	New	Public Data Portal	Partnering with Community Providing Leadership in Preventing/ Reducing Crime Modeling Transparency & Accountability
8.b	Ongoing	Community Engagement	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with Community Ensuring Right Response, Role of Police
9		Improving service through technology	
9.a	Ongoing	Unmanned Aircraft Systems	Providing Leadership in Preventing/ Reducing Crime Ensuring Right Response, Role of Police
9.b	Ongoing	Body Worn Cameras	Modeling Transparency & Accountability Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
9.c	Ongoing	Robots	Providing Leadership in Preventing/ Reducing Crime Ensuring Right Response, Role of Police
9.d	New	Anticipated Future Technology Needs	Providing Leadership in Preventing/ Reducing Crime
9.e	New	Next Gen 911	Ensuring Right Response, Role of Police
10	Ongoing	Employee Wellness	Recruiting & Supporting a Professional Workforce with Integrity
11	Ongoing	Responding to Climate Change	Ensuring Right Response, Role of Police
12	New	Partnerships to leverage external resources	Providing Leadership in Preventing/ Reducing Crime
13	New	Creating the right space to do the work	Recruiting & Supporting a Professional Workforce with Integrity Ensuring Right Response, Role of Police

## Budget

Estimated costs of fully funding implementation of the draft Reimagine Policing plan include \$1.77 million in one-time expenditures and \$3.89 million in additional ongoing costs phased in over a five-year period. Some strategies and tactics do not require additional funding for BPD. The police department is exclusively funded by the city's general fund, except for some limited grant funds. As such, the master plan must rely on general fund revenue unless the city passes a dedicated tax supplement.

## CHAPTER II: BACKGROUND

### Current Police Department Mission Vision and Values

#### Mission

- Partnering with the Community to Provide Service and Safety

#### Vision

- The Boulder Police Department strives to be a premier law enforcement agency and a model of excellence in policing by creating partnerships, building trust, reducing crime and improving the quality of life for our community.

#### We Value

- Public Trust
- Accountability to the Law
- The Rights of all People
- Courage and Selfless Honor
- Personal and Organizational Integrity
- Excellent Service
- Respect for our Community and One Another
- Our Employees and their Service to our Community

The department has established a process that incorporates input obtained during the master planning process from department members and the community to revise the department's values and vision and mission statements.

### 2013 Police Master Plan Goals and Accomplishments

The Boulder Police Department Master Plan was last updated in 2013 and adopted by council in early 2014. In 2013, the department's budget was \$31.7 million, and it employed 173 sworn officers and 104 civilian employees. By comparison, the 2022 department's budget is \$40.4 million and there are 190 sworn officers and 99 civilian employees. Approximately 84 percent of the department's budget is personnel expense, specifically salary and benefits.

#### Accomplishments since the 2013 Master Plan:

##### New Public Safety Radio System

Implemented a new \$6 million digital trunked radio system for police, fire and Emergency Medical Services (EMS), which has provided a significant improvement in community and officer safety. The 2013 Master Plan identified the need to replace much of the city's existing police, fire, and EMS radio system. The system was old and radio quality and dependability was rapidly declining. The police department paid much of the operating and maintenance costs out of the department's general operating fund. The police department, fire department and the city facilities department collaborated on developing an entirely new radio system. Funding from the Community Culture and Safety tax was allocated to replace the radio system with a new state-of-the-art system. The police

department began using the new system in February 2022.

### **Community Policing**

One of the major initiatives was to refine what community policing looks like in Boulder. The department also wanted to evaluate the Neighborhood Impact Team and apply the lessons learned to approaching public safety in the future. The outcome was the creation of the department's [Neighborhood Policing Area Program](#), which now assigns officers to specific neighborhoods in Boulder with the goal of collaborating with community members and businesses on public safety issues. In addition, the Neighborhood Impact Team has been expanded to work in traditionally underserved parts of the community with the goal of building trust in communities that may be reluctant to call the police.

### **Alternative Response to Calls for Service**

To better manage calls for service, the department committed to looking at other options for handling non-emergency calls that do not require an officer's response, as well as reducing false alarm calls.

- The department has increased its online reporting capabilities, providing community members the option of completing minor reports in a manner that leaves police officers available for calls that require more immediate in-person response.
- In 2016, council passed ordinance 8123, creating the false alarm reduction program. This program requires all alarms in Boulder to be registered with the intent to reduce police response to false alarms. This ordinance has reduced officer response to false alarm calls by 48% compared to 2014.
- Established the [Homeless Outreach Team](#) as a non-enforcement approach to assist community members experiencing homelessness. These officers connect individuals with services and benefits with the goal of transitioning them into housing.
- Established a co-response team for behavioral health issues: Co-response is in its second generation with the city-run [CIRT](#) (Crisis Intervention Response Team) replacing the BPD/Mental Health Partners EDGE Team (Early Diversion, Get Engaged). This team pairs a mental health professional with officers responding to calls involving behavioral health components.

### **Technology Improvements:**

- Purchased and implemented a Records Management System. The new system went live in 2017 and includes the ability to capture stop-related data and manage reports that are submitted online.
- Implemented Body Worn Cameras for all commissioned and limited commissioned personnel. Body-worn cameras and stop data collection are now required statewide with the passage of SB20-217. Because the BPD was the first law enforcement agency in the county to purchase body-worn cameras in 2015 and one of only three agencies in the entire state to collect stop data, it is already in compliance with two of the most costly and challenging aspects of SB20-217.
- Implemented a cutting-edge Unmanned Aircraft System (drone) program.

### **Staffing and Personnel Resources:**

- Created a training team of one sergeant and four officers to improve the delivery of training within the department.
- Added a commander to manage added responsibilities such as Animal Protection, Code Enforcement and Marijuana Enforcement.

Changes in law, technology and public expectations drive changes in policing that often are not foreseen in the master planning process. For example, body worn cameras and unmanned aircraft platforms were not on the horizon when the department's last master plan was adopted.

## **Police Department Core Services**

### **911 Center**

The 911 Center is known in the industry as a Public Safety Answering Point (PSAP). The Boulder Police Department operates the city's 24/7/365 PSAP for all police, fire, and medical services in the City of Boulder<sup>2</sup>. Additionally, the BPD center provides dispatch services for the city's Open Space and Mountain Parks Rangers, the [CIRT \(Crisis Intervention Response Team\)](#) program and various community emergency alert systems such as Wireless Emergency Alert, Everbridge (reverse 911) Text2-911 and emergency sirens. The PSAP is the vital link between the community and public safety services of all kinds.

### **Patrol Operations**

The police department operates three main shifts of patrol officers who provide 24-hour service for response to emergency and non-emergency calls for service. Patrol officers are assigned to geographic districts to provide service and build partnerships to address crime and crime-related problems, which is commonly referred to as a community-oriented or community-based policing philosophy. The department's structure is evolving to better address crime and crime-related problems, with a goal of becoming more proactive and less reactive.

### **Investigations**

The department's Detective Bureau is responsible for the investigation of serious crimes, such as murder, robbery, sexual assault, burglary, auto theft, domestic violence, child and elder abuse, and arson. Detectives are also assigned as members of the Boulder County Drug Task Force and the Boulder County Computer Crimes Forensics Lab. The drug task force focuses on the distribution of narcotics and the investigation of fatal drug overdoses. Certified computer crimes investigators investigate computer-related crimes and provide forensic analysis of cell phones and computers used in serious crimes such as child pornography, homicides, and sexual assaults. The demand for forensic analysis of cell phones has grown tremendously as cell phones contain extensive evidence in almost every crime.

The department's structure is evolving to better integrate divisions and units in a unified approach to address crime and crime-related problems, with a goal of becoming more proactive and less

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<sup>2</sup> The University of Colorado Police Department operates its own PSAP for the Boulder Campus. BPD dispatches fire and animal protection services for the university.

reactive.

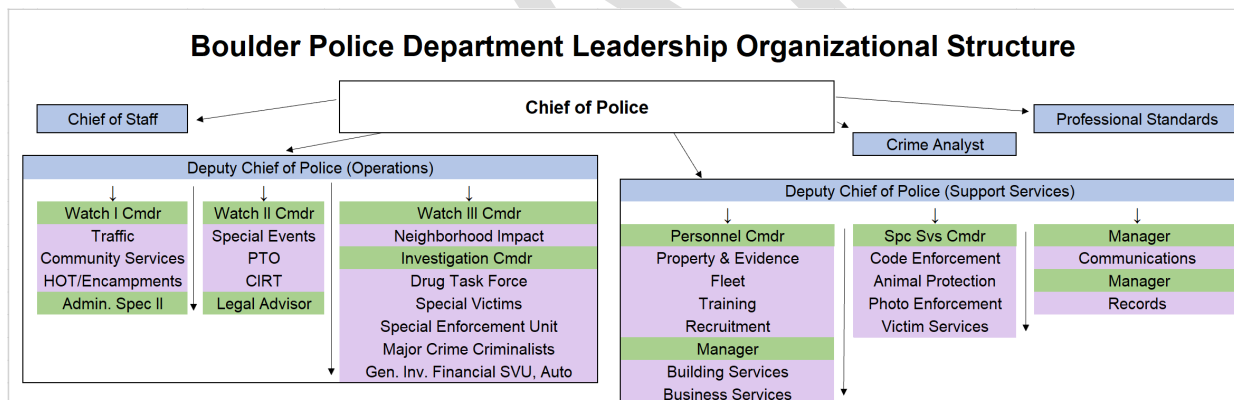
## Organizational Structure

The police department is divided into three divisions:

- **Administration** – The Chief of Police, Chief of Staff, two Deputy Police Chiefs, the Professional Standards Unit and Public Information Officer.
- **Operations** – The Operations Division is headed by a deputy chief and consists of Patrol, Traffic, Special Events, SWAT, Investigations, and the Police Legal Advisor. Most commissioned officers are assigned to the Operations Division.
- **Support and Staff Services** – The Staff and Support Services Division is headed by a deputy chief and consists of Animal Protection, Code Enforcement, Records, Training, Communications (Police and Fire Dispatch) Property and Evidence, Personnel, Maintenance and Finance.

The Operations and Staff and Support Services Divisions were reorganized in late 2021, with Animal Protection, Code Enforcement, and Photo Enforcement moving to Staff and Support Services. Command personnel were also dedicated to work on CALEA accreditation, as described in later sections of this plan.

**Figure 3: BPD Organizational Structure**



The department's commissioned rank structure is under review by the executive team. Currently, BPD has the following commissioned ranks (and authorized numbers):

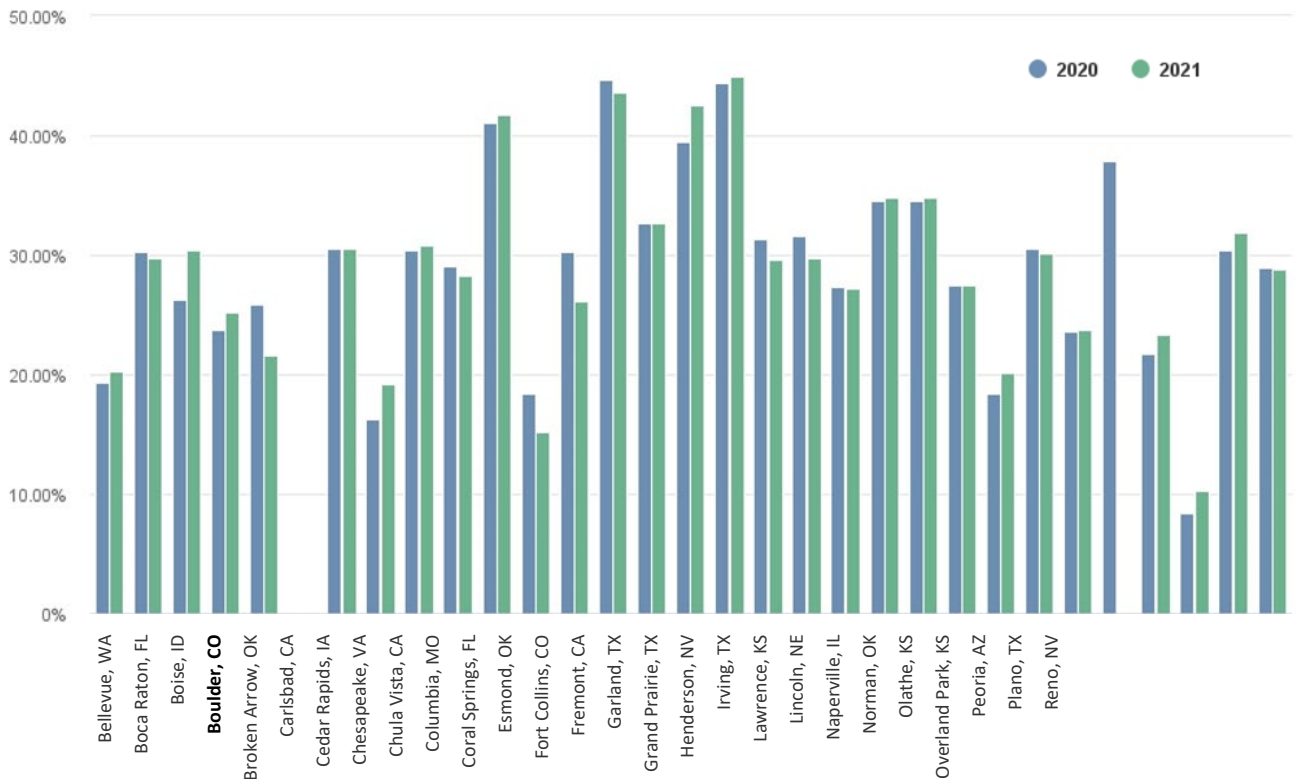
- Officer/Detective (156)
- Sergeant (25)
- Commander (6)
- Deputy Police Chief (2)
- Chief of Staff (1-non-commissioned)
- Chief of Police (1)

This structure has been in place since 1998 when the department was smaller. As the department has grown and service demands have changed, the need for a lieutenant rank between sergeant and commander has been identified. Because of salary compression between sergeants and commanders, implementing a lieutenant rank will have budget implications and salary impacts in the ranks.

## Current Funding Overview

The 2022 approved budget for the Boulder Police Department is \$40,406,484 and includes 288.9 full-time equivalent (FTE) positions. While funded at that level, at any given time the department is likely to have vacancies. The department is authorized for 190 police officer positions (this includes all ranks) and 98.9 non-commissioned employees. The department’s budget is almost exclusively funded by the city’s General Fund, meaning that the same pool of resources supporting police operations are also used to fund other city services. Less than 1% of the department’s budget comes from the Governmental Capital Fund, which is tied to the General Fund. Approximately 1.6% of the 2022 budget was funded by state or federal grants. Grant funding varies greatly from year to year. The BPD budget accounts for approximately 25% of the City of Boulder General Fund. In 2020, police department budgets for [benchmark cities](#) represented an average of 28.5% of their cities’ budgets.

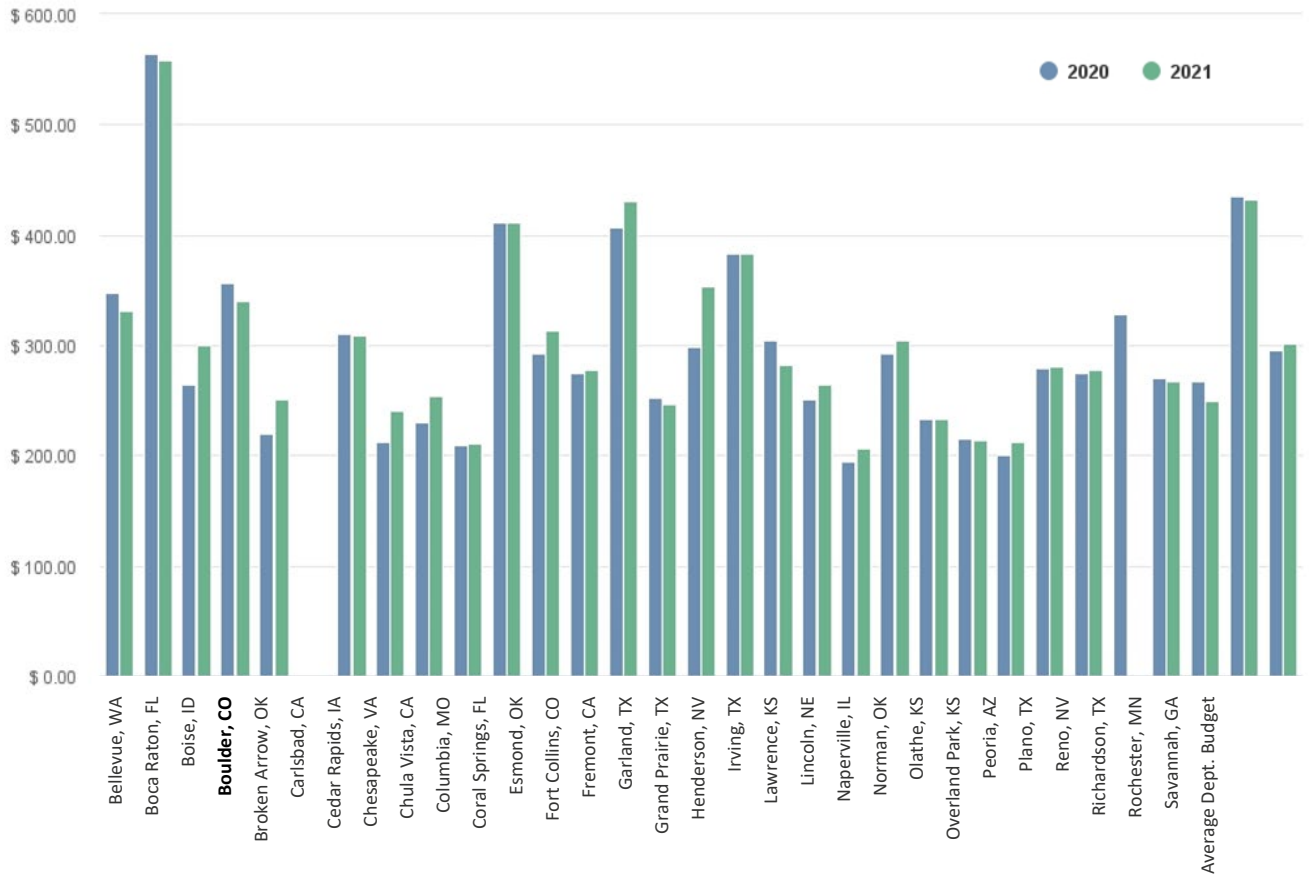
**Figure 4: Benchmark Cities – Police Department Budget as a Percentage of City Budget**





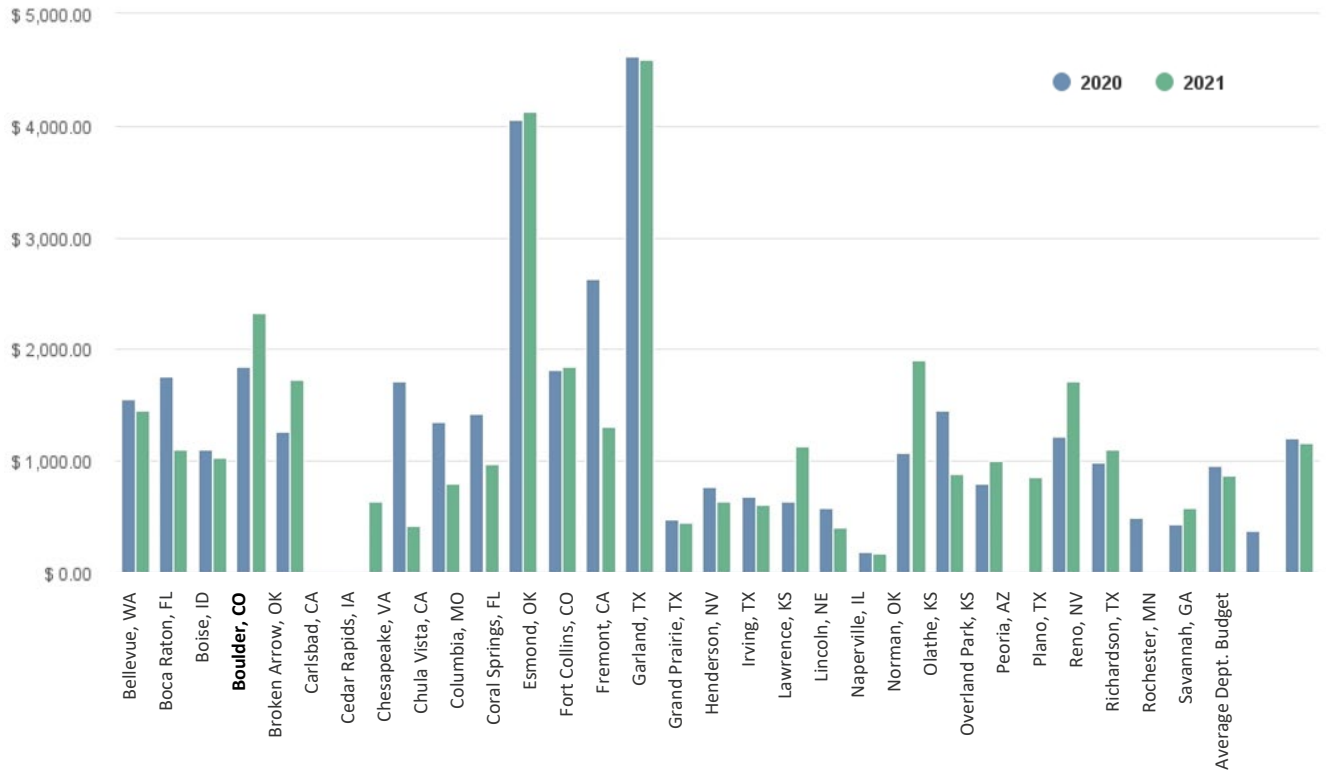
Benchmark data regarding police department budget dollars per resident is shown below, with Boulder’s department per capita budget at \$340 per resident and the benchmark cities average at \$301 per resident.

**Figure 5: Benchmark Cities – Police Department Budget Per Capita**



Benchmark data for department dollars spent on training per officer is shown below. In 2021 Boulder spent an average of \$2327 in training per officer while benchmark cities spent an average of \$1156 per officer.

**Figure 6: Benchmark Cities – Amount Spent on Training Per Officer**



The following charts represent various aspects of the department's budget over the past three years, including numbers of Full Time Equivalent (FTE) staff.

Figure 7: Boulder Police Department by Staffing and Function 2020-2022



Police categories from the above pie charts include:

- **Officer Patrol** – commissioned police officers typically ‘on the street.’
- **Officer/Non-Patrol** – commissioned officers that are not typically on the street such as Detectives, Narcotics, and the Training Unit.
- **Non-Officer Direct Programs** – other programs performed by non-commissioned employees such as Animal Protection, Code Enforcement, Photo Enforcement, Victim Services.
- **Police & Fire Communications Center** – dispatch for 911 calls.
- **Departmental Support Programs** – Police Records, Property & Evidence, Technology, Criminalists, Crime Analysis, Facilities, Fleet, Personnel, Business Services/Grants and Administration.

Equipment and maintenance cost increases have outpaced budget increases over the past five years. As a result the department has had to use money from vacant positions to offset equipment costs. Future budget strategies need to account for these increases as the department moves closer to being fully staffed.

## The Environment – Factors that Influence the Department’s Future

### Workload and Staffing Analysis

One of the most critical aspects of the department’s Master Plan is determining its officer staffing needs now and for the future. The department conducted its last staffing and deployment analysis in 2012 in preparation for the 2013 Master Plan.

To update this information, BPD contracted with Dr. Troy Payne to conduct a workload and staffing analysis focused on the patrol section of the department. Dr. Payne’s analysis covered the period from 2013-2020, with some data from 2021.

The report finds that BPD’s workload has shifted substantially from 2013 to 2020 toward more property crime and violent crime and away from traffic stops. Property crime incidents have increased by 40% over this period, while violent crime incidents have increased by 60%. Nevertheless, the total number of incidents has declined. Despite an overall declining number of incidents, the change in the nature of the workload has increased the average officer time spent per incident and increased the average number of officers who are required to handle an incident. This change can in part be explained by looking at data on the types of incidents BPD has responded to over time, how those types have changed in recent years, and the different resource needs each incident type requires.

The Boulder Police Department serviced<sup>3</sup> an average of 56,738 incidents per year 2013-2020, including both proactive and reactive incidents. The total number of incidents was highest in 2014 with 64,399 incidents, and lowest in 2020 at 50,441 incidents in that year. Overall, there has been a 21.4% decrease in the annual number of incidents BPD responds to each year over the period 2013-2020. This overall decline masks increases in some categories of incidents while others

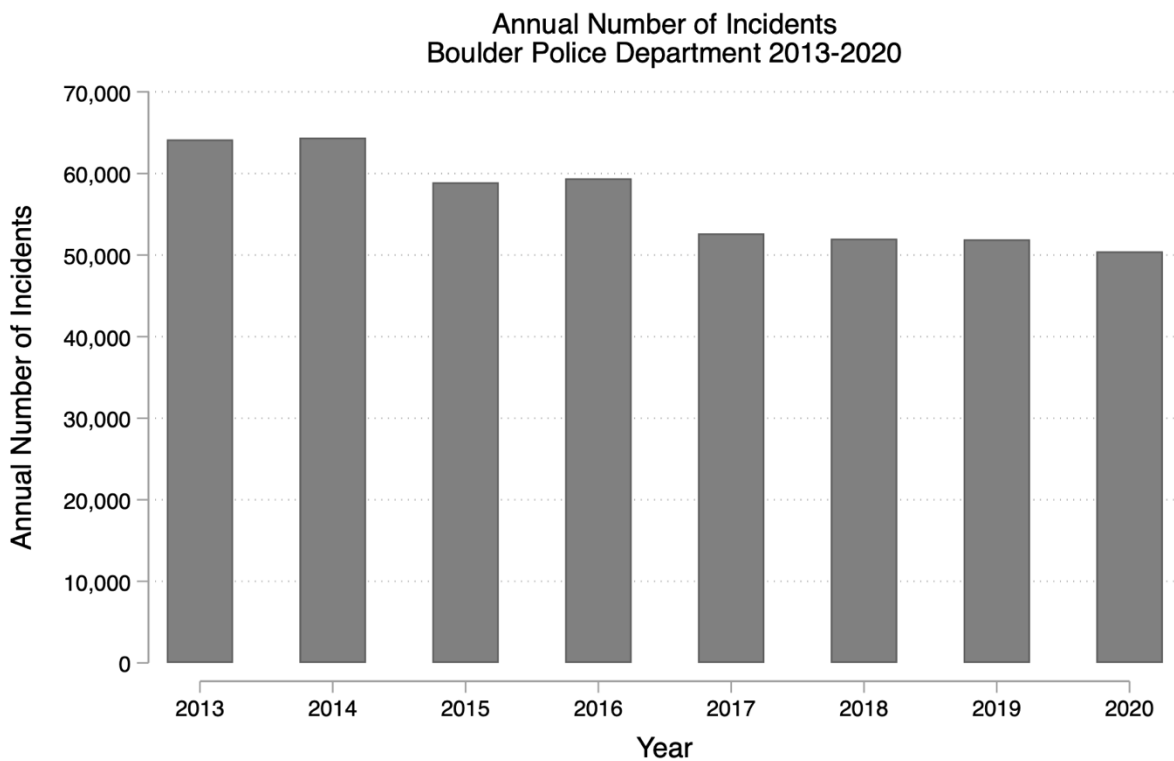
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<sup>3</sup> “Serviced” means at least one sworn unit was recorded by dispatch as having arrived at the incident.

decreased, as discussed below.

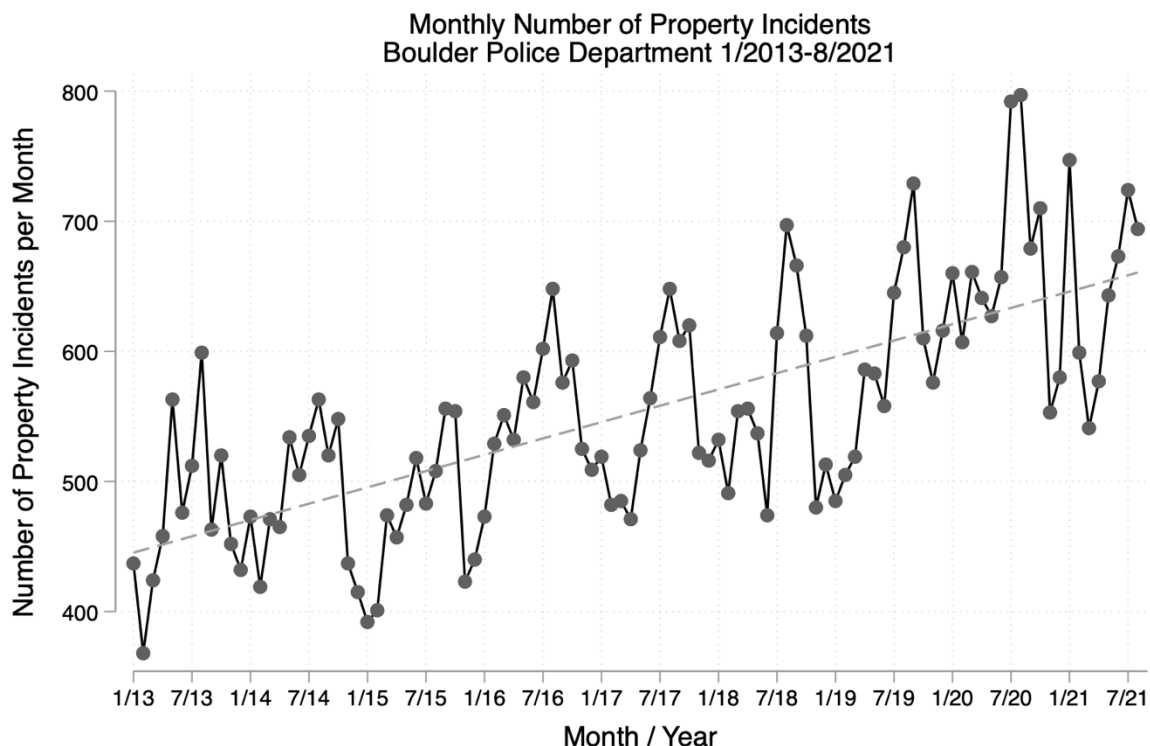
From 2013-2020, there was a marked shift in activity from proactive incidents to reactive incidents. Proactive incidents include traffic stops, pedestrian contacts, foot patrol, and other officer-initiated activity. In 2013, nearly half of BPD’s workload (46.8%) was proactive. By 2020, just 25.7% of BPD incidents were proactive. Reactive incidents, those in which community members have requested service, increased from half (47.9%) to more than two-thirds (70.5%) of incidents over the same period. Traffic collisions and 911 hang ups have remained a relatively stable proportion of BPD workload, except for reduced collisions in 2020, presumably from reduced vehicular traffic due to COVID-19 mitigation policies.

Figure 8: Incidents Serviced



While overall volume has declined, some incident types have increased. Property crime incidents have increased from 5,700 in 2013 to nearly 8,000 in 2020, a 40% increase. Half of this change came from an increase in trespassing in-progress incidents, which increased from almost 900 in 2013 to nearly 2,500 in 2020. Much of the remainder of the increase came from suspicious in-progress incidents, which increased from 730 in 2013 to 1,200 in 2020. The number of property incidents shows a smooth increase over the period 2013-2020. A strong seasonal component is clear when the monthly number of incidents is plotted (see Figure 9), and the overall increasing trend appears to be similar for the early months of 2021.

Figure 9: Property Incidents



Violent incidents also increased from 2013-2020, from 1,700 to 2,750, an increase of 60%. This increase was broad-based, with a 16% increase in assaults<sup>4</sup>, a 34% increase in domestic disturbances<sup>5</sup>, a 100% increase in harassment incidents<sup>6</sup>, a 525% increase in menacing<sup>7</sup> (from very small numbers in 2013), a 34% increase in shots heard<sup>8</sup>, and a 98% increase in weapons incidents<sup>9</sup>. Like the increase in property incidents, this increase in violent incidents has been relatively smooth over the period 2013-2020. Also, like property incidents, there is a strong seasonal component to the trend, and the general trend has continued into 2021.

<sup>4</sup> Summing in-progress, just occurred, and cold incidents, assaults increased to 398 in 2020 from 341 in 2013. There were 373 assault incidents in 2019.

<sup>5</sup> Summing in-progress, just occurred, and cold incidents, domestic disturbances increased to 706 in 2020 from 527 in 2013. There were 636 domestic disturbance incidents in 2019.

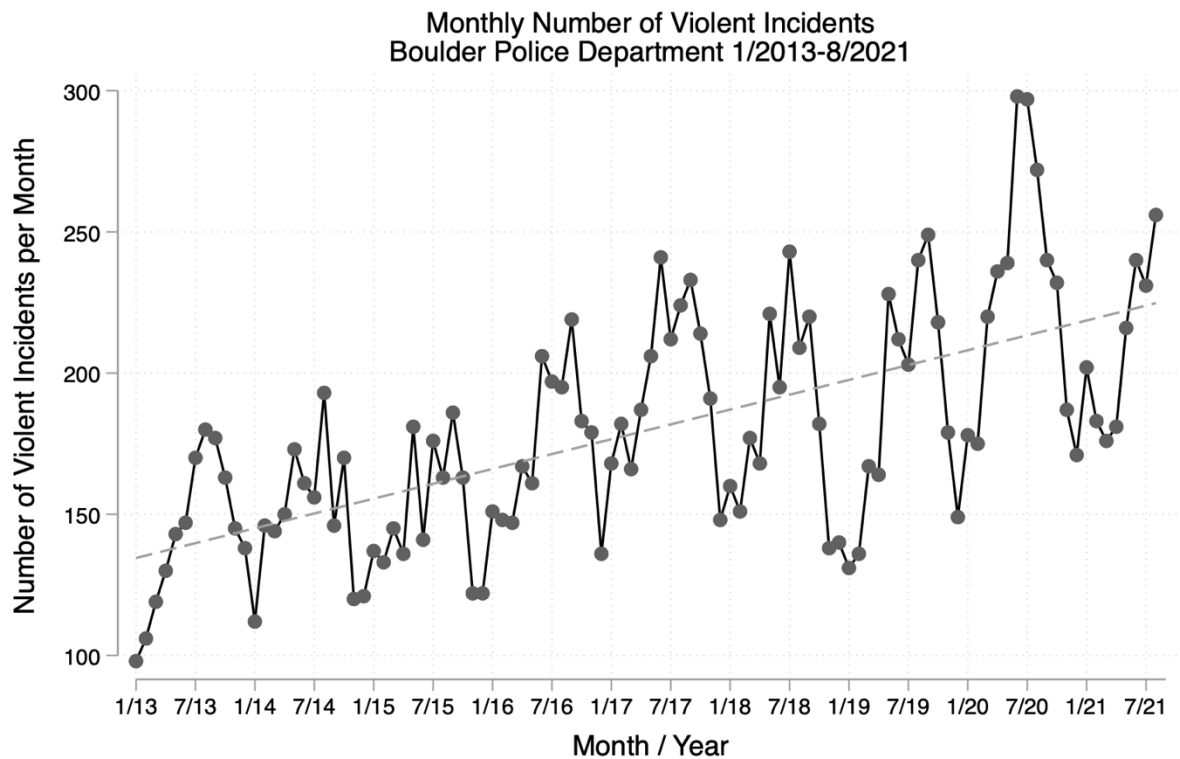
<sup>6</sup> Summing in-progress, just occurred, and cold incidents, harassment increased to 1,089 in 2020 from 544 in 2013. There were 804 harassment incidents in 2019.

<sup>7</sup> Summing in-progress, just occurred, and cold incidents, menacing increased to 100 in 2020 from 16 in 2013. There were 166 menacing incidents in 2019.

<sup>8</sup> Summing in-progress, just occurred, and cold incidents, shots heard increased to 129 in 2020 from 96 in 2013. There were 124 shots heard incidents in 2019.

<sup>9</sup> Summing in-progress, just occurred, and cold incidents, weapons increased to 131 in 2020 from 66 in 2013. There were 95 weapons incidents in 2019.

Figure 10: Violent Incidents



The police incident data examined in the report is more inclusive than what agencies report to the Federal Bureau of Investigation (FBI) Uniform Crime Reporting (UCR) program that may be more familiar to some readers. Similar changes are seen in summary data reported to the FBI Uniform Crime Reports program<sup>10</sup> as well: NIBRS (National Incident-Based Reporting System) property crimes increased 36%<sup>11</sup> from 2013-2020. NIBRS violent crimes increased 57%<sup>12</sup> over the same period.

As these reactive incidents increased, proactive contacts with the public have declined. From 2013-2020, the number of non-traffic proactive incidents has dropped by more than 59%, from more than 8,000 in 2013 to 3,200 in 2020. Both officer-initiated events and pedestrian contacts have declined. Traffic incidents have also declined, with nearly all of the decline coming from traffic stops (from nearly 20,000 incidents in 2013 to 6,300 in 2020).

Like the changes in property and violent crime incidents, the change in traffic incidents is steady

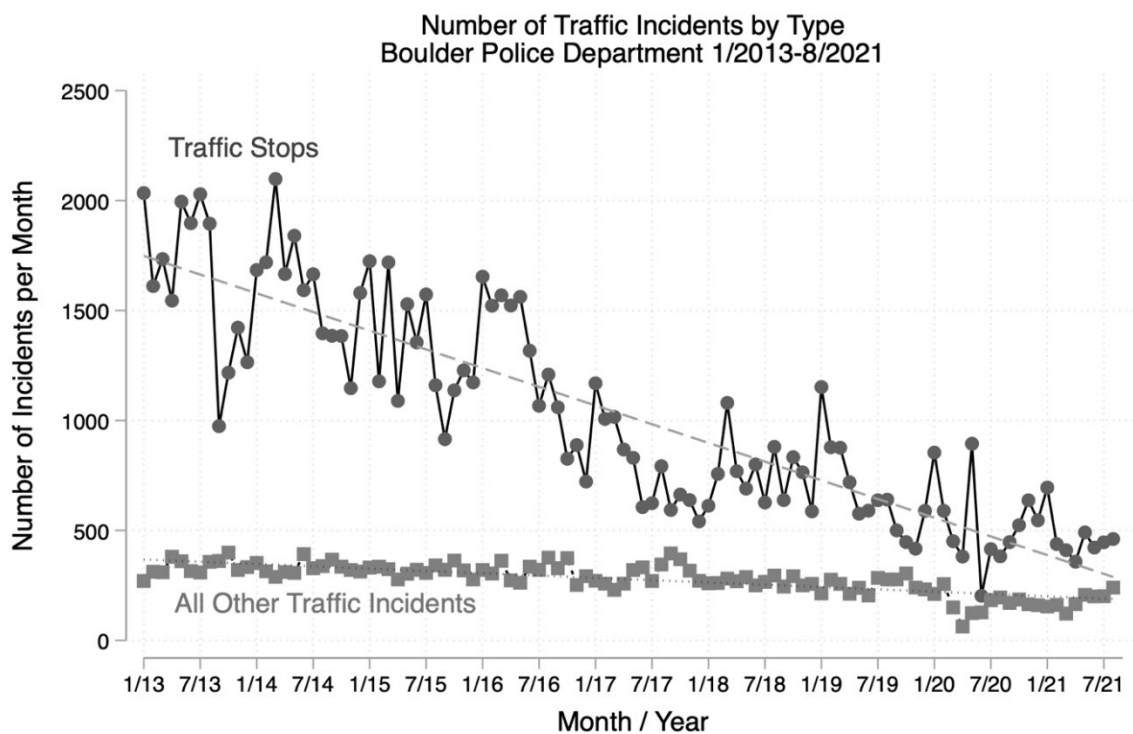
<sup>10</sup> UCR data provided by the FBI's Crime Data Explorer at <https://crime-data-explorer.fr.cloud.gov/pages/explorer/crime/crime-trend>, retrieved 23 Oct 2021.

<sup>11</sup> Property crimes (summarized NIBRS offenses) increased from 2,949 in 2013 to 4,019 in 2020. There were 3,316 property crimes reported to NIBRS in 2019.

<sup>12</sup> Violent crimes (summarized NIBRS offenses) increased from 218 in 2013 to 343 in 2020. There were 277 violent crimes reported to NIBRS in 2019.

over the years 2013-2020. Figure 11 shows the monthly number of traffic stop incidents and all other traffic incidents including collisions, Driving Under the Influence (DUI), and other incidents in which a sworn BPD unit responded.

**Figure 11: Traffic Incidents**



As the type of incidents in BPD's workload has changed over time, the average officer time spent at each incident has changed as well. The average number of officer-minutes per incident has increased from 37.8 minutes in 2013 to 46.5 minutes in 2020 and 45.2 minutes in 2021. The percentage of incidents with more than one officer on scene increased from 26% in 2013 to 35% in 2020.

The changes in incident types over time discussed in the prior section help to explain why BPD officers are spending more time at each incident on average, and why incidents are more likely to have multiple officers arrive. In general, the incident types that have increased since 2013 are both more time consuming on average and are more likely to involve multiple officers than the incident types that have decreased. There do not appear to be strong 2020-only effects in the workload analysis.

Overall incidents are down due to reductions in proactive incidents and traffic incidents, with both down more than 50% from 2013 to 2020. As with the overall number of incidents, these changes in workload are consistent over multiple years and do not appear to be limited to 2020. This compositional change has impacts on the number of officers required and the nature of the work that officers do. Property and violent incidents take longer to clear than traffic and proactive incidents, on average. Both property and violent incidents are far more likely than traffic incidents

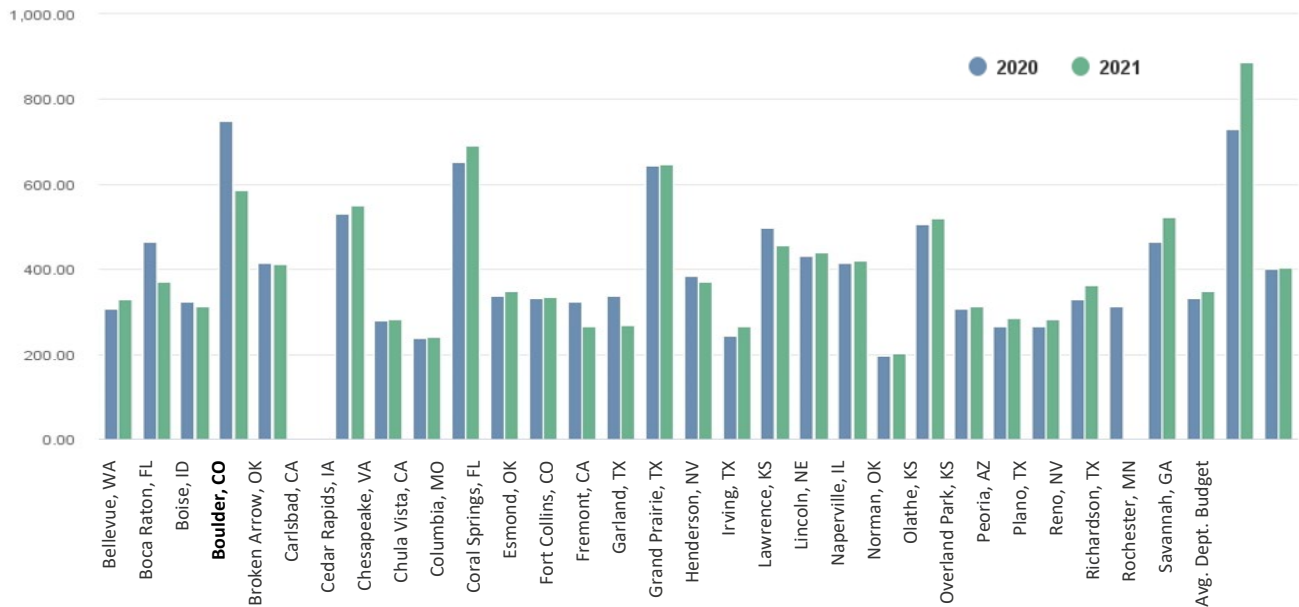


to involve more than one officer.

The full report can be found here- <https://bouldercolorado.gov/media/8564/download?inline>

The annual Benchmark Cities Survey<sup>13</sup> shows that Boulder had the fourth highest number of calls for service per 1,000 residents in 2021, and the highest number in 2020, compared to 30 other midsized cities. Only Savannah, GA, Grand Prairie, TX, and Columbia, MO had more calls per 1,000 population than Boulder in 2021. Boulder’s calls for service per capita are notably higher than Fort Collins, which is the only other Colorado member of Benchmark.

**Figure 12: Benchmark Cities – Calls for Service per 1000 Residents**



Recommendations from the Workload and Staffing Analysis by Dr. Payne are included in the Strategies section of this plan.

**Local, State and National Crime Trends**

Crime in Boulder Colorado has increased in recent years, and it is worth considering in the context of state and national crime trends. Because 2021 crime estimates are not yet available for the entire United States, the comparisons made here are for 2018-2021 in Boulder, 2018-2021 in Colorado, and 2018-2020 in the United States. These crime rates per 100,000 residents were calculated with data publicly available through the Colorado Department of Public Safety for local and state estimates, and the FBI for national estimates. The three kinds of comparisons made are for violent crime (such as murder, sex offenses, robbery), property crime (such as theft, burglary,

<sup>13</sup> Benchmark Cities consists of thirty mid-sized cities. Each year the Benchmark organization completes a thorough survey among the participating police departments and publishes the results. See <https://www.opkansas.org/city-services/police-fire-safety/police-special-services/benchmark-cities-survey/> Boulder PD has been a member of the Benchmark Cities for more than twenty years.

fraud), and motor vehicle theft.

Violent crime, property crime, and motor vehicle theft experienced substantial rate increases in 2020 and 2021 in both Boulder, and in Colorado. The national crime rate from 2019-2020 increased in violent crime and motor vehicle theft but decreased in the rate of property crime. Violent crime in Boulder, while historically below the national average, is trending upward in a way that matches the state of Colorado. The property crime rate in Boulder is approximately twice as high as the property crime rate nationally, and this is substantially higher than the state property crime rate. The motor vehicle theft rate is also substantially greater in Colorado and in Boulder than it is nationally.

Many possible explanations exist for why crime has increased in Boulder in recent years. While the Boulder Police Department is committed to addressing threats to public safety, and engages in problem-solving efforts with numerous community partners, it may take time to fully grasp the scope of nationally relevant issues that also affect Boulder, such as the COVID-19 pandemic, changing jail standards, civil unrest, lack of mental health treatment facilities, and spread of addictive and fatal stimulants and opioids

**Figure 13: Local, State and National Violent Crime**

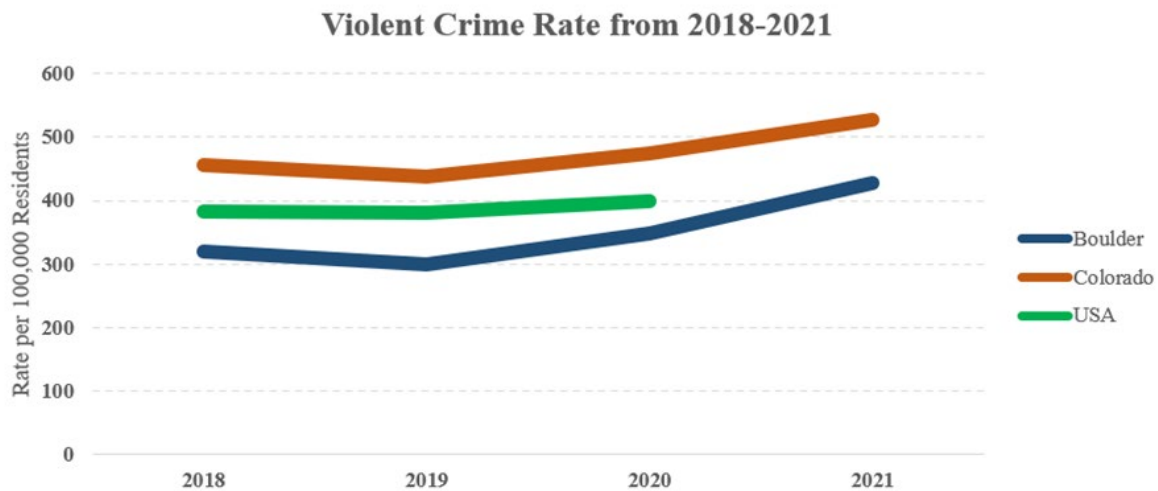


Figure 14: Local, State and National Property Crime

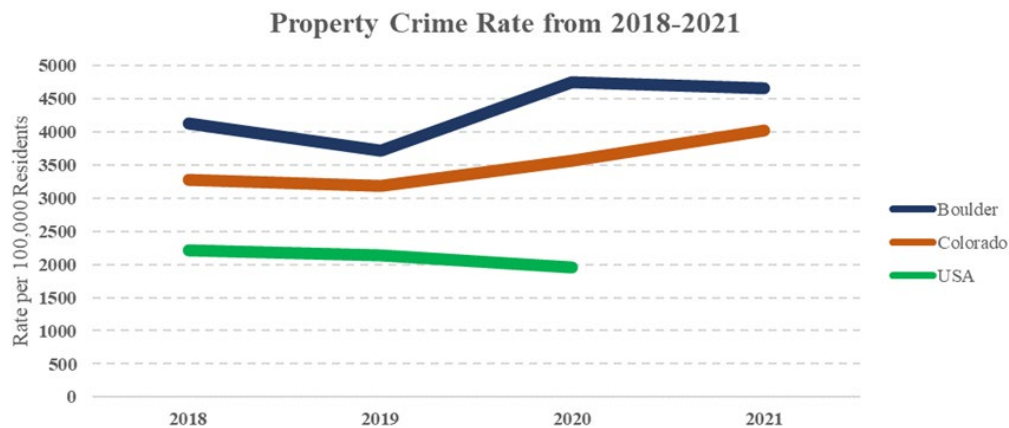
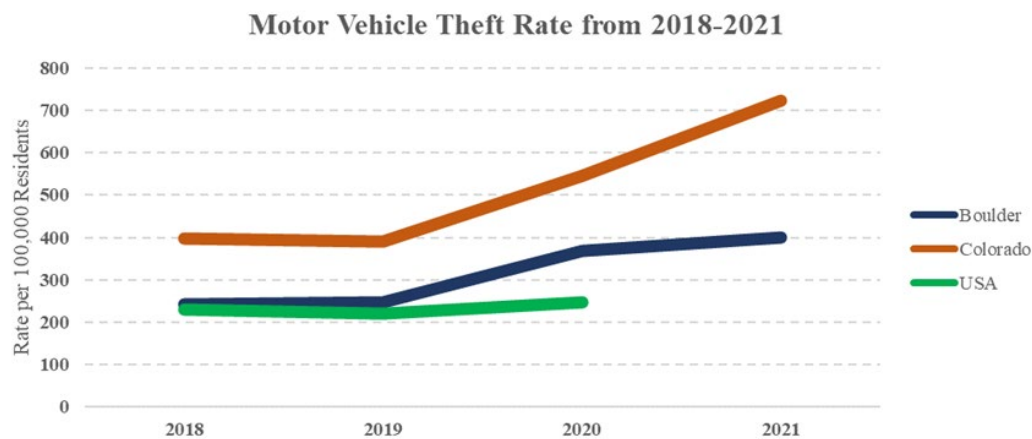


Figure 15: Local, State and National Motor Vehicle Theft



**Police Reform, National Concerns and Questions about Reallocation and the Police Department Budget**

Over the last few years, broad discussions and concerns have been raised about policing nationwide after many tragic incidents including the murder of George Floyd in Minneapolis in 2020. Community members across the country and here in Boulder have asked questions about the role and practices of police, the need for more transparency and accountability, and the types of community problems police should be responding to. There are arguably many inconsistencies when comparing the scope of police responsibilities, what officers are trained to do, and the kind of support individuals need when they make a call for service. These realities have prompted departments across the country to pursue creative response solutions to better meet community needs. Additionally, there are many ‘up-stream’ factors influencing crime that are complex in nature and evolve rapidly, and those challenges are further discussed in Strategy 1 of the plan. These conversations are worth having and will be ongoing.

The Boulder Police Department hired Chief Maris Herold in 2020 with a background in police reform, and the department has many policies in place or in development to address concerns brought forward in reform discussions. Some are detailed further in this plan’s strategies. Others

have previously been made part of the department's fabric. For example, BPD has adopted use of force polices that are closely aligned with [8cantwait](#) and other model practices.

During public engagement for the Reimagine Policing plan, some community members asked questions about the "Defund Police" movement and potential reallocation of Police Department funding to other community needs in areas such as health, housing and human services. Staff reviewed the concept of reallocation and is not recommending that option in the Boulder Police Department Reimagine Policing plan for the following reasons, though the city certainly supports and is working on non-police intervention strategies.

- To date, evidence from other cities that have decreased police budgets does not indicate clear links to positive community outcomes. In many cases, police department budgets have been restored or increased as the cities found the reduced budgets unsustainable. Examples include:
  - *Austin, TX* – The city cut \$150 million from the police department budget in 2020. Due to state legislation signed in 2021 penalizing cities that funded their police budgets at levels lower than the past two years, the funding reduction was reversed in 2021 with the department's budget hitting a record high of \$442 million.
  - *Los Angeles, CA* – Los Angeles also reduced the Los Angeles Police Department (LAPD) budget by \$150 million in 2020. Some of the reductions were taken from the department's overtime budget. LAPD accrued \$47 million in overtime during its FY 2020/2021 with no funding source. Payout for "banked overtime" is anticipated to cost the city significantly more when it is paid out in the future as it must be reimbursed at the officers' current pay rates versus the pay rates when the overtime was worked. A \$115 million increase to LAPD was approved for FY 22-23, with additional funding set aside in the city's "unappropriated balance" in the event that LAPD is able to hire more officers than anticipated.
  - *Minneapolis, MN* – The Minneapolis Police Department budget now stands at approximately \$196 million, about \$3 million higher than it was at the beginning of 2020. In November 2021, Minneapolis voters rejected a ballot measure that would have replaced the police department with a public safety agency.
  - *Berkeley, CA* – In 2020 Berkeley froze 23 vacant positions at its police department as part of a citywide pandemic hiring freeze, as well as initiation of its reimagine policing process. The city accrued significant police overtime expenses, though high overtime expenses are part of a multi-year pattern for the city and the relationship with the frozen positions is unclear. In the most recent budget process, those 23 positions were funded for hiring. In addition, the city included more funding in its budget for a non-police response unit and a 4% increase for community agencies providing services such as health, housing, homelessness, etc.
- To compare practices of additional cities close to Boulder's size, staff reached out to

Benchmark Cities<sup>14</sup> regarding whether they had reallocated police funding. Of the six Benchmark Cities who responded to the survey question on this topic, none reported defunding or reallocating their police budgets.

- The Boulder Police Department supports strong investment by the city and its partners in social supports to improve the wellbeing of community members in the hopes of reducing crisis episodes or crime requiring police intervention. The City of Boulder is relatively unique among municipalities of its size in supporting a robust Housing and Human Services Department (HHS), funded at approximately \$25 million annually, which offers direct services and supports a broad range of community organizations providing health, housing and other essential services. HHS and BPD also partner on alternative responses to enforcement as described further in this plan. However, most mechanisms for funding and regulating social safety net services requested by the community lie outside of the city's purview. For example, while the city supports community mental health services directly and through nonprofit funding, the most critical issues of workforce shortage, insurance/Medicaid funding and regulatory barriers, etc. are far beyond the city's scope of control. Health and human services funding, regulation and infrastructure are controlled at county, state and federal levels.
- BPD is approaching policing from a community problem solving perspective, and analysis of the department's staffing and call response indicates that it currently lacks adequate staff to work with the community proactively on problem solving. Reducing the department's budget would put it in an even more reactive position, which is not effective for the goals expressed by community members regarding everything from crime to partnering with the community and serving as a partner in racial equity. More information about problem-solving policing and the department's workload and staffing analysis is included further in this plan.

"Ensuring Right Response, Role for Police" is a Reimagine Policing focus area included in strategies throughout this plan.

## Reimagine Policing Process

The Reimagine Policing project included four engagement windows, each with a different scope to consult the community, including departmental staff, and inform this master plan update. It is worth noting that this issue was challenging for some members of our community to discuss. Creating emotionally safe and brave spaces; demonstrating a commitment to hearing all ideas, even those that might seem radical; and validating lived experiences were major priorities throughout all engagement windows. The city is grateful to each of the individuals who took the time, and in some cases, summoned the courage to help create a new vision of policing.

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<sup>14</sup> Benchmark Cities consists of thirty mid-sized cities. Each year the Benchmark organization completes a thorough survey among the participating police departments and publishes the results. See <https://www.opkansas.org/city-services/police-fire-safety/police-special-services/benchmark-cities-survey/>. Boulder PD has been a member of the Benchmark Cities for more than twenty years.

- **Engagement Window I (June 8-Aug. 3, 2021)** – Hopes, Values and Concerns: Broad idea-generating window used to develop the first draft of community values statements around safety and the role of police in safety; as well as draft focus areas to include in the Reimagine Policing Plan. See Window I Summary Report [here](#).
- **Engagement Window II (Oct. 1-17, 2021)** – Check-in on Draft Values and Focus Areas: Brief check point to “get a pulse” on how much draft values statements and focus areas resonate with community members. View Window II feedback information [here](#).
- **Engagement Window III (Dec. 2021 – July 2022)** – Learning Together: Opportunity to provide information and answer questions from previous windows about how the police department operates, as well as changes that were already underway. See Window III information, including links to Learning Together “explainer” documents and discussions at Police Chief Town Halls [here](#).
- **Engagement Window IV (late July/early August – Sept. 2022)** – Feedback on Draft Reimagine Policing Plan: A variety of opportunities, facilitated by an outside consultant, for community members to comment on the draft plan; these opportunities included a statistically valid, randomized community survey.

Although Window IV is the last major community engagement window of the project, people will have one more opportunity to comment on a revised plan at a meeting of the Reimagine Policing Process Subcommittee – currently planned for October of 2022. In addition, all master plans in the city must be adopted by City Council with opportunities for feedback during that process.

## CHAPTER III: VALUES, FOCUS AREAS & STRATEGIES

### Reimagine Policing Values Statements and Focus Areas

As an outcome of engagement windows I and II, the following Values Statements and Focus Areas were developed as the guiding framework for the Reimagine Policing Plan for the Boulder Police Department.

#### Value Statements

We feel safe in our community when:

- 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.

#### Focus Areas

Six focus areas were developed. Each includes subtopics of interest to guide plan strategies as identified in community engagement.

##### 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

### Overview of Reimagine Policing Strategies

Figure 16 provides a summary overview of the Reimagine Policing strategies described in more detail further in this plan. Each strategy is associated with one or more focus areas. Strategies are also identified as new or ongoing. In considering the role of ongoing strategies in a plan under development, it is important to note that in 2020 the City of Boulder hired a new Chief of Police that came with a background in police reform. Relatively early in her tenure, Chief Herold proposed and began to implement a reform action plan in Boulder, as city departments are encouraged to improve services as opportunities arise rather than wait for completion of the next master plan, which can take two or more years. Therefore, some strategies are identified as new if they may have been implemented at the time of the recent reform plan. Some ongoing strategies are efforts that the department has previously implemented, that are important to continue or build on to achieve community goals. The master plan process has provided an ideal opportunity to explore whether and how these reform efforts align with the community’s vision for the future of policing in Boulder.



Figure 16: Strategy Overview

#	New/ Ongoing	Strategy	Focus Area(s)
1		Collaborating on alternative responses to community problems	
1.a	Ongoing / New	Non-traditional responses	Ensuring Right Response, Role for Police Partnering with Community
1.b	Ongoing	Broader city context for social support partnerships	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
2	New	Recruit and retain a diverse workforce 30x30 Initiative	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity
3		Adopt policing models that are best practices, emphasizing evidence-based models	
3.a	New	Stratified Policing	Partnering with Community Providing Leadership in Preventing/ Reducing Crime Modeling Transparency & Accountability
3.b	New	Integrating Communications, Assessment, and Tactics (ICAT) Model	Modeling Transparency & Accountability Providing Leadership in Preventing/ Reducing Crime Ensuring Right Response, Role for Police
3.c	New	Commission on Accreditation for Law Enforcement Agencies (CALEA) Accreditation	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity Modeling Transparency & Accountability Ensuring Right Response, Role of Police

4	New	Staffing for Community Problem Solving	Ensuring Right Response, Role of Police Partnering with Community Providing Leadership in Preventing/ Reducing Crime
5	New	Transparency in Stop, Arrest and Use of Force Data	Modeling Transparency & Accountability Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Providing Leadership in Preventing/ Reducing Crime
6		Continuous improvement and independent review in complaints/use of force	
6.a	Ongoing	Use of Force Investigations	Modeling Transparency & Accountability
6.b	New	Police Oversight Panel	Modeling Transparency & Accountability Ensuring Right Response, Role for Police Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with the Community
7		Training and Engagement for Future Policing	
7.a	New	Restructure to Implement Training Unit	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
7.b	Ongoing	Administer Racial Equity Trainings	Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
7.c	New	Executive, Command and Supervisor Training	Recruiting & Supporting a Professional Workforce with Integrity
7.d	New	Boulder Police/CU Police POST Academy	Modeling Transparency & Accountability
7.e	New	ABLE: Active Bystandership for Law Enforcement	Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
7.f	New	Civil Disturbance Training	Ensuring Right Response, Role of Police
7.g	New	Community Involvement with Police Training	Recruiting & Supporting a Professional Workforce with Integrity

			Partnering with Community
7.h	New	Procedural Justice Training	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
8		Information and Outreach	
8.a	New	Public Data Portal	Partnering with Community Providing Leadership in Preventing/Reducing Crime Modeling Transparency & Accountability
8.b	Ongoing	Community Engagement	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with Community Ensuring Right Response, Role of Police
9		Improving service through technology	
9.a	Ongoing	Unmanned Aircraft Systems	Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role of Police
9.b	Ongoing	Body Worn Cameras	Modeling Transparency & Accountability Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
9.c	Ongoing	Robots	Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role of Police
9.d	New	Anticipated Future Technology Needs	Providing Leadership in Preventing/Reducing Crime
9.e	New	Next Gen 911	Ensuring Right Response, Role of Police
10	Ongoing	Employee Wellness	Recruiting & Supporting a Professional Workforce with Integrity
11	Ongoing	Responding to Climate Change	Ensuring Right Response, Role of Police
12	New	Partnerships to leverage external resources	Providing Leadership in Preventing/Reducing Crime

13	New	Creating the right space to do the work	Recruiting & Supporting a Professional Workforce with Integrity Ensuring Right Response, Role of Police
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## Strategies

The following section describes strategies for the Reimagine Policing plan, some of which are ongoing, and others that are anticipated. Each strategy is linked to the values for policing in Boulder and associated with one or more plan focus areas as identified in the strategy description. Many strategies include one or more distinct tactics.

### Strategy 1: Collaborating on alternative responses to community problems

#### 1.a. Non-traditional responses

Focus Areas: **Ensuring Right Response, Role for Police**  
**Partnering with Community**  
**Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**

Police response may help address disturbances and crime in the moment, but it does not address systemic issues that drive criminal behaviors. Other ‘upstream’ factors contribute to societal stressors, such as a lack of mental health and substance abuse treatment capacity, childhood trauma, access to housing, institutional racism, environmental issues, and resource scarcity. Many of these factors are symptoms of other problems, which make them hard to define. These problems lack geographical boundaries; attempted solutions can inadvertently create more issues, and the needs are changing rapidly. While the department has adopted some alternative strategies to handle these calls, ‘upstream’ systemic issues are difficult for any one department or city to address alone. Other alternative approaches are limited by legal constraints that the police department does not control. For example, mandatory arrest laws for domestic violence preclude sending counselors or social workers to domestic violence calls in place of police officers.

BPD has been progressive in launching non-traditional responses to some calls for service. Not all public safety situations require the presence of an officer as a primary intervention, and low staffing numbers in the department puts officer time at a premium. Officer time is prioritized for emergency situations: for example, a crime in progress, when a suspect present, or when an arrest is needed. ‘Cold Reports’ is a term used to describe a situation where critical time-sensitive responses are not needed, like when a crime has occurred in the past, or there is no active threat and therefore it can be addressed through other specialized means.

Current examples of non-traditional responses, often in partnerships with other departments, to community problems are:

- the [CIRT co-response team](#) for behavioral health issues,
- Photo Enforcement for speed and red-light violation enforcement,
- Accident Report Specialists who investigate traffic crashes,
- Animal Protection,
- Code Enforcement,
- the [Homeless Outreach Team \(HOT Team\)](#) approach for the unhoused community,
- a citywide team addressing encampments,
- and expanded online crime reporting.

The CIRT co-response program is in its second year and has become part of the department's core response to behavioral health related calls for service. To improve the program, a near-term goal is to increase the amount of time a clinician/officer team is available as a single response unit. Currently, primarily due to officer staffing constraints, CIRT clinicians respond separately from officers to the scene of behavioral health calls. The ideal model is to have clinicians and officers paired during CIRT's working hours and be the first response to behavioral health calls. This model will be a priority as the department gets closer to its full authorized staffing.

The department is committed to partnering with other city departments, as well as community organizations, to develop and support programs that help people avoid the criminal justice system. BPD seeks to anchor these program assessments in a clear set of community goals, guided by evidence-based programs.

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**“Do not try and ensure training, use professionals that ARE trained in mental health and substance abuse, try Denver STAR model”**

- **NAACP Black/African American Leadership Team**

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In the next step to further BPD work in this strategy area, the department is now working with the city's Housing and Human Services (HHS), and Fire-Rescue departments to develop pilot concepts for additional alternative response programs that do not involve police, including a program similar to [CAHOOTS](#) in Eugene, Oregon and [STAR](#) in Denver. The next check in with City Council on the project is scheduled for October of 2022.

### **1.b. Broader city context for social support partnerships**

In addition to the specific programs described above, the police department partners with HHS and other community organizations to champion the need for “upstream” interventions that prevent involvement with the criminal justice system.

HHS supports many preventative programs in the community and continues to initiate new programs to align with upstream investment recommendations from advocacy groups. For example, HHS is pursuing a guaranteed income pilot via American Rescue Plan Act (ARPA) funding in alignment with the [Center for Policing Equity's Roadmap for Exploring New Models of Funding Public Safety](#).

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**In the current context, as there is no job security, economy, etc., for all people, we know that there are dangerous contexts, where it is believed the police should intervene, but if injustices were solved, the police...would have functions of coexistence and accompaniment to the community, instead of its punishment function. I think that safety should not depend on the police. I would like there to be a focus on human safety, social and environmental justice, and for the police to have a role in favor equity and not punish people who the system has left marginalized and without options in life.”**

**- Be Heard Boulder Spanish respondent, Female, Hispanic/Latinx, Central Boulder**

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## **Strategy 2: Recruit and retain a diverse workforce**

Focus Areas: [Partnering with Community](#)

[Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations](#)

[Recruiting & Supporting a Professional Workforce with Integrity](#)

BPD strives for a diverse, quality workforce to serve the community. [Research from Princeton](#) suggests that increasing diversity broadly within police departments may increase cultural competency and decrease police mistreatment of minority communities. In addition to the positive community impacts, a diverse police force can support a more inclusive environment for staff and thereby contribute to employee wellness and morale.

With 22% female officers, BPD has consistently exceeded the national average of 12% female officers. BPD has committed to the [30X30 Initiative](#) goal of 30% female police officers by 2030. Research suggests female officers use less force, are named in fewer complaints, and make fewer discretionary arrests of non-white community members. However, recruiting women to policing remains a challenge nationwide.

**Figure 17: Boulder Police Department Employees by Gender**



BPD’s racial diversity is largely reflective of the City of Boulder’s diversity. BPD has a higher percentage of Hispanic/Latino(a) and Black/African American employees, and a slightly lower percentage of Asian/Pacific Islander employees compared to city census data. Seven percent of current BPD employees are bi-lingual, and the department seeks to expand that percentage.

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**“We had an officer that spoke Spanish that made us feel like we could ask questions. He explained that Boulder is a sanctuary city. People felt more comfortable because he spoke Spanish.”**

**-Latinx Leadership Team**

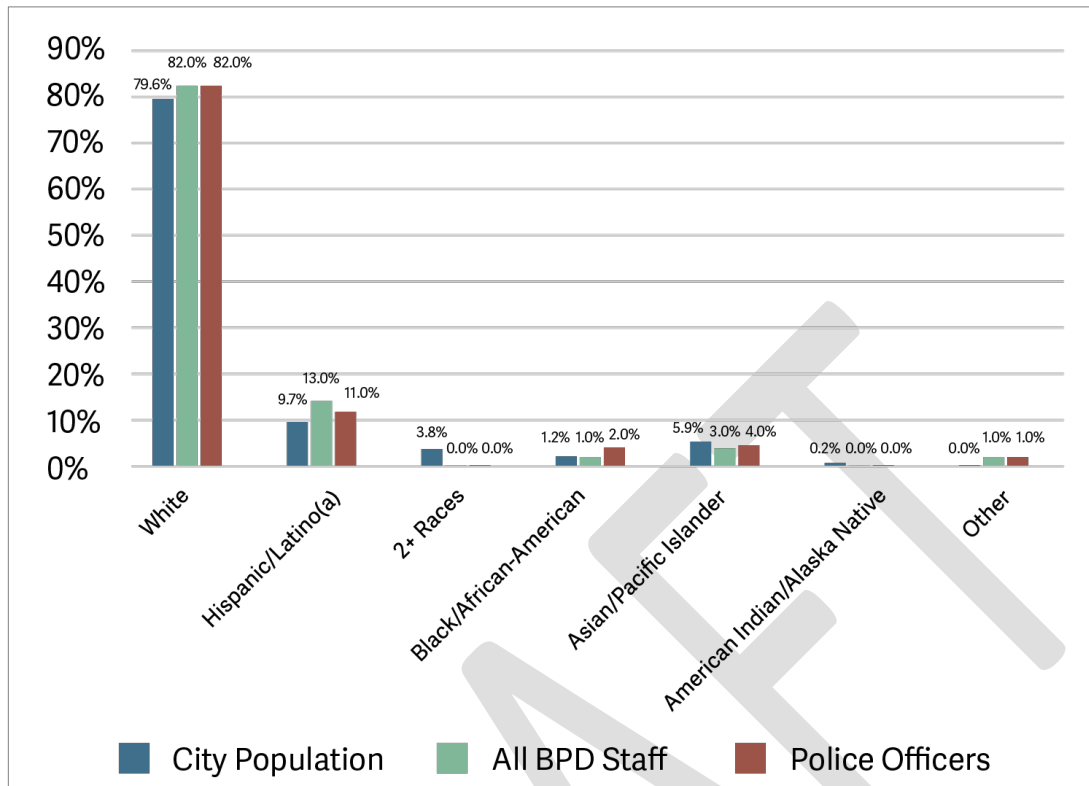
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As described further in strategy 3.c., the department is also pursuing Commission on Accreditation for Law Enforcement Agencies (CALEA) accreditation, which includes requirements to remove barriers that prevent people from being treated fairly for employment purposes, and the expectation that sworn personnel in the agency will be representative of the available workforce in the service community, relative to its ethnic and gender composition.





Figure 18: City of Boulder and Boulder Police Department by Race/Ethnicity



\*Police data is currently not available for the category of “two or more races.”

Between July 2020-December 2021, 25% of 44 new police officer hires have been women. New hires identified their race/ethnicity as follows:

- White – 30
- Black/African-American – 2
- Hispanic/Latino(a) – 10
- Asian/Pacific Islander – 2

BPD is also prioritizing a diverse, quality workforce through educational requirements for police officers. Research indicates that officers with higher levels of education are less likely to use force or be involved in disciplinary actions. Unlike most departments in the nation, BPD hiring requirements emphasize college experience. For entry-level police officers, the department requires 60 hours of college credit or a fulfilled United States active military duty commitment with an honorable discharge, or three years of police officer experience commensurate with municipal police work. Promotion to sergeant or beyond requires a four-year degree.

BPD seeks quality staff candidates that exhibit other characteristics to benefit the organization and the community, such as capable, responsible, problem solvers who have customer service skills and are not afraid to challenge the status quo.

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**“Achieve racial equity. Would like to see more officers that are people of color. Having trust again so you feel comfortable reaching out when you need help. More engagement. What we see happening in other cities with police is scary.” Participant, Reimagine Policing Community Forum 2021**

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The police department is exploring new avenues of recruiting to obtain its diversity goals. The department has launched a social media recruiting campaign that features video testimony from current employees in a variety of staff positions. However, person-to-person recruiting remains one of the most effective strategies. BPD is also revamping its recruitment team to include both commissioned and non-commissioned employees. The department has worked closely with leaders in the Latinx community to recruit Latinx employees, and hopes to replicate this model with other diverse groups.

BPD has initiated a lateral hiring process focused on recruiting officers who have at least two years' experience with other Colorado departments. Hiring experienced officers reduces the time it takes to train new staff by almost six months, bringing more effectiveness to the team. Hiring bonuses are currently being offered for new officers with these qualifications. Bonuses are also being offered to employees who recruit successful candidates.

### **Strategy 3: Adopt policing models that are best practices, emphasizing evidence-based models.**

#### **3.a. Stratified Policing**

Focus Areas: **Partnering with Community**  
**Providing Leadership in Preventing/Reducing Crime**  
**Modeling Transparency & Accountability**

BPD has recently adopted the [Stratified Policing Model](#) as a department-wide approach to crime reduction. Stratified Policing is an evidence-based, strategic model for addressing and reducing crime. All BPD officers have been trained in methods for developing crime reduction goals, addressing immediate, short-term, and long-term crime and disorder problems, and implementing an accountability structure.

Stratified Policing includes training on effective proactive policing strategies as well as providing the foundation and structure of Stratified Policing, such as:

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**“I don’t want to feel like people are ready and willing to do whatever they want because they know they’ll get away with it.” Be Heard Boulder English respondent, Male, White, Unhoused**

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- Nature of problems police face
- Understanding crime and offenders
- Barriers to implementing proactive crime reduction in police departments
- Accountability meeting structure
- Crime reduction goal development and evaluation
- Immediate crime reduction: Significant incidents
- Short-term crime reduction: Repeat incidents and crime patterns
- Long-term crime reduction by addressing problem locations and problem areas

The Stratified Policing Model re-defines successful crime reduction by looking beyond the arrest to more permanent solutions involving community partners and other government stakeholders. The goals of Stratified Policing are to address small crime patterns and problem locations through problem solving before they escalate, and ultimately reduce crime and disorder. This is done in part by engaging with community stakeholders (such as service providers or business owners) in areas of the city with high crime volumes and collaborating on localized solutions. This approach will result in the department being more proactive and less reactive. The model clearly defines who is responsible for crime problems based on the scope of the problem and who is accountable for the response. As implementation takes place, the department will re-evaluate the five current patrol districts to better align with command staff's accountability for geographic problem areas and locations, which is a main tenant of Stratified Policing.

**Figure 19: Stratified Policing Model**



Department-wide training took place in early 2022. A six-month assessment and evaluation period will follow implementation. Newly hired officers will receive training in the Stratified Model as part of the in-house academy.

As the department establishes Stratified Policing as its policing strategy, it will be necessary to set a strategic baseline. This requires finding answers to key questions including:

- What are the desired outcomes, and how will they be achieved?
- What structures must be in place to successfully implement best practices, and which need to be changed or removed?
- How do you ensure design fidelity and maximize impact as intended?
- Whose participation is critical to achieving success, and what role do they need to play?
- How will troubleshooting of problems take place and how will fixes be incorporated?
- How will success be identified, and to whom will there be accountability if an initiative fails?

The answers to these questions will ultimately determine not only how stakeholders collectively undertake the effort of implementing the profession's best practices but will also inform the substance of the next critical step in developing a sound public safety strategy.

### **3.b. Integrating Communications, Assessment, and Tactics (ICAT) Model for Use of Force Decisions**

Focus Areas: **Modeling Transparency & Accountability**

**Providing Leadership in Preventing/Reducing Crime**

**Ensuring Right Response, Role for Police**

In the years following the publication of the [Police Executive Research Forum's \(PERF\) 30 Guiding Principles](#) and the [International Association of Chiefs of Police's \(IACP\) National Consensus Policy](#), many police agencies across the country have critically examined their use of force and related policies. Both the National Conference of State Legislatures and Duke Law School Center for Science and Justice track the legislative changes mandating police reform efforts, including changes in use of force policies in some jurisdictions. Recently, six changes within use of force policies have been particularly emphasized, including:

1. requiring officers to intervene and mandating reporting of officer misconduct,
2. restricting the use of chokeholds and other neck restraints,
3. restricting the use of no-knock warrants and police raids,
4. requiring the use of de-escalation tactics during encounters with citizens,
5. shifting from a use of force continuum to a decision-making model (ICAT) and
6. documenting pointing of firearms.

BPD's policies incorporated many of these principles for years. The exception being the use of force continuum.




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**“Advance the use of the ICAT. There have been improvements, but we should do better.”**

**- Centennial Middle School Student, Growing Up Boulder/ MAYAMOTION Healing engagement**

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In 2021 BPD adopted ICAT as a new unified training framework approach to the use of force and shifted away from the use of force continuum. ICAT is a police training program to diffuse critical incidents with proven de-escalation tactics.

The ICAT cycle of critical decision-making is viewed through the lens of the sanctity of human life, and considers police ethics, values, and proportionality.

ICAT focuses on officers attempting to avoid the point where their lives or the lives of others become endangered, and the officers have no choice but to use lethal force. Specifically, the focus is on incidents with a subject in crisis who is unarmed or is armed with a weapon other than a firearm. Of fatal officer-involved shooting incidents, 40% involve a subject in this circumstance.

Phases of the model:

- **Collect Information.** The officer collects relevant information from callers, witnesses, potential subjects of force, observations on scene, and any other source.
- **Assess situation, threats, and risks.** The officer evaluates this information while considering the danger to the public and/or the officer.
- **Consider police powers and agency policy.** The officer reviews legal authority and applicable department policy.
- **Identify options and determine best course of action.** This may include collecting more information, communication, tactical repositioning, and/or taking decisive action. These are considered with the goal of proportionality.
- **Act, review, and reassess.** The officer's actions may have the desired effect, but if not, the officer can return to collecting information and moving through the model again.

**Figure 20: Critical Decision-Making Model**



BPD revised its previous Use of Force policy to emphasize ICAT on Nov. 16, 2020 and the information on this strategy is publicly available. The revised policy emphasizes the sanctity of human life and the concept of doing no harm as central in use of force decisions. This program was taught to 175 Boulder PD officers during the fourth quarter of 2020. The training involves both classroom and practical scenario-based learning as a standalone model. ICAT is also embedded in BPD policies and other training programs held throughout the year to continue reinforcing the program principles.

**Figure 21: Use of Force Complaints**



Below is a comparison between categories of Use of Force by Boulder PD officers before and after their exposure to the concepts of the ICAT model.

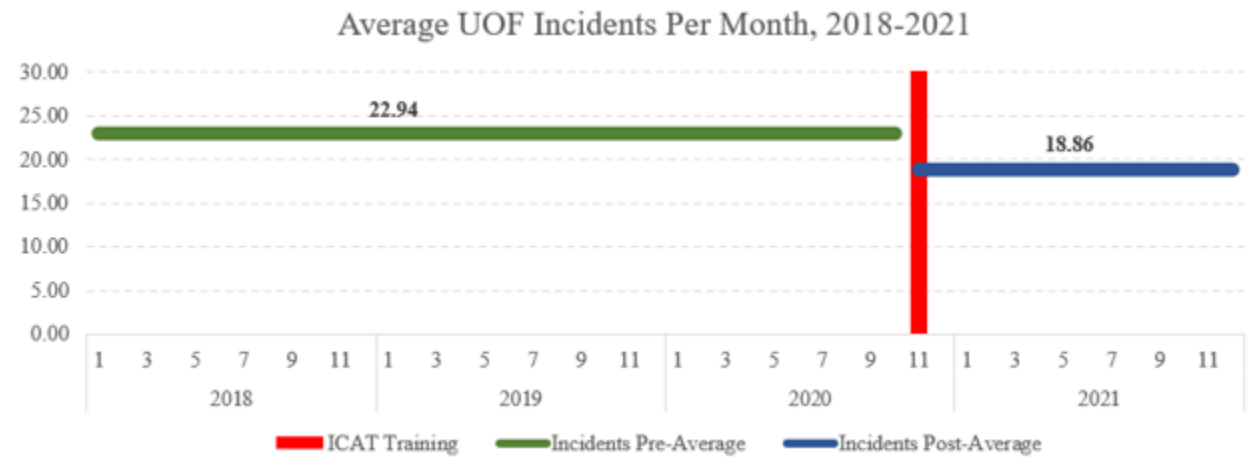
**Figure 22: BPD Use of Force Categories Before and After ICAT Training**

Use of Force Data			
	Pre ICAT (2020)	Post ICAT (2021)	Change (%)
Firearm used to gain compliance	341	198	- 42% ↓
Less Lethal to gain compliance	20	14	- 30% ↓
TASER Dart Deployment	12	15	+ 25% ↑
TASER Drive Stun	7	1	- 86% ↓
Leg Restraint Device	77	15	- 81% ↓
Grounding Techniques	128	90	- 30% ↓

Data-driven studies demonstrated that use of the ICAT system led to changes in use of force behavior. (Engel, Cosaro, Isaza, and McManus (2020) report.) The graph below compares the

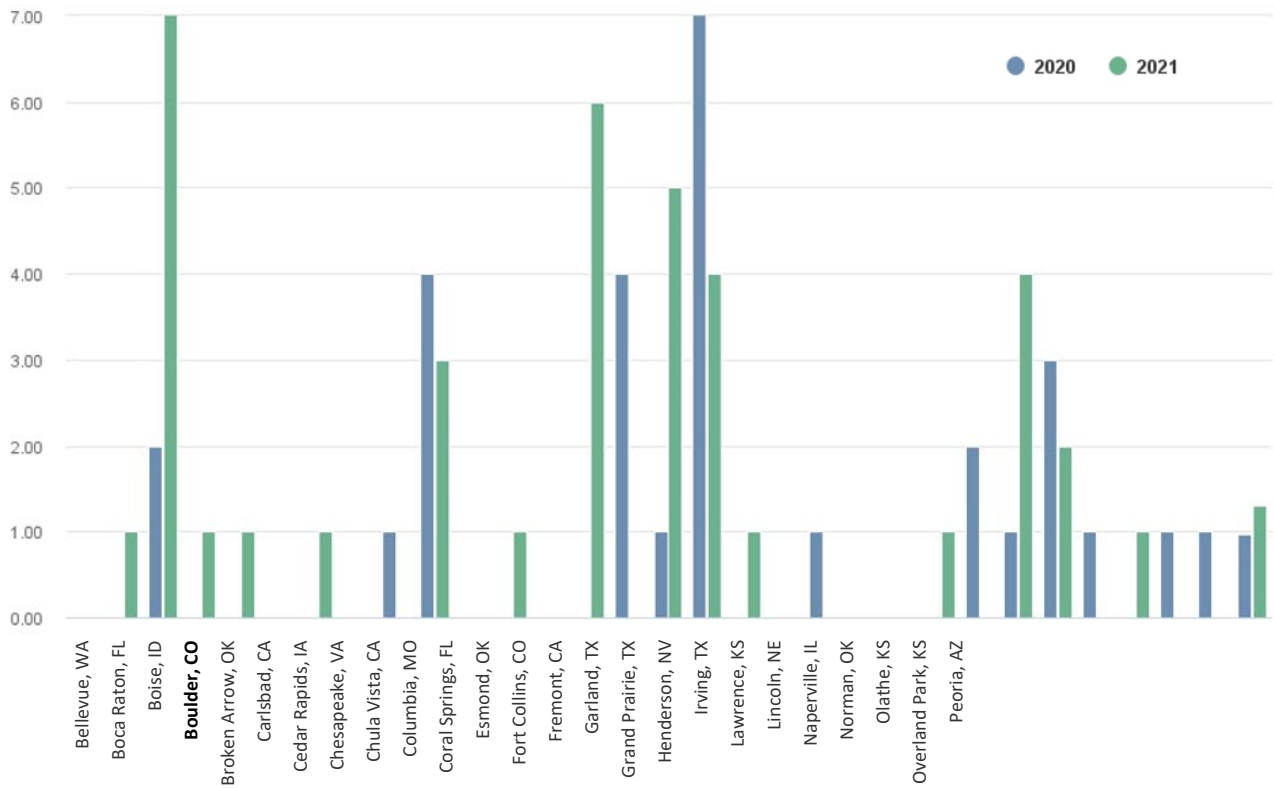
monthly average number of BPD incidents where some level of force was used before and after the implementation of ICAT.

**Figure 23: BPD Average Monthly Use of Force Pre and Post ICAT Implementation**



BPD had one use of lethal force by an officer in 2021 and none in 2020. The Benchmark Cities survey of use of lethal force incidents for 2020 and 2021 compares lethal use of force incidents across 30 mid-size cities.

**Figure 24: Benchmark Cities – Lethal Force Incidents**



### 3.c. Commission on Accreditation for Law Enforcement Agencies (CALEA) Accreditation

Focus Areas: **Partnering with Community**

**Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**

**Recruiting & Supporting a Professional Workforce with Integrity**

**Modeling Transparency & Accountability**

**Ensuring Right Response, Role of Police**

BPD has committed to completing the [CALEA Accreditation Process](#) by September 2023. CALEA is a management model for police agencies that promotes the efficient use of resources and improves community service delivery by ensuring a department follows nationally recognized standards in multiple areas, including:

- Employee recruitment, selection, and promotion
- Management of internal and criminal investigations
- Victim & witness support
- Engagement with at-risk and juvenile populations
- Use of authority and force

Accreditation embodies the precepts of community-oriented policing. It creates a forum in which police agencies and community members work together to prevent and control challenges confronting police and provides clear direction about community expectations.

CALEA provides consistency in policies and procedures that align with national best practices in policing. Accreditation is one more major project BPD is pursuing to reform and modernize to better serve the community in the context of community values.

Throughout CALEA standards, there is a commitment to procedural justice, ethical policing, community trust and engagement, transparency in service delivery, appropriate organizational culture, fairness in systems and processes, and consistency in what residents should expect from their police department.

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**“Police serve as our safety representatives. Even if they are not, and should not be, solely responsible for community safety, they see and hear our everyday concerns. They are the 24/7 responders available to respond to community needs. Their response and ability to work collaboratively with other entities is what creates safe neighborhoods.”**

**- Be Heard Boulder English respondent, Female, White, South Boulder**

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- The accreditation process includes community feedback through public engagement sessions managed by CALEA assessors, culminating with a hearing held by the CALEA Accreditation Commission to determine the agency's status as an accredited public safety entity.



- Provides a tool for ongoing measurement and review of performance against stated objectives. Data meeting accreditation standards can be used to inform BPD policy decisions and be shared with community members and stakeholders.

#### Strategy 4: Staffing for Community Problem Solving

Focus Areas: Ensuring Right Response, Role of Police

Partnering with Community

Providing Leadership in Preventing/Reducing Crime

Research consistently shows that a purely reactive posture by a police department is unlikely to address crime problems. Solving crime problems requires technically sophisticated analysis grounded in the everyday experiences of line-level officers, combined with command staff and line-level officers willing to try new strategies and tactics to identify and solve public safety problems.

Proactive, problem-oriented policing is about working with the stakeholders involved to reduce crime and prevent harm by utilizing harm reduction strategies that include problem analysis of high-risk people and places while considering racial and ethnic bias in policing. This approach, in its purist form, goes back to two of [Sir Robert Peel's principles](#): 'the police are the public and the public are the police', and 'the basic mission for which the police exist is to prevent crime and disorder'. Police can respond to crimes, investigate, and arrest offenders, but preventing crime requires close working relationships with the community that focus on blocking opportunities for crime to occur. Crime is concentrated, both spatially and temporally and most crime is committed by a small number of offenders. Intensive analysis of crime patterns, problem locations, problem areas and problem offenders is needed to properly guide problem solving efforts. (Also see section on Stratified Policing).

Implementing long-term solutions in partnership with community stakeholders will require a combination of sworn and civilian employees dedicated to the task. Additional officers are needed if

#### Rule of 60

Through its research across the country, the International City/County Management Association (ICMA) has developed guidelines for best practice, collectively known as the Rule of 60. In general the ICMA has found that the Rule of 60 guidance balances many concerns well. The Rule of 60 guidelines have two parts:

1. 60% of all sworn officers should be assigned to patrol and respond to routine incidents.
2. 60% of patrol officer time should be committed to responding to the service demands of the community.

On average, the Rule of 60 guidelines have been found to be effective at providing enough coverage to handle workloads while not needlessly overstaffing departments. The Rule of 60 is a benchmark that should be used to guide staffing decisions. These are general guidelines and deviations are expected. It is not the case that 60% of every shift for every officer will be limited to responding to citizen requests, even when staffing is based on that target.

BPD desires to maintain or increase its problem-solving efforts and be less reactive. Currently, approximately 74% of BPD officers' time is spent in reactive activities, putting it well beyond the 60% threshold of the common best-practice framework, known as the [Rule of 60](#), for police staffing.

After examining BPD's current staffing and historical workload (see Workload and Staffing Analysis section earlier in this plan), Dr. Payne offered the following recommendations using the [Rule of 60](#):

- BPD should add eight to fourteen officers to its authorized strength and add those positions to Watches II and III (swing shift and graveyard shift).<sup>15</sup>
- Vacant patrol positions should be filled, and BPD should focus on recruitment and retention of officers.
- BPD should continue to enhance its problem-solving capabilities to address increasing crime.
- BPD may not be able to maintain its current specialized units<sup>16</sup> and should consider disbanding some units if current sworn staffing cannot be increased.

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**“Addressing crime is the most important role. Best way to do that is through community policing where officers are out of their vehicles and substations, visible and engaging in a positive way with the community. Hire people with innate people skills as these can't be taught.”**

**- Be Heard Boulder respondent,  
Female, White, Central Boulder**

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As the department continues to experience turnover along with projected growth, there will be more opportunities for promotion and specialized assignments. To increase transparency and better involve the community, the department will incorporate community members in promotion processes and selection processes for certain specialized positions.

### **Strategy 5: Transparency in Stop, Arrest and Use of Force Data**

Focus Areas: [Modeling Transparency & Accountability](#)

[Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations](#)

[Ensuring Right Response, Role of Police](#)

[Providing Leadership in Preventing/Reducing Crime](#)

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<sup>15</sup> While the report addressed the need for additional officers, it did not address the need for additional supervisors, command officers or support personnel as the department grows. To maintain the appropriate span of control, one sergeant is needed for every six to seven officers.

<sup>16</sup> Specialized units include Traffic Unit, Pearl Street Mall Unit, Neighborhood Impact Unit, etc.

[The Structural Racism Remedies Repository](#) from the Othering & Belonging Institute in Berkeley recommends tracking race and other disparities in officer use of force and developing strategies to eliminate avoidable disparities.<sup>17</sup>

BPD initiated the collection of traffic and pedestrian stop data in 2017 in response to recommendations from an external study in 2016. In March 2019, the Boulder City Council adopted ordinance 8430 which established independent police oversight with an Office of the Independent Monitor and a civilian Police Oversight Panel, in response to a controversial incident involving the display of a firearm.

As part of the department's 2022 master plan development, Reimagine Policing, BPD has committed to commission an independent academic assessment of enforcement actions (e.g., stops, arrests, use of force) over the previous four-year period.

The requested analysis includes:

- Analyze data collected during all pedestrian and traffic stops initiated by BPD from January 1, 2018 – December 31, 2021.
- Compare traffic and pedestrian stop data to appropriate benchmarks.
- Analyze BPD arrest and use of force data from interactions with the public from January 1, 2018 – December 31, 2021.
- Compare use of force data to arrest data.
- Compare traffic and pedestrian stop data and use of force data over time to identify long-term trends and patterns.
- Provide statistical analysis of post-stop enforcement actions (e.g. warnings, arrests, citations).
- Provide BPD executives and policymakers with the necessary information to identify potentially problematic areas in enforcement patterns and refocus training, policies, and supervision accordingly.
- Analyze which factors contribute to the use of force by BPD officers.
- Determine if disparities exist in the rates of force experienced by different racial and/or ethnic groups (i.e., representation in arrest or criminal suspect population instead of just comparisons to overall residential population).
- Assess whether individuals' race, ethnicity, or gender are related to the level of force used by the police while accounting for resistance and other relevant individual, situational, and environmental factors (i.e., level of resistance, presence of a weapon, neighborhood crime rate, etc.).
- Provide BPD with specific recommendations to address any identified patterns of racial/ethnic disparities in enforcement actions based on the findings from

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<sup>17</sup> The Structural Racism Remedies Repository cites numerous sources for its recommendations, including the [Department of Justice Ferguson Report](#) for this specific recommendation.

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**“We need more information, statistical data on arrests, and ticketing”**

**- NAACP Black/African American Leadership Team**

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- methodologically and statistically rigorous analyses.
- Provide BPD with recommendations to reduce any identified patterns or racial/ethnic disparities, including improvements in policy, training, or future data collection.

Based on the analyses requested above, the selected research firm will prepare a final written report that documents the findings of all statistical analyses, interpretation of those analyses, and provide a series of recommendations that will guide the department into the future.

BPD is committed to providing transparent information on use of force, traffic/pedestrian stops and any racial or other disparities on an ongoing basis in a community dashboard as part of implementation of the Reimagine Policing plan.

### Data Collection/State Law Requirements

State legislation passed in 2021 requires all Colorado law enforcement agencies to collect and report certain demographic and use of force data from police contacts to the state Division of Criminal Justice. BPD has collected much of the required information since 2018. The department has implemented an internal dashboard to collect the information required by state law and additional data beneficial to the department. Based on this data, the state issues an annual report for all jurisdictions in Colorado and this information can eventually be used to track progress, benchmarking efforts, and comparative analysis. Once operational, this data will be collected and housed in the new Axon Records Management System.

## Strategy 6: Continuous improvement and independent review in complaints/use of force

### 6.a. Use of Force Investigations

Focus Areas: [Modeling Transparency & Accountability](#)

Officers carry significant powers and authority to maintain public safety, and as such all incidents of use of force are audited to ensure they are held accountable to performing their duties with integrity and modeling good behavior. Department policy requires an on-scene investigation by a supervisor for any use of force resulting in injury, complaint of injury, or when a less lethal weapon has been used on another person. The intentional discharge of a firearm at any person requires an independent investigation by the [Boulder County Critical Incident Team \(BCCIT\)](#). Any police action resulting in death or serious bodily injury is also investigated by the BCCIT (unless it occurs in a jurisdiction outside Boulder County). All uses of force are reviewed by the officer's chain of command and the Professional Standards Unit.

The [Police Oversight Ordinance](#) requires the department to notify the independent monitor of specific critical incidents to which the monitor will respond:

- All in-custody deaths;
- any intentional discharge of a firearm by an officer at a person;
- any unintentional discharge of a firearm, while on-duty or off-duty, irrespective of injuries to suspects, officers, or third parties;
- use of lethal force on a domestic animal in self-defense or defense of others; and
- any civil disturbances (either planned or spontaneous).

The police department and the independent monitor's office have established a memorandum of understanding regarding notification, response, and duties of the monitor in these situations.

#### **6.b. Police Oversight Panel**

Focus Areas: [Modeling Transparency & Accountability](#)

[Ensuring Right Response, Role for Police](#)

[Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations](#)

[Partner with the Community](#)

The Police Oversight Panel is an independent entity supported by the Office of the Independent Police Monitor and was created to increase community involvement in police oversight and to ensure that historically excluded communities have a voice in police oversight. The role of the panel is to review completed internal complaint investigations, make recommendations on disposition and discipline for those complaints, and to make policy and training recommendations to the department. The panel may also identify analyses that they would like the monitor to conduct. The panel members provide an oversight function by providing regular feedback to the monitor and to the city regarding the work of the monitor's office. The monitor assists the panel by providing summaries of complaints and complaint investigations, data on monthly statistics, analysis of local policing trends, and access to national best practices. The monitor also organizes and facilitates the training of panel members.

The purpose of the panel is to:

- Create and abide by the rules and procedures to accept and review citizen complaints
- Foster systemic change through a cooperative, just, and accountable relationship with the

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**“Accountability I believe can be undermined when colleagues investigate colleagues. Investigations require the perception of legitimacy. The outcomes of investigations which are perceived to be legitimate lift the confidence of the community and the individual members of the police department and increase the reputation of the department...”**

**- Be Heard Boulder respondent, Male, Hispanic/Latinx, Central Boulder**

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- department
- After appropriate consideration, make recommendations and follow up on their implementation in the department
- Is accountable first and foremost to the community and will establish trust and confidence through transparency and active communication

The work of this panel offers the chance for broader representation and community input on disciplinary matters. A panel committee composed of no less than three panel members conducts the full case file reviews. Prior to selecting a case file for review, the entire panel receives a summary of each case that includes a synopsis of the complaint and investigation. At the panel’s regular monthly meetings, the panel members vote on each case to determine which cases they will conduct a full case file review on. The panel members then volunteer for case reviews they would like to be assigned to review.

During the review discussion, the committee members collectively examine the evidence and relevant policy and decide on their recommendation to the Chief of Police on the case disposition (sustain, exonerate, not sustain, unfounded). If they sustain the allegation(s), the committee then applies the BPD’s disciplinary matrix<sup>18</sup> to determine a recommendation. The committee communicates their recommendations and any additional observations to the monitor, who then drafts a finding letter to the Chief of Police based on the panel’s conclusions and recommendations. The monitor then transmits the finding letter to the BPD on behalf of the review committee. The chief uses the finding letter to inform their final determination on disposition of disciplinary cases. The Police Oversight Panel is also authorized to provide policy and training recommendations to the police department. The panel’s policy and training recommendations may be based on individual case reviews or in response to an identified pattern, trend, or data analysis.

The department’s Professional Standards Unit also tracks all commendations received from members of the public.

**Figure 25: BPD Commendations**

<b>Commendations</b>		
	<b>2020</b>	<b>2021</b>
<b>Number of individual officers who received recognition by community members</b>	150	151
<b>Number of commendations for actions of department members as a whole (no specific officer identified)</b>	41	16

<sup>18</sup> The Boulder Police Department disciplinary matrix is located on the department’s website under [General Order 120, Appendix B](#).

## Strategy 7: Training and Engagement for Future Policing

### 7.a. Restructure to Implement Training Unit

Focus Areas: **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**  
**Ensuring Right Response, Role of Police**  
**Recruiting & Supporting a Professional Workforce with Integrity**

Training officers on the best practices in policing is essential to police reform. The department re-structured in 2021 to staff a training team of four officers, a sergeant and a coordinator to better train officers and the department. Previously, the training unit was comprised of a sergeant and an administrative assistant, and the unit mostly coordinated training. With a team of six dedicated to the training function, training has become more robust and lessened impact on daily staffing. In addition to meeting the annual required training in driving, firearms and arrest control/defensive tactics, all commissioned members have been trained in the ICAT de-escalation/use of force model and the Stratified Policing Model.

The department's field training program, known as the Police Training Officer program (PTO), is evidenced based and structured around adult learning practices. The PTO model is considered a national best practice and is slowly replacing the more traditional San Jose Model Field Training Officer program.

### 7.b. Administer Racial Equity Trainings

Focus Area: **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**  
**Ensuring Right Response, Role of Police**  
**Recruiting & Supporting a Professional Workforce with Integrity**

The Boulder Police Department has an important role in advancing the city's Racial Equity Plan. Goal 1 of the plan aims to normalize and operationalize understanding of institutional and structural racism among people who work for or represent the City of Boulder. The city currently offers three of these trainings:

- Advancing Racial Equity: The Role of Government
- Racial Equity Instrument: Intro and Best Practices
- Bias and Microaggression

These trainings provide opportunities for staff to engage in meaningful conversations about race; establish clear racial equity expectation language and implement in handbooks, scopes of work, Requests for Proposals (RFPs), and contracts; grows city staff and leaders' understanding and capacity for, and action to promote and achieve racial equity; and identify and begin to remove bias and develop new departmental policies to advance racial equity and change departmental habits, processes, and decision-making.

Since public safety is largely achieved through interpersonal interactions, a significant portion of the



department has received a customized version of the city's Bias and Microaggression training course, and BPD in partnership with city assigned racial equity ambassadors will continue to administer the program to everyone in the department.<sup>19</sup>

### **7.c. Executive, Command and Supervisor Training**

Focus Areas: **Recruiting & Supporting a Professional Workforce with Integrity**

Identifying, adopting, and implementing best practices in policing requires that supervisors, command, and executive leaders are trained to the highest contemporary standards. The department is committed to sending its leaders to top tier training such as the Police Executive Research Forum (PERF) Senior Management Institute for Police (SMIP), the FBI's National Academy (FBINA), and Northwestern University's School of Police Staff and Command. Locally, the University of Denver (DU) Daniels College of Business' Public Safety Leadership Development course is available for first line supervisors, command, and executive ranks. Historically, the department has not had a dedicated budget for this level of training. The 2021 department budget was the first to have a line item for executive training.

SMIP provides senior police executives with intensive training in the latest management concepts and practices used in business and government. It also features discussions of the most challenging issues facing law enforcement executives today.

A demanding three-week course, SMIP brings together a faculty from top universities, successful policing chief executives, and subject matter experts from the private sector. It is designed for mid-

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<sup>19</sup> Views on success of implicit bias training depend on the goals of the training and how the training is conducted. Research in other disciplines examining implicit bias training on changes in behavior reveals a mixed assessment of its impact. A recent meta-analysis concluded that many procedures to change implicit bias may not consistently alter explicit bias, but some of these procedures were more effective than others. Other research has suggested unintended consequences from implicit bias training, resulting in the normalization or increases in the expression of bias.<sup>cv</sup>

There remains a critical need for empirical research evaluations of implicit bias training for police. Only one study evaluating the Fair and Impartial Policing implicit bias training implemented by the New York City Police Department (NYPD) has been conducted to examine its impact on police attitudes and behavior. Using a modified randomized control trial design, researchers found that training delivery correlated with increases in officers' reported knowledge about implicit bias and modest changes in officers' attitudes. For example, 70 percent of participants reported improved understanding of implicit bias, while more than two-thirds learned new strategies that they anticipated applying to their work. Despite these positive knowledge and attitudinal findings, the NYPD study failed to find any statistically significant changes in reported racial or ethnic disparities in stops, frisks, searches, use of force, arrests, summons, or citizen complaints after the training was implemented.

Summarizing this lack of research related to implicit bias training based on the NYPD study, the Council on Criminal Justice concluded: (1) additional research is needed to determine whether implicit bias trainings that differ in content and dosage may yield better results, and (2) lowering the frequency of high-discretion police stops may be more likely to reduce biased policing than offering implicit bias training.<sup>cx</sup> The need for further research is clear, but it is important to note that the CCJ's recommendations did not consider the potential (unknown) positive impact that implicit bias training may have for changing the culture of policing. As noted by the authors of the NYPD study, if racial and ethnic disparities in police outcomes are the product of factors other than implicit bias, it is possible that this type of training may have little impact on disparities, although increasing trainees' general knowledge and understanding regarding implicit bias should remain an important goal of police agencies. (From -Assessment and Report on Findings on Policing National Best Practices-National Policing Institute)



to upper-level police executives who ultimately will lead agencies throughout the United States and other participating countries. SMIP's curriculum addresses the issues that demand the attention of today's forward-thinking leaders.

The FBI National Academy is a professional course of study for U.S. and international policing managers nominated by their agency heads because of demonstrated leadership qualities. The 10-week program—which provides coursework in intelligence theory, terrorism and terrorist mindsets, management science, law, behavioral science, police communication, and forensic science—serves to improve the administration of justice in police departments and agencies at home and abroad and to raise standards, knowledge, and cooperation worldwide.

Leaders and managers of state, local, county, tribal, military, federal, and international policing agencies attend the FBI National Academy. Participation is by invitation only, through a nomination process. Participants are drawn from every U.S. state and territory and from international partner nations.

#### **7.d. Boulder Police/CU Police POST Academy**

Focus Areas: [Modeling Transparency & Accountability](#)

[Ensuring Right Response, Role of Police](#)

[Recruiting & Supporting a Professional Workforce with Integrity](#)

BPD and the University of Colorado Police Department are in the planning stages for a combined Colorado POST (Police Officer Standards and Training) certified training academy. Currently academy seats are at a premium, often requiring BPD to split hiring classes between academies. Both departments desire to improve the basic training new officers receive and move to evidence-based, best practices in policing. By co-hosting the academy, officers could receive more advanced training, such as the 40-hour [CIT \(Crisis Intervention Training\)](#), ICAT, [Active Bystandership for Law Enforcement \(ABLE\)](#) and similar courses as part of their initial training. In addition to POST curriculum, the city can work within this program to develop and add community-specific training to advance other city goals such as those laid out in the Racial Equity Plan.

The university is exploring the possibility of conferring an associate degree at the completion of the POST academy. This could ease recruiting and expand diversity by building in the department's education requirement as part of the initial training process which is paid by the department.

BPD strives to train patrol officers in CIT, a 40-hour training course on response to people struggling with behavioral health issues. The department has experienced significant turnover of police officers in the past few years, with over 40 percent having been hired in the last four years. As a result, few current patrol officers are CIT trained. The department is renewing its efforts to increase the number of CIT trained officers over the next few years, including implementing a grant to conduct potential “in-house” CIT training to overcome a regional shortage of CIT training opportunities.

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**“Training police officers to address community issues like homelessness, mental health and substance abuse seems very important...”**

**- Be Heard Boulder respondent, Female, White, Gunbarrel**

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### **7.e. ABL: Active Bystandership for Law Enforcement**

Focus Areas: **Recruiting & Supporting a Professional Workforce with Integrity**  
**Ensuring Right Response, Role of Police**  
**Modeling Transparency & Accountability**

Active Bystandership for Law Enforcement (ABLE) is a project of Georgetown Law School’s Center for Innovations in Community Safety and is a partnership between the center and the global law firm Sheppard Mullin. The goals of ABLE are to:

- Prevent misconduct;
- Avoid police mistakes; and
- Promote officer health and wellness.

ABLE is both education and training. While officers know they have a legal duty to intervene, few have been taught how to intervene successfully. The ABLE program was developed based on other successful evidence-based bystandership programs in the commercial aviation and medical fields.

Once ABLE is fully implemented in the department, BPD’s Chief Data Analyst will conduct a study to determine the efficacy of the program.

### **7.f. Civil Disturbance Training**

Focus Areas: **Ensuring Right Response, Role of Police**

A future training goal is to update the department’s approach and training on civil disturbances to ensure compliance with national best practices. The department seeks to bring in a national expert in response to civil disturbances and provide training to all officers. Refresher training on response to riots and civil disturbances takes place annually, but it has been some time since the department received training from a top-tier expert.

**7.g. Community Involvement with Police Training**

Focus Areas: **Recruiting & Supporting a Professional Workforce with Integrity**  
**Partnering with Community**

The department plans to implement a program to provide the community with curricula and training lesson plans and obtain input from community members for significant department training such as the proposed new BPD POST academy. The Austin, TX Police Department established a similar program and found it improved its relationship with the community.

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**“Greater police awareness of special needs and training to help them work with and be aware of what ‘special needs’ looks like.” Parent of EXPAND participant,**  
**- Growing Up Boulder/MAYAMOTION Healing engagement**

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**7.h. Procedural Justice Training**

Focus Areas: **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**

**Ensuring Right Response, Role of Police**  
**Recruiting & Supporting a Professional Workforce with Integrity**

Another department training goal is to provide all members with an evidence-based, best practices training on procedural justice and provide them with the tools to incorporate procedural justice into daily police work. When communities lack trust in the police and believe that officers treat them unfairly, they are less likely to work collaboratively with law enforcement. Extensive research has shown that trust and confidence in law enforcement, related to individuals’ perceptions of police legitimacy, has a significant impact on public safety.<sup>20</sup>

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**“Police often impact our safety in ways that go against our agency or physical safety...How can the police be preventative in acts of discrimination?” Written feedback from NAACP Black/African-American Leadership Team**

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**Strategy 8: Information and Outreach****8.a. Public Data Portal**

Focus Areas: **Partnering with Community**  
**Providing Leadership in Preventing/Reducing Crime**  
**Modeling Transparency & Accountability**

<sup>20</sup> IntegrAssure and National Policing Institute, Draft report, “Assessment and Report on Findings on National Best Practices,” June 24, 2022

The department needs community involvement to reduce crime and solve crime-related problems. To better facilitate this partnership, BPD launched a public crime data dashboard. The dashboard provides up-to-date information on reported crime and can be found at <https://bouldercolorado.gov/crime-dashboard>. The dashboard includes geographic data on calls for service over time as well as the type of offenses BPD responds to, which can help the community and BPD be more informed about the public safety needs in different areas of the city. Going forward, the department will look for new and innovative ways to inform the community about crime trends, crime impact and ways residents can reduce, and in some cases prevent, crime from occurring. Part of this goal is to include use of force and traffic/pedestrian stop data on the public data portal.

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**“Transparency and accountability...stop data will need to be submitted to the state for release, but let’s take ownership for publishing and explaining that at the department level.” Internal BPD Reimagine Policing committee meeting**

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### **8.b. Community Engagement**

Focus Areas: **Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations**  
**Partnering with Community**  
**Ensuring Right Response, Role of Police**

A desired outcome of the master planning process is to identify new opportunities for the department to engage with the community it serves. The department is involved in many efforts already including:

- Monthly Chief’s Town Halls
- National Night Out
- Neighborhood Policing Teams
- Chief’s Engagement and Dialogue Panel
- Neighborhood Impact Team Fraternity and Sorority Liaisons
- Open Houses at the Police Department
- Coffee with a Cop program
- Homeless Outreach Team
- Hill Neighborhood Association/Working Group
- Substance Use Advisory Group (SUAG)

New outreach and engagement options identified include developing dedicated neighborhood liaisons through the department's existing Neighborhood Policing Area program collaborate with community members and businesses on public safety issues. In addition, the Neighborhood Impact Team has been expanded to work in traditionally underserved parts of the community with the goal of building trust in communities that may be reluctant to call the police. This will promote engagement at the neighborhood level and facilitate department members holding meetings in neighborhoods<sup>21</sup>. Since 2017 the city has worked with local partners to create an LGBTQ+ Police Liaison Program to stay updated with community members who have concerns that are LGBTQ+ specific. The department also seeks to expand liaison relationships with specific communities such as the Latinx and Black/African American communities. A desired outcome is to increase Spanish fluency within the department through collaboration with the Latinx community.

BPD partners with other departments in citywide initiatives to better understand and address the needs of a variety of populations. For example, BPD is part of the citywide [Lifelong Boulder](#) project to ensure that the community is age-friendly for older adults and people of all ages.

The department is also exploring ways to gauge community satisfaction through research into the correlation between the time officers spend addressing a community member's concerns and their perception of procedural justice.<sup>22</sup> Another avenue to gauge community satisfaction is through development and deployment of a customer satisfaction app that can be provided to community

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**“Creation of a Community Division. This group should work directly work with neighborhood liaison officer who should provide mentorship to youth on an ongoing basis. This would help develop trust and rapport with said liaison officer and the community. It would also be a friendly, but strong and just role model to inspire youth to want to become law enforcement professionals. Many highlighted: - what happened to the friendly perception that inspired our parents’ generation to want to become police officers or firefighters?”**

**- Latinx Leadership Team**

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<sup>21</sup> In large cities such as Seattle (WA), neighborhoods experience and perceive crime differently. To successfully police a diversity of neighborhoods, police departments must account for these differences. The Seattle Police Department (SPD) has established Micro-Community Policing Plans (MCPP) to assist in this endeavor. MCPPs consist of individual neighborhood snapshots that combine criminal data, like offense and arrest rates, with feedback from public safety surveys submitted by community residents. These snapshots serve as a resource for both police officers and residents to understand hyper-local policing trends more holistically. Data from the MCPPs is continually analyzed by the SPD to track progress in addressing both criminal offense and local public safety sentiment. The plans also help police to direct services that address the individual needs of each neighborhood within the city. (Assessment and Report on Findings on Policing National Best Practices.)

<sup>22</sup> Procedural justice speaks to the idea of fair processes, and how a person's perception of fairness is strongly impacted by the quality of their experiences and not only the end result of these experiences.

members following an interaction with officers.

The department is exploring other innovative approaches to engage with the community. One example under consideration is a community debriefing following violent arrests. In 2022, the Los Angeles Police Department (LAPD) adopted an informal initiative to build trust between officers involved in violent arrest incidents and the community members who witness them. The concept of the initiative is simple: after an arrest involving police violence or use of force is completed, an LAPD officer stays at the scene to engage with witnesses to the arrest about what happened during the incident. The officer may, for example, answer questions, discuss the actions of responding officers, and explain the departmental protocols officers were following in carrying out the arrest. Although there are limitations on what may be shared, the officer may nonetheless be able to explain policies, practices, and officer conduct in a way that can help demystify their actions and address concerns about how they handled their response. This initiative remains in its early stages as of the publication of this report<sup>23</sup> and has yet to be formalized by the LAPD. However, it remains a noteworthy example of how proactive information-sharing by the police can help assuage community concern in the field and in a time and place close to where incidents occur.

Another engagement opportunity will be present when the department re-develops its mission and vision statements. The department plans to hire a facilitator to bring the community and department together to revise these undergirding statements of the department's purpose and focus.

### **Strategy 9: Improving service through technology**

The department has expanded the use of technology such as indoor drones and robotics when applicable to safely resolve volatile situations and remains committed to adopting leading edge technologies to improve service delivery.

#### **9.a. Unmanned Aircraft Systems**

Focus Areas: **Providing Leadership in Preventing/Reducing Crime**  
**Ensuring Right Response, Role of Police**

The Boulder Police Department has become a leader in Unmanned Aircraft Systems (UAS) used for public safety. The UAS unit flew its first mission on June 20, 2017 and has flown 183 missions as of March 30, 2022. A mission may include multiple flights. The UAS platforms have been utilized in a variety of missions including searching for missing persons, searching for wanted persons, flying indoor building searches (which greatly reduces the chances of an unexpected/violent encounter with a suspect), providing 'overwatch' during critical incidents such as the March 2021 Hill riot and the March 22, 2021 King Soopers mass shooting, and crime scene mapping and photography. Drone capabilities include infrared cameras that are extremely valuable when searching for missing or wanted persons and providing heat signature mapping for large structure fires. The department's ariel capabilities were heavily utilized during and in the aftermath of the Whittier Apartment Complex fire.

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<sup>23</sup> IntegrAssure and National Policing Institute, Draft report, "Assessment and Report on Findings on National Best Practices," June 24, 2022

The department currently does not have a budget dedicated to this program. As technology improves and utilization continues to grow, it is essential that the program is properly funded through a dedicated budget. Replacement costs for the current inventory and peripheral equipment are approximately \$180,000.

All department pilots are certified by the Federal Aviation Administration (FAA) and are required to be current on the legal use of drones based on the fourth amendment, criminal and civil case law and department policy. Fallen BPD Officer Eric Talley was a pilot and founding member of the UAS team.

#### Future Uses of UAS:

UAS platforms, commonly known as drones, are increasingly being used in new ways for public safety applications. The Chula Vista, CA Police Department's Drone as First Responder program launches a drone from the police station on crimes in progress, traffic crashes, fires, and reports of dangerous persons. The drone pilot is tied into the 911 call center and monitors the 911 call in real time. The UAS usually arrives on scene ahead of officers and provides a real-time video feed of the scene to responding officers cell phones and mobile computers. Chula Vista has found the rapid deployment of a drone on weapons calls has helped de-escalate many situations by rapidly determining what type of weapon, if any, the person is armed with and their exact location. Real time visual information is invaluable in producing a safer outcome on high-risk calls. Chula Vista is one of ten UAS teams currently authorized as part of the FAA's Integration Pilot Project (IPP). The IPP was a federal initiative designed to help integrate drones into the National Air Space (NAS).

Chula Vista's program may serve as a future model; however, it requires full-time UAS pilots which BPD is not currently staffed for.

#### **9.b. Body Worn Cameras**

Focus Areas: [Modeling Transparency & Accountability](#)

[Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations](#)

Many departments across the country are implementing the use of body worn cameras on officers on the premise that the presence of body worn cameras can encourage officers and community members to maintain a higher standard of civility in monitored interactions. This advances the department's goals to improve police interactions, further transparency, and accountability, and grow community trust. While the initial cost of this technology and ongoing costs of video data storage and management are high, there could be cost savings associated with case reductions in general and the time it takes to resolve cases. Furthermore, body worn cameras can be a helpful tool to address police misconduct, protect the victims of misconduct, resolve situations where

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**“Better use of technology can improve efficiencies, and the environment for staff and community members. Take some busy work off staff so they are more available to the public.”**

**- Internal BPD Reimagine Policing committee meeting**

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there are conflicting accounts, and reduce racial disparities in public safety.

The Boulder Police Department has been a leader in this area having operated in-car camera systems since 2010 and adopted body worn cameras for all patrol officers in 2014. State law now requires the release of body camera video in certain circumstances. As laws and public expectations concerning the release of police video continue to change, the department will need to plan and adapt for how those changes affect business operations. Video released to the media and public must be redacted for personal identifying and medical information. This process is costly, time consuming and requires personnel trained for the task.

The research on the widespread and growing adoption of body worn cameras as well as the cost-benefit realities has produced mixed results about its effectiveness in reducing the number of complaints, use of force reports, arrests/citations, and time needed to resolve complaints/cases. Some reports also cite concerns over privacy, increased surveillance, who gets access to the data, and the potential for data manipulation that this strategy produces. Nonetheless, recent changes in Colorado state law require all police departments to equip officers with body cameras by July 1, 2023.

### **9.c. Robots**

Focus Areas: **Providing Leadership in Preventing/Reducing Crime**  
**Ensuring Right Response, Role of Police**

In addition to safely handling suspected bombs and suspicious objects, robots are very effective when dealing with armed, barricaded subjects. Using robots in these volatile situations greatly improves the chances of a successful outcome where neither the suspect nor officers are injured. This technology can save lives. Examples from Boulder include:

A domestic violence call where a suspect was armed with a handgun and barricaded in a residence. The victim had escaped but the suspect remained in the house which had narrow hallways, doors, and tight corners. The HD2 (small robot) located the suspect and was used to grab the suspect's hand. This prevented him from reaching a loaded revolver on the floor. The SWAT entry team arrested and secured him without further incident.

A person in crisis barricaded himself in a garage after threatening the homeowners with firearms. He was hiding under curtains, tarps, and blankets. The F6B robot was able to obtain clear video of the suspect emerging from the area who had a pair of scissors in his hands, but no firearms. The entry team was getting ready to enter the garage searching for him. This was relayed to perimeter and led to the negotiated surrender of the individual with no harm.

### **9.d. Anticipated Future Technology Needs**

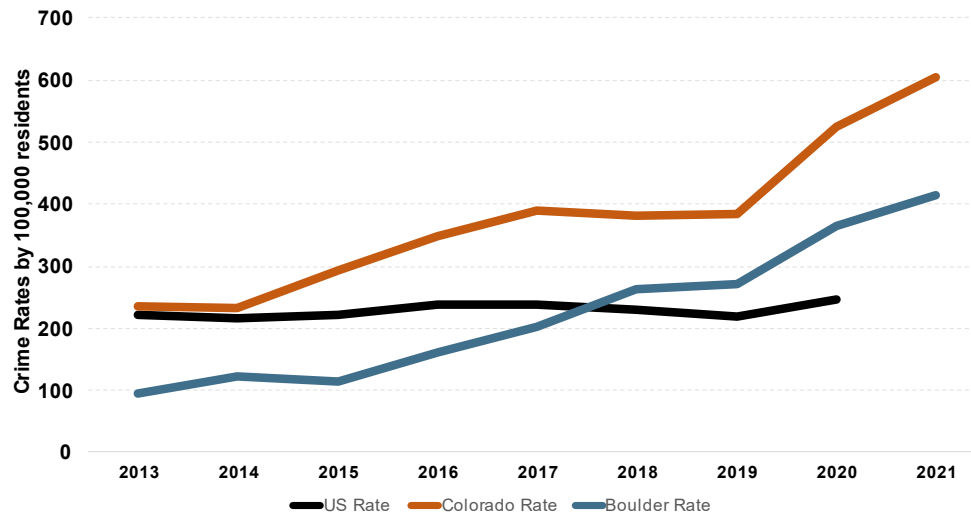
Focus Areas: **Providing Leadership in Preventing/Reducing Crime**

Automated technology such as license plate readers have a growing role in public safety. Colorado and Boulder are experiencing significant increases in property crimes such as motor vehicle theft. Enhanced license plate reader networks (ALPR) are effective at combating auto theft and can lead to more recoveries of stolen cars and apprehension of suspects. The department currently has



only three ALPR systems. Wider ALPR geographic coverage will allow officers to track stolen cars and approach suspects more safely, reducing the risks to the public posed by a fleeing car while increasing chances of recovery.

**Figure 26: Motor Vehicle Theft Rates 2013-2021**



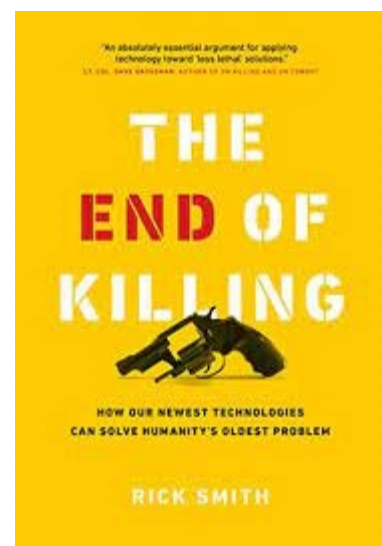
The department is a leading partner with Axon Technologies in implementing and evaluating the next generation of less lethal options for police. One of Axon’s goals is to make the bullet obsolete in civilian policing by developing technology that is as effective as firearms but without causing serious injury or death. Rick Smith, the founder of Taser (now Axon), has named this endeavor The End of Killing.

**9.e. Next Gen 911**

Focus Areas: **Ensuring Right Response, Role of Police**

Boulder Police and Fire Communications went live with Wireless Emergency Alerts (WEA) and the Integrated Public Alert and Warning System (IPAWS) in early 2022. These messages notify all enabled cell phones in a specific geographic area with sounds and text, similar to Amber Alerts and National Weather Service emergency notices, without requiring users to opt-in or subscribe to the service. The ability to directly message these warnings increases community situational awareness and public preparedness to respond to emergency situations and mitigates the department’s need to make direct contact during evacuations and stay-at-home orders. WEA messages for floods and wildfires have been translated into Spanish.

Next generation 911 continues to evolve as wireless technology advances. Boulder Police and Fire Communications has Text-2-911 capability. Cell phone video streaming to 911 is on the



horizon. It is difficult to anticipate what communication platforms will exist in the next decade and how they will impact and interface with the 911 system. Technology changes also affect the training current dispatchers receive and skills that are required for dispatchers of the future.

## Strategy 10: Employee Wellness

Focus Areas: [Recruiting & Supporting a Professional Workforce with Integrity](#)

Nationwide departments are facing significant challenges to recruit and retain officers, and Boulder is no exception. In particular the city is faced with high costs of living, and community challenges that are out of scale for the size of the city<sup>24</sup> which place additional burden on the existing staff to meet local needs. These circumstances can make Boulder a less attractive option for prospective candidates who may pursue more affordable cities with a different range and volume of community needs.

It is also important to recognize the psychological trauma and high demands the job entails. In their line of work officers face situations of distress and trauma daily, and their exposure can have impacts on physical and mental wellness.

The average life expectancy for police officers is almost 22 years less than the general population. The average age for an officer's first heart attack is 49, versus 65 for the general population. Research has shown that more police officers die by suicide than fatal injuries in the line of duty. Police officers have a higher risk of suicide than any other profession and rates of post-traumatic stress disorder (PTSD) and depression are five times higher than the civilian population.

The COVID-19 pandemic added stressors for department staff. Officers and most non-commissioned employees continued working with the public and on premises while many other city employees worked from home. The nature of public safety work leaves few options for working remotely. Like other employment sectors, the department was not immune to the 'great resignation'. BPD lost 59 officers due to retirements and resignations during 2020 and 2021. Staffing shortages and the stress of working through the pandemic have affected employees' morale and wellness. The department also experienced the deaths of Officers Eric Talley and Ashley Haarmann in 2021, adding stress and trauma and challenging its resiliency.

On duty police officers with untreated mental illness can present a threat to public safety because added mental stressors can limit an officer's ability to problem solve and think critically under

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**“What can the city do to improve morale of police officers and ensure that they feel valued? This should include sufficient pay that officers can live in the city of Boulder and feel connected to the community. Positive feedback is also essential.”**

**- Be Heard Boulder English respondent, Female, Two or more races, Central Boulder**

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<sup>24</sup> The annual Benchmark Cities survey shows that Boulder had the fourth highest number of calls for service per 1000 residents in 2021 and the highest number in 2020, compared to 30 other mid-sized cities. The property crime rate in Boulder is approximately twice as high as the property crime rate nationally and substantially higher than the state property crime rate.

pressure. Moreover, the culture of police departments must overcome mental health stigma. Since an increasing number of calls are in response to cases of mental illness in community members, it is important that officers have mental health literacy and be equipped to address their own psychological needs.

The department is committed to maintaining, improving, and legitimizing the need for employee wellness, especially mental health. The department has had an Employee Assistance Program for decades. Since the 2013 Master Plan, the department has added a Peer Support Team. The team provides support to those who experience stresses generated by the role of policing today. The team is advised and supported by a licensed psychological professional. Peer support teams for first responders have confidentiality privilege under Colorado law. The department also added a Police Chaplain program in 2020. Utilization of these programs has increased over time and were heavily used following the King Soopers mass shooting. The peer support team will need to attend advanced training and train new members, which will require additional funding for the program.

The department plans to launch a comprehensive cardiac wellness program in the future to provide early detection of cardiac and stroke risks and improve physical and nutritional wellness.

The department's wellness budget has been underfunded and has not kept up with demand. Currently, only \$155 per employee is budgeted for wellness.

### **Strategy 11: Responding to Climate Change**

Focus Areas: **Ensuring Right Response, Role of Police**

As exemplified by recent events, communities impacted by extreme events such as wildfires and floods rely on the police department to ensure their safety during events requiring evacuation. Boulder is at an elevated risk profile for catastrophic flash flooding and wind-driven wildfires due its geography. The wildfire season is now year-round. As the severity and frequency of these events grows, the department needs to focus its planning, training, and resources on an enhanced response capability. BPD will work more closely with the Boulder Fire Rescue, Transportation, Office of Emergency Management and partner agencies on warning and notification, pre-planned evacuation routes and evacuation techniques.

In addition to calibrating coordinated regional responses to natural disasters, the police department is committed to supporting Boulder's climate action goals by reducing the climate effects of carbon fuel-based vehicles by moving to a more efficient and cleaner fleet. Plug-in electric vehicle range and re-charge times continue to improve. Currently there is not a plug-in electric vehicle suitable for standard patrol. BPD's patrol vehicles typically are run for more than one shift per day which does not allow sufficient re-charging time. However, there are opportunities to begin replacing some non-patrol vehicles with plug-in electric vehicles and Ford is developing a police package all-electric vehicle. The department has begun replacing patrol vehicles with gas/electric hybrids. Plans will be made to convert to an all-electric fleet within the next ten years. This will require infrastructure changes and investment that need to be considered with the department's plan to address physical space needs.

### **Strategy 12: Partnerships to leverage external resources**

Focus Areas: **Providing Leadership in Preventing/Reducing Crime**

The department has held longstanding relationships with our federal law enforcement partners. For example, the FBI provided technical assistance and personnel for the 2013 Bolder Boulder 10K following the bombing of the Boston Marathon the month before. Their assistance has continued and has helped keep one of Boulder's premier events safe.

BPD has formed formal and informal working relationships with the FBI, the United States Marshals Service, the Drug Enforcement Agency, the United States Secret Service, the United States Postal Inspection Service, and the Department of Homeland Security. These arrangements allow for sharing of information and provide added resources and personnel. Often, those who commit crimes in Boulder flee the jurisdiction, and in some cases attempt to leave the country. Federal agencies such as the FBI and US Marshals have units dedicated to locating and arresting dangerous fugitives.

Domestic terrorism, especially threats from political extremists, has increased across the county and Boulder is not immune.

Local-Federal partnerships through the taskforce model provide:

- **Increased knowledge through training.** Federal agencies provide training in many areas including behavior analysis, interview and interrogation, advanced intelligence techniques, counterterrorism, human trafficking, child exploitation, narcotics trafficking and national security issues.
- **Increased transparency and situational awareness.** Members of local/federal taskforces have access to regular team meetings and situational awareness of patterns and threats in other areas.
- **Increased timeliness of access to sensitive information.** A Task Force Officer embedded within BPD has direct access to intelligence information without first going through FBI channels.
- **Increased resources.** Federal partners bring in additional resources. For example, human resources, such as a linguist; material resources specialized equipment; and laboratory assistance.
- **Formalized partnerships give timely high-level access to sensitive information.** Both the United States Attorney for the District of Colorado and Boulder County District Attorney have recognized the importance of federal partnerships in quickly responding to incidents in Boulder such as the King Soopers mass shooting and the apprehension of Matthew Harris, a potentially violent suspect from California, who had sent an email to approximately 35 individuals, directing them to a google drive containing an 803-page "manifesto" titled "death sentences". Additionally, as a medium-sized agency, BPD does not have departmental resources to match the resources gained by partnering with the FBI and other federal agencies.

Boulder's status as a sanctuary city remains in effect regardless of any federal partnership agreements. The focus of these relationships has, and always will be, on addressing serious and violent crime, not immigration status or activities protected under the first amendment.

### One Case in Point

Boulder resident Ashley Mead and her young daughter were reported missing on Feb. 14, 2017. Sadly, Ashley was found deceased in Okmulgee, OK. Adam Densmore, the father of Ashley's child, was arrested in Oklahoma and the child was found with him, unharmed. The investigation spanned five states with evidence recovered from three states. This case highlighted the benefit of local, state and federal cooperation. Because of the department's relationship with the local FBI office, federal assets were quickly available to process the out-of-state crime scenes, preserving valuable evidence. The FBI also assisted with laboratory processing and secure evidence transfer. Adam Dinsmore was convicted of first-degree murder and sentenced to life plus twelve years in prison for killing Ashley Mead.

## Capital Needs

### Strategy 13: Creating the right space to do the work

Focus Areas: [Recruiting & Supporting a Professional Workforce with Integrity](#)  
[Ensuring Right Response, Role of Police](#)

Having adequate and available facilities supports the department's ability to be an attractive employer as well as ensure effective service and response to the community. The need for additional physical space for police operations and personnel was identified in the development of the 2013 Police Department Master Plan. A space needs analysis conducted in 2014 found that the Public Safety Building was operating beyond its functional capacity and was undersized based on existing standards. The study determined the need for an additional 25,000 to 30,000 square feet of space and at least 150 more parking spaces to meet the needs at that time and account for projected growth of 5% per year. These physical limitations impact the department's ability to expand facility-based programs and trainings.

BPD is working with the city's Chief Facilities Architect on the feasibility of integrating the department's space needs with the citywide Facilities Master Plan. The Public Safety Building houses a modern indoor firearms range which is also used by Open Space and Mountain Parks Rangers. Firearms range space in Boulder County is very limited, which prompted the department to invest in the indoor range. The indoor range is also a key component for the department to host its own POST academy. The need for an indoor range may impact BPD's ability to fully relocate all operations under one roof. The Public Safety Building is owned by the city, which contributes to the city's real estate portfolio for leveraging the purchase of additional facilities. Future department growth necessary to adapt to the East Boulder Sub Community Plan also needs to be factored into the department's space needs analysis.

This will be an ongoing analysis during the next few years given the complex factors involved.

## CHAPTER IV: FUNDING & IMPLEMENTATION

### Funding Needs

Estimated costs of fully funding implementation of the draft Reimagine Policing plan include \$1.77 million in one-time expenditures and \$3.89 million in additional ongoing costs phased in over a five-year period. The police department is exclusively funded by the city's general fund, except for some limited grant funds. As such, the master plan must rely on general fund revenue unless the city passes a dedicated tax supplement. Below are tables showing estimated implementation times for each strategy and the associated costs. Some strategies and tactics do not require additional funding for the department.

**Figure 27: Overview of Reimagine Policing Strategy Implementation Timeline & Budget**

Strategy #	Strategy	Implementation Timeline	Budget Requirements
1	Collaborating on alternative responses to community problems		
1.a	Non-traditional responses	Ongoing, with new alternative response option potentially implemented 4 <sup>th</sup> Quarter 2022 through 2 <sup>nd</sup> Quarter 2023	To be determined, new alternative response will impact other department budgets
1.b	Broader city context for social support partnerships	Ongoing	
2	Recruit and retain a diverse workforce	Ongoing; the department's goal is to hire 24 officers per year until full staffing is achieved	Funding for authorized staffing included in current budget
3	Adopt policing models that are best practices, emphasizing evidence-based models		
3.a	Stratified Policing	Current officers trained as of 2 <sup>nd</sup> Quarter 2022, new officers receive training in Mini Academy	In 2022 budget
3.b	Integrating	Current officers trained as	No additional

	Communications, Assessment, and Tactics (ICAT) Model	of 1 <sup>st</sup> Quarter 2022, new officers receive training during Mini Academy, all officers will receive on-going refresher training	budget required
3.c	Commission on Accreditation for Law Enforcement Agencies (CALEA) Accreditation	In-progress with estimated completion in 3 <sup>rd</sup> Quarter 2023	
4	Staffing for Community Problem Solving	Ongoing; BPD's goal is to hire 24 police officers per year until full staffing is achieved; begin hiring the recommended 8-14 additional officers in 2024-2027; plan for lieutenant rank in 2023, implement 2024	See budget worksheet below
5	Transparency in Stop, Arrest and Use of Force Data	Underway; contract awarded to University of Cincinnati May 2020 with complete date in 1 <sup>st</sup> Quarter 2023	In 2022 budget
6	Continuous improvement and independent review in complaints/use of force	Ongoing	
6.a	Use of Force Investigations	Ongoing	
6.b	Police Oversight Panel	Ongoing	
7	Training and Engagement for Future Policing		
7.a	Restructure to Implement Training Unit	Completed	
7.b	Administer Racial Equity Trainings	58% of employees have been trained, remaining staff will be trained by 3 <sup>rd</sup> Quarter 2022	
7.c	Executive, Command and	Two command level officers	\$45,000/year in

	Supervisor Training	attending Senior Management Institute for Police in July 2022 on going in following years	training costs (\$30,000 currently in budget)
7.d	Boulder Police/CU Police POST Academy	Anticipated first class 3 <sup>rd</sup> Quarter 2023	Est. \$170,000 = \$120,000 annual salaries for director and assistant + \$50,000 onetime startup costs; \$25,000/year on going costs
7.e	ABLE: Active Bystandership for Law Enforcement	3 <sup>rd</sup> / 4 <sup>th</sup> Quarter 2022-Train the trainers; 1 <sup>st</sup> Quarter 2023 begin training officers, on-going basis	
7.f	Civil Disturbance Training	Begin 3 <sup>rd</sup> Quarter 2023	Est. \$10,000
7.g	Community involvement with Police Training	TBD	
7.h	Procedural Justice Training	TBD	
8	Information and Outreach		
8.a	Public Data Portal	In place and operational	
8.b	Community Engagement	In progress	\$10,000 to \$15,000 for facilitator for community/BPD work on mission/vision
9	Improving service through technology		
9.a	Unmanned Aircraft Systems	Research on next generation of use cases in progress	UAS replacement costs in base budget
9.b	Body Worn Cameras	Funded and in place	
9c	Robots	Ongoing	\$360,000 to replace 1 robot; \$163,000



			per year in replacement funding-(
9.d	Anticipated Future Technology Needs	2023 budget request for Flock camera system.	\$113,500 annually
9.e	Next Gen 911	Live 911 anticipated 2023 to 2024	Unknown. Expenses related to 911 system are typically paid by the Boulder Regional Emergency Telephone Authority
10	Employee Wellness	Peer Support, EAP and Chaplain programs continuing, Sigma Tactical Health cardiac screening 3 <sup>rd</sup> Quarter 2022	\$10,000 increase for advanced peer support training.
11	Responding to Climate Change	TBD	Est. \$200,000 for EV charging infrastructure
12	Partnerships to leverage external resources	In progress	
13	Creating the right space to do the work	Requires capital improvement process, coordination with city-wide facilities master plan, 2-5 years of development and funding	Estimated \$60M-\$90M

Figure 28: Reimagine Policing Plan Proposed Budget Requests by Year

Police Department Master Plan - New Costs						
OFFICER AND SERGEANTS						
STRATEGIC FOCUS AREA		Year 1	Year 2	Year 3	Year 4	Year 5
	Number of New Officers	0	4	4	4	2
	Number of New Sergeants	0	1	1	0	0
	Officer Salary & Benefits	\$ -	395,653	407,522	419,748	216,170
	Sergeant Salary & Benefits	\$ -	148,164	152,609	0	0
	Projected Annual Increase		3%	3%	3%	3%
	<b>Total Officer and Sergeant Salary and Benefits</b>	<b>\$ -</b>	<b>543,817</b>	<b>560,131</b>	<b>419,748</b>	<b>216,170</b>
	<b>New-Officer Costs (academy, equip, etc)</b>					
	One-time	\$ -	85,593	88,161	90,806	46,765
	Ongoing	\$ -	0	15,044	15,495	15,960
	<b>Total New Officer Costs</b>	<b>\$ -</b>	<b>85,593</b>	<b>103,204</b>	<b>106,300</b>	<b>62,725</b>
	<b>Vehicles</b>					
	Total of 6 new vehicles -5 Ofrs*, 1 SGT		2	2	2	0
	One-time	\$ -	150,146	157,653	165,536	-
	Ongoing	\$ -	-	39,249	41,211	43,272
	<b>Total Vehicle Costs</b>	<b>\$ -</b>	<b>150,146</b>	<b>196,902</b>	<b>206,747</b>	<b>43,272</b>
	*3 Ofrs per car					
4	<b>Total Officer and Sergeant Costs</b>	<b>\$ -</b>	<b>779,556</b>	<b>860,238</b>	<b>732,796</b>	<b>322,167</b>
RESTRUCTURE						
STRATEGIC FOCUS AREA		Year 1	Year 2	Year 3	Year 4	Year 5
	# of New Lieutenants	0	2	2	2	0
	New Lieutenants Salary & Benefits	\$ -	399,583	411,570	423,918	-
	<b>Vehicles</b>					
	Total Lieutenant Cars and Commander Cars		1	1	1	0
	One-time	\$ 142,996	75,073	78,827	82,768	-
	Ongoing	\$ -	37,380	19,625	20,606	21,636
	<b>Total Vehicle Costs</b>	<b>\$ 142,996</b>	<b>112,453</b>	<b>98,451</b>	<b>103,374</b>	<b>21,636</b>
4	<b>Total New Lieutenant Costs</b>	<b>\$ 142,996</b>	<b>512,036</b>	<b>510,022</b>	<b>527,291</b>	<b>21,636</b>
COMPACTION						
STRATEGIC FOCUS AREA		Year 1	Year 2	Year 3	Year 4	Year 5
	Increase DC to Pay grade 19 & Current Compa Ratio	\$ 44,418				
	Increase CMDR to Pay grade 19 & Current Compa Rat	\$ 113,159				
4	<b>Total Increase to Fix Compaction</b>	<b>\$ 157,577</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
OTHER ONGOING						
STRATEGIC FOCUS AREA		Year 1	Year 2	Year 3	Year 4	Year 5
7.c	Increases to Departmentwide Training	\$ 53,204				
7.f	Civil Disturbance Training	\$ 10,000				
7.d	New CoB/CU Academy Director and Assistant FTEs		120,000			
7.d	New CoB/CU Academy Ongoing Costs		25,000			
7.d	New CoB/CU Academy Start-up Costs		50,000			
8	Redevelop Mission & Vision Facilitation	\$ 15,000				
9.c	Robot CIP	\$ 360,000				
9.c	Robot Ongoing Replacement-All Inventory	\$ 163,000				
9.d	FLOCK	\$ 82,500				
9.d	Fleet 3	\$ 31,000				
	<b>Total Other Ongoing Costs</b>	<b>\$ 339,704</b>	<b>145,000</b>	<b>0</b>	<b>0</b>	<b>0</b>
	<b>Total Other One-time Costs</b>	<b>\$ 360,000</b>	<b>50,000</b>	<b>0</b>	<b>0</b>	<b>0</b>

**Police Department Master Plan - New Costs**

INFRASTRUCTURE COSTS		Year 1	Year 2	Year 3	Year 4	Year 5
<b>STRATEGIC FOCUS AREA</b>						
11	Install Electric Vehicle Charging Units for PD Fleet	\$ -	200,000			
13	New Facility Beyond 2027 \$60M-\$90M					

<b>Total New Costs</b>	<b>\$ 1,000,277</b>	<b>1,686,592</b>	<b>1,370,259</b>	<b>1,260,087</b>	<b>343,803</b>
<b>New One-time</b>	<b>\$ 502,996</b>	<b>560,812</b>	<b>324,640</b>	<b>339,109</b>	<b>46,765</b>
<b>New Ongoing</b>	<b>\$ 497,281</b>	<b>1,125,780</b>	<b>1,045,619</b>	<b>920,978</b>	<b>297,038</b>

## Implementation Planning

THIS SECTION IS A PLACEHOLDER FOR NEXT STEPS IN IMPLEMENTATION PLANNING AFTER RECEIVING PUBLIC INPUT ON THE DRAFT PLAN DURING ENGAGEMENT WINDOW IV.

