CITY OF BOULDER
CITY COUNCIL AGENDA ITEM

MEETING DATE: September 3, 2013

AGENDA TITLE: Consideration of a motion to accept the Boulder Police Master Plan, approve the Boulder Valley Comprehensive Plan (BVCP) Police Master Plan Summary, and amend the BVCP Urban Service Criteria and Standards for Urban Police Protection.

PRESENTER/S
Jane S. Brautigam, City Manager
Paul J. Fetherston, Deputy City Manager
Mark Beckner, Police Chief
Dave Hayes, Deputy Police Chief
Greg Testa, Deputy Police Chief
Joanna Crean, Public Works Project Coordinator

EXECUTIVE SUMMARY

The core mission of the Boulder Police Department (BPD) is to work with the community of Boulder to provide a safe and secure city through education, enforcement and investigative services. The purpose of this item is to seek acceptance from City Council of the updated Police Master Plan, approval of the Boulder Valley Comprehensive Plan (BVCP) Police Master Plan Summary, and amend the BVCP Urban Service Criteria and Standards for Urban Police Protection.

Originally developed in 1996 and revised in 2001, the Police Master Plan is being updated to better reflect current and emerging trends, which include an increasing population and changing demographics; a rise in the number of calls for service; changing community expectations; advances in technology and communication and the use of technology to investigate crimes; and requirements for court evidence. The updated Police Master Plan is being restructured within the context of the Sustainability Framework to reflect the BVCP and the city's approach to Priority Based Budgeting. The Master Plan is intended to guide the BPD for the next five-to-seven years in addressing the business operations of police service delivery in a manner that meets the community's standards and sustainability goals. A complete copy of the Police Master Plan is included as **Attachment A.**

The Planning Board reviewed and recommended City Council acceptance of the Police Master Plan by unanimous vote on July 25, 2013.

RECOMMENDATION

Suggested Motion Language:
Staff requests council consideration of this matter and action in the form of the following motion:

Motion to accept the Boulder Police Master Plan, approve the Boulder Valley Comprehensive Plan (BVCP) Police Master Plan Summary, and amend the BVCP Urban Service Criteria and Standards for Urban Police Protection.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- Economic – Police enforce the laws that help maintain a safe community for businesses to operate. The Boulder Police Department (BPD) provides support to keep the community safe from crime and improve quality of life concerns so that Boulder remains an attractive place to live, work and recreate.
- Environmental – BPD's use of alternative modes of transportation such as foot patrols, bicycle patrols and alternative fuel vehicles helps promote renewable fuels and reduces emission impacts. Also related to the environment is preparing for natural disasters, such as floods and wildfires. When a natural disaster occurs, police are involved in crowd control, providing public safety, directing traffic and organizing search teams.
- Social – BPD protects people, homes and businesses by delivering services equitably and fairly and helps to provide a predictable sense of safety and security. By working in partnership with the community, BPD can increase its effectiveness in solving community problems, reducing crime and making neighborhoods safer and more attractive.

OTHER IMPACTS

- Fiscal – Implementation of the Police Master Plan will take place over a number of years. BPD anticipates incorporating new initiatives into the future budget processes as city resources allow. For example, upgrading technology in order to improve response times and increase efficiency will be considered as part of a future budget process.
- Staff time – Implementation of elements of the Police Master Plan may require additional staff resources. For example, a phased in approach to add sworn officers and civilian staff members has been submitted for consideration as part of the 2014 budget process.

BOARD AND COMMISSION FEEDBACK

The city's Planning Board discussed the Police Master Plan at its July 25, 2013 meeting and recommended acceptance (4-0, **B. Bowen, A. Brockett, L. May** absent) of the Police Master Plan to City Council. Planning Board also approved (4-0) the proposed BVCP

Police Master Plan Summary and revisions to the BVCP Urban Service Criteria and Standards for Urban Police Protection.

PUBLIC PROCESS

Opportunities for public input included public hearings at the Planning Board meeting on July 25, 2013 and City Council meeting on September 3, 2013. In addition, from the summer of 2009 through 2010, focus group meetings were conducted with internal workgroups, external stakeholders, and the general public to obtain feedback about community concerns, as well as current and future police services. In 2011, an online survey was developed to solicit further information from the general public.

BACKGROUND

The BVCP provides the overall policy framework for departmental master planning including a general statement of the community's long-term desired future. Departmental and system master plans take the goals and policies of the BVCP and provide specific guidance for delivering city services. In 1996, BPD completed its first Master Plan, which was later revised in 2001. The BPD Master Plan is now being updated to better reflect current and emerging trends. The updated BPD Master Plan is being restructured within the context of the Sustainability Framework to reflect both the BVCP and the city's approach to Priority Based Budgeting.

As part of the master plan update process, BPD completed a workload and staffing analysis known as the Staffing and Deployment Assessment (Assessment) in June 2012. The Assessment recommendations were presented to City Council on April 30, 2013. Since the Assessment was completed, many recommendations have been implemented or are in the process of being implemented. Other recommendations are being brought forward as part of the 2014 budget process and the BPD Master Plan update. Information related to the Assessment as well as the BPD Master Plan update process can be found at: www.bouldercolorado.gov/police > "BPD Master Plan."

On May 28, 2013, a City Council dinner discussion was held in order to provide them with an update on the status of the Police Master Plan and obtain feedback on the proposed strategies and initiatives to address the provision of police services. City Council's feedback was then incorporated into the final Police Master Plan.

ANALYSIS

The Police Master Plan is the City of Boulder's five-to-seven-year plan to support public safety services by building on BPD's strengths, addressing existing deficiencies and defining a future course that ensures continued high-quality and cost-effective law enforcement services. This update to the Police Master Plan takes into consideration current and emerging trends that impact the future of police response, including an increasing population and changing demographics; a rise in the number of calls for service; changing community expectations; advances in technology and communication and the use of technology to investigate crimes; and requirements for court evidence.

Attachment A provides the Police Master Plan in detail. Included in this section are some of the key areas from the Police Master Plan.

Sustainability Framework

The Sustainability Framework is a tool for departmental master planning to help ensure that each plan aligns with and advances the goals and priorities of the City Council and community. The categories of the framework build upon the BVCP and the city's Priority Based Budgeting (PBB) approach. Both the BVCP and PBB were developed with community input processes and are used to guide long-term decision making as well as the city's annual budget prioritization process. The Sustainability Framework was first used in the Fire Master Plan and it has evolved as part of the Police Master Plan process. The framework will continue to evolve as it is applied in subsequent master plan efforts.

BPD Strategies and Initiatives

As part of the master plan update process, BPD developed a number of strategies and initiatives within the context of the Sustainability Framework to address the provision of police services. For each Sustainability Framework category area, the BPD's strategy is identified along with initiatives or action items to more strategically provide police services while meeting current and anticipated future community needs. While the initiatives are under a specific sustainability category, the initiatives often impact multiple areas. Details of each initiative are included in **Attachment A**, beginning on page 15 and summarized in a table on pages 28 and 29.

Investment Priorities and Implementation

In accordance with the city's business planning methodology, the Police Master Plan proposes three spending plans which focus on supporting programs that have strong community support:

- **Fiscally Constrained** plan based on 2013 budget allocations *($31,747,022 ongoing*),
- **Action** plan that assumes an increase in revenue to the department through the budget process based on the proposed initiatives (estimated *$1,507,703 ongoing; estimated $4,720,605 one-time),* and
- **Vision** plan, which is not fiscally constrained in any way (*$6,350,000 one-time).*

BPD receives over 99 percent of its funding from the General Fund with the vast majority spent on personnel and fixed expenses. Implementation of the Police Master Plan will take place over a number of years to even out budgetary and other impacts. BPD is already moving ahead with many of the recommendations in the master plan that do not require additional funding or staff. In the future, BPD will incorporate new initiatives into the planning and budget processes as city resources allow. With this master plan as a guide, BPD will use the city's Priority Based Budgeting approach to develop annual budget requests. Progress will be reviewed and accomplishments reflected as part of the

annual budget process. Every effort will be made to ensure that BPD efforts reflect City Council and community goals.

BVCP URBAN SERVICE CRITERIA AND STANDARDS

The BVCP urban services standards set the benchmark for providing a full range of urban services in the Boulder Valley. These standards are intended to be minimum requirements or thresholds for facilities and services that must be delivered to existing urban development, or new development and redevelopment to be considered adequate. The service standards for key urban services are evaluated and revised in master planning processes to ensure the thresholds and measurements are current and appropriate measures of service delivery.

BPD is currently meeting the majority of the BVCP urban service criteria and standards. The BVCP urban service criterion currently calls for BPD to respond to: "any potentially life-threatening police emergency normally within four and a half minutes from the time the call for assistance is received by the Communications center (however, the range for that average within the established city shall not exceed six minutes)." BPD feels that the police response to true emergency situations is meeting the standard. However, the data captured through the computer aided dispatch (CAD) system includes both emergency and non-emergency response to Priority One[1] calls. As a result the average response from the time a call was received to the arrival of an officer has increased from 2:15 to 6:28 minutes. The increase is mostly due to changes in tracking time, improvements in record keeping, and partly related to the fact that there are fewer officers available to respond. BPD has recently implemented a new CAD system that allows for better tracking of calls for service both in terms of time that calls are received, entered into the system, dispatched, and officers arrive as well as more easily extracted data such as number, type and details for calls for service handled by a particular officer. The new CAD system also assigns emergency or Priority One calls by closest unit using a Global Positioning System (GPS) feature rather than a dispatcher assigning these calls based solely on district assignment, which should improve police response time. After additional data has been collected using the new CAD system, BPD will further evaluate opportunities for improvement in response times. In addition, BPD is requesting additional staff resources as part of the 2014 budget process to increase officer availability.

BPD recommends one change to the BVCP Urban Police Protection Service Criteria and Standards as shown underlined below:

Adding to the "Location and Adequacy of Equipment and Facilities" that the location of patrol districts also be based on crime rates and neighborhoods/geography. BPD utilizes contemporary standards in calls for service and crime rates in order to determine the most efficient distribution of officers. Police departments focus on where the crime is located rather than on an "even" distribution of response times in order to use resources in the

[1] "Priority One Calls" includes calls that require the immediate presence of a law enforcement officer in order to protect individuals from injury or life-threatening situations, or other emergency situations which require and depend upon an immediate response.

most cost effective and efficient manner. BPD proposes adding “crime rates and neighborhoods/geography” to the standard for locating patrol districts.

(4) Location and Adequacy of Equipment and Facilities

(a) Ensure the availability and maintenance of police equipment, particularly that affecting officer safety.

(b) Locate patrol districts based on crime rates and geography/neighborhoods so that they are within an average four and a half minute emergency response time 24 hours per day.

These revisions to the BVCP Urban Service Criteria and Standards for Urban Police Protection have been approved by Planning Board on July 25, 2013. If approved by City Council, these revisions will be incorporated into the BVCP document.

MASTER PLAN SUMMARY

The following updated summary of the Police Master Plan for the BVCP is recommended for approval:

Police

The Boulder Police Department (BPD) provides both service and safety and has adopted a philosophical shift from a traditional 911-driven, purely reactive approach to an emphasis on community-based, prevention-oriented police services. The department defines its fundamental responsibilities as the following:

- *Enforcing laws and preserving public safety and order;*
- *Reducing crime and disorder through prevention and intervention;*
- *Responding to community needs through partnerships and joint problem-solving;*
- *Investigating and reporting serious and non-serious crimes for prosecution;*
- *Providing information and service referrals; and*
- *Managing and administering departmental operations.*

This updated summary has been approved by Planning Board on July 25, 2013. If approved by City Council, this summary will be incorporated into the BVCP document.

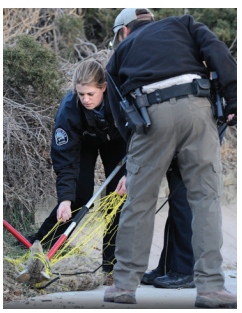
NEXT STEPS

Upon City Council acceptance, the Police Master Plan implementation will take place over a number of years to even out budgetary impacts. BPD anticipates incorporating new initiatives into the future budget processes as city resources allow.

ATTACHMENTS

A – Boulder Police Master Plan

ATTACHMENT A



Boulder Police Department

2013 MASTER PLAN

Table of Contents

Executive Summary Page 1

Chapter 1: Introduction Page 5

Chapter 2: Mission and Vision Page 9

Chapter 3: Trends, Community Needs & Sustainability Framework Page 11

Chapter 4: Recommendations Page 15

Chapter 5: Investment Priorities and Funding Options Page 31

Chapter 6: Performance Measures Page 35

Chapter 7: Implementation and Next Steps Page 39

Executive Summary

One of the foundations of a community's ability to go about its daily life is the basic feeling of safety. Governments at all levels share this responsibility. The core mission of the Boulder Police Department (BPD) is to work with the community of Boulder to provide a safe and secure city through education, enforcement and investigative services. Sworn officers and non-commissioned, civilian personnel take pride in their commitment to uphold the law, maintain peace, and strive toward the city's vision of "service excellence for an inspired future."

With a 2013 budget of $31.7 million, 173 sworn officers and 104 civilian employees, BPD provides a broad spectrum of law enforcement services including responding to both emergency and non-emergency calls for service, crime prevention, investigations, traffic enforcement, animal control and code enforcement. BPD serves the community by building partnerships to address crime and crime-related problems. This is sometimes referred to as a community-oriented or community policing philosophy.

As with all city master plans, the Police Master Plan takes its overall policy direction from the Boulder Valley Comprehensive Plan (BVCP). Specifically, the goals and policies of the BVCP

provide guidance for delivering city services. The Police Master Plan is the City of Boulder's five-to-seven year plan to guide the business operations of police service delivery in a manner that meets the community's standards and sustainability goals. Originally developed in 1996 and revised in 2001, the Police Master Plan is being updated to better reflect current and emerging trends, which include an increasing population and changing demographics; a rise in the number of calls for service; changing community expectations; advances in technology and communication and the use of technology to investigate crimes; and requirements for court evidence. The 2013 Police Master Plan moves the BPD towards the vision of being a leading edge police department, with state-of-the-art technology, well-trained officers and staff, up-to-date equipment and sufficient work space needed to provide the best service possible to the community.

Recommendations: Strategies and Initiatives

BPD developed a number of strategies within the context of the Sustainability Framework to address the provision of emergency and non-emergency services. The categories of the Sustainability Framework build upon the BVCP and the city's Priority Based Budgeting (PBB) approach: two key initiatives that define long-term community goals and priorities. The Sustainability Framework is a tool to help ensure that each departmental master plan aligns with and

advances the goals and priorities of the City Council and community. For each Sustainability Framework category area, the BPD's strategy is identified along with initiatives. (For more details on the Sustainability Framework category areas see Chapter Three, beginning on page 11.) Each strategy is supported by specific initiatives: (For more details see Chapter Four, beginning on page 15.)

Safe Community – Adjust service delivery to meet new community expectations while maintaining basic public safety. **Sample initiatives include:** Evaluate additional options to handle requests for service **and** phase-in additional sworn officers and civilian staff over five years to provide more time for community policing activities and proactive enforcement.

Healthy and Socially Thriving Community – Provide a safety net of services, early intervention and prevention to meet critical human service needs. Sample initiatives include: Refine "community policing" approach and develop future strategies to further support livable neighborhoods and vibrant business districts and continue to build better relationships with community groups which are often disengaged.

Livable Community -Ensure public safety services support evolving urban areas and that urban areas support crime prevention. **Sample initiatives include:** Evaluate Neighborhood Impact Team and apply lessons learned to future approaches to public safety **and** support collaboration on area plans and development review projects.

Accessible & Connected Community – Ensure safety for all modes of travel and efficiency for emergency response. **Sample initiatives include:** Continue to utilize alternative modes of transportation such as foot patrols, bicycle patrols and energy efficient vehicles in response **and** leverage technology to monitor traffic, identify safety issues, and improve enforcement capabilities.

Environmentally Sustainable Community – Reduce energy consumption and emissions by focusing on zero waste and energy efficiency initiatives **and** improve preparedness for natural disasters, such as floods and wildfires. **Sample initiatives include:** Improve BPD's environmental sustainability efforts through recycling and composting **and** expand Field Guide for Flood Response to include all hazards.

Economically Vital Community– Provide a high level of policing services ensuring safety and security in the community. **Sample initiatives include:** Continue to plan and develop safe procedures for the increasing number of special events **and** maintain commercial crime prevention efforts through education, enforcement, and investigation.

Good Governance – Use resources more efficiently and effectively to provide professional police services to the community. **Sample initiatives include:** Develop a strategic approach to better meet the changing demands of technology in the areas of forensics, criminal investigation, communication, and data collection **and** establish a strategic funding plan for maintenance and replacement of BPD capital assets, including facilities, vehicles, and all technology needs.

Investment Priorities and Funding Options

BPD receives over 99 percent of its funding from the General Fund with the vast majority spent on personnel costs. More than 80 percent of BPD spending falls into the highest scoring quartile of all programs when scored through the city's Priority Based Budgeting approach. In accordance with the city's business planning methodology, the master plan proposes three spending plans: a Fiscally Constrained plan

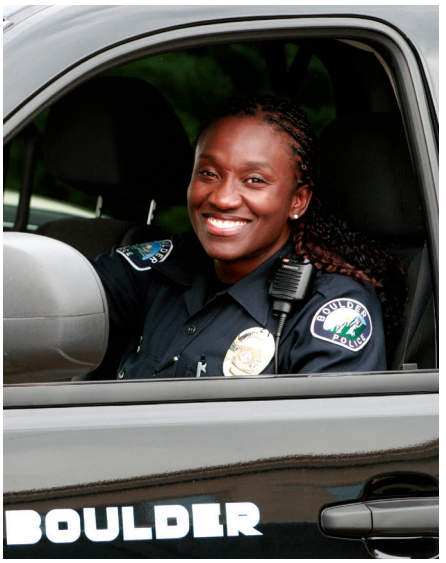
based on 2013 budget targets, an Action Plan that assumes an increase in revenue to the department and a Vision Plan which is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the community. All plans focus on supporting priority programs and those that have strong community support. (For more details see Chapter Five, beginning on page 31.)

Performance Measures

Performance measures are used to monitor service and progress toward the master plan strategies. Historically, police effectiveness has been measured by crime statistics, response times and some rough guidelines about the appropriate number of officers per 1,000 residents. BPD also includes victim feedback, District Attorney's Office feedback, benchmark community comparison data, and community input in evaluating performance. Overall, BPD is doing well in the areas of solving crimes (clearance rates), reflecting community diversity and other values, training, and holding employees accountable to high standards. Over the last 15 years, BPD has worked toward greater professionalism in meeting the mission of working with the community to provide service and safety. Nationally, Boulder has a lower crime rate compared to other similar cities. An area for improvement is in average response from the time a call was received to the arrival of an officer for Priority One calls. The response time has increased which is mostly due to changes in tracking time, improvements in record keeping, and partly related to the fact that there are fewer officers available to respond. Implementation of technological improvements will assist in more accurate data collection and BPD will further evaluate opportunities for improvement in response time standards. (For more details see Chapter Six, beginning on page 35.)

Implementation and Next Steps

With the adoption of this master plan, BPD commits to the initiatives outlined in the fiscally constrained plan (within the existing budget) and to actively pursue the funding and resource leveraging needed to implement the action and vision plans. As a result, implementation of the Police Master Plan will take place over a number of years to spread out budgetary and other impacts. BPD is already moving ahead with many of the recommendations in the master plan, specifically within the fiscally constrained plan, that do not require additional funding or staff. With this master plan as a guide, BPD will use the city's Priority Based Budgeting approach to develop annual budget requests. Progress will be reviewed and accomplishments reflected as part of the annual budget process. Every effort will be made to ensure that BPD efforts complement City Council and community goals. (For more details see Chapter Seven, beginning on page 39.)



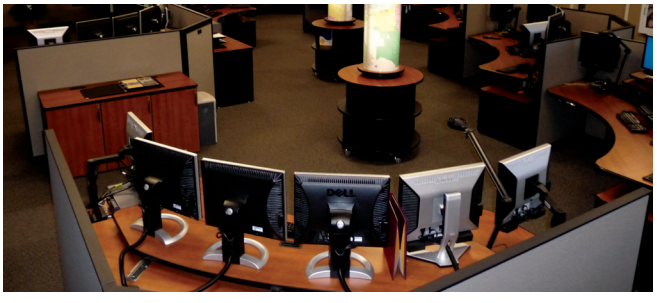
Introduction

What is the Boulder Police Master Plan?
The Police Master Plan is the City of Boulder's five-to-seven year plan to support public safety services by building on the Boulder Police Department's (BPD) strengths, addressing existing deficiencies and defining a future course that ensures continued high-quality and cost-effective law enforcement services.

Originally developed in 1996 and revised in 2001, the Police Master Plan is being updated to better reflect current and emerging trends, which include an increasing population and changing demographics; a rise in the number of calls for service; changing community expectations; advances in technology and communication and the use of technology to investigate crimes; and requirements for court evidence. The Master Plan is intended to guide the BPD for the next five to seven years in addressing the business operations of police service delivery in a manner that meets the community's standards and sustainability goals.

Major Accomplishments since 2001
Since the last master plan was accepted by City Council in 2001, BPD has:

✓ Built a state-of-the-art firearms range and a new training facility that has become a regional center for specialized training for the North Central Region.
✓ Developed and implemented the City of Boulder Police/Fire Communications Center.



✓ Reviewed and revised department policies to reflect contemporary standards such as creating a policy to provide additional direction on appropriate discretion for prohibiting racial profiling.
✓ Developed and implemented a new Code Enforcement Unit and a new Animal Control Unit.
✓ Increased inclusiveness through the use of "leadership teams" and advisement committees within the organization. As a result, BPD now provides basic and advanced Spanish language instruction to employees.
✓ Built a state-of-the art computer forensics lab staffed with a certified computer forensic detective.
✓ Enhanced traffic safety with the use of photo enforcement. Accidents caused by drivers running red-lights have been reduced by 57 percent and red-light violations by 65 percent.

CHAPTER ONE

How does the Master Plan fit into Citywide Planning Efforts?

The Boulder Valley Comprehensive Plan (BVCP) provides the overall policy framework, including a general statement of the community's long-term desired future. Departmental master plans take the goals and policies of the BVCP and provide specific guidance for delivering city services. Master plans establish detailed policies, priorities, service standards, facility, capital and system needs and budgeting for the delivery of services.

The updated Police Master Plan is being restructured within the context of the Sustainability Framework, which is a tool built upon the BVCP policy areas and the city's Priority Based Budgeting approach. The goal of the Sustainability Framework is to help ensure that each master plan aligns with and advances the goals and priorities of the City Council and community. The Sustainability Framework consists of seven category areas which provide the context to develop strategies and initiatives to continue to improve service to the Boulder community.

This master plan evaluates the Police Protection Urban Service Criteria and Standards outlined in the BVCP. It recommends strategies for protecting the public safety while responding to growth and it discusses areas where the department intends to comply with recognized best practices.

How does the Master Plan affect daily life in Boulder?

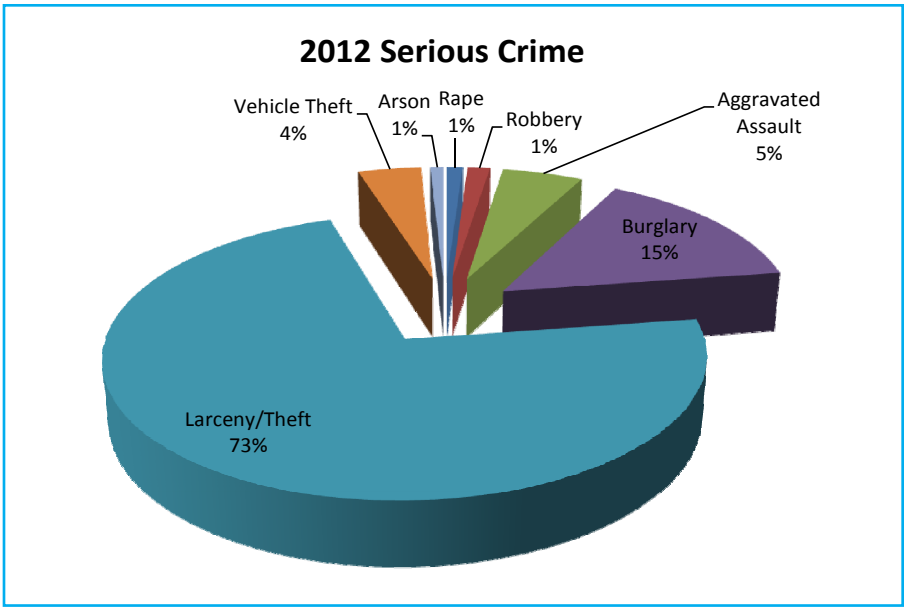
The master plan defines a future course for providing high-quality and cost-effective public safety services through education, enforcement and investigative services. It also reflects the department's intent to continue to improve public safety services, which will benefit everyone who lives, works and plays in Boulder.

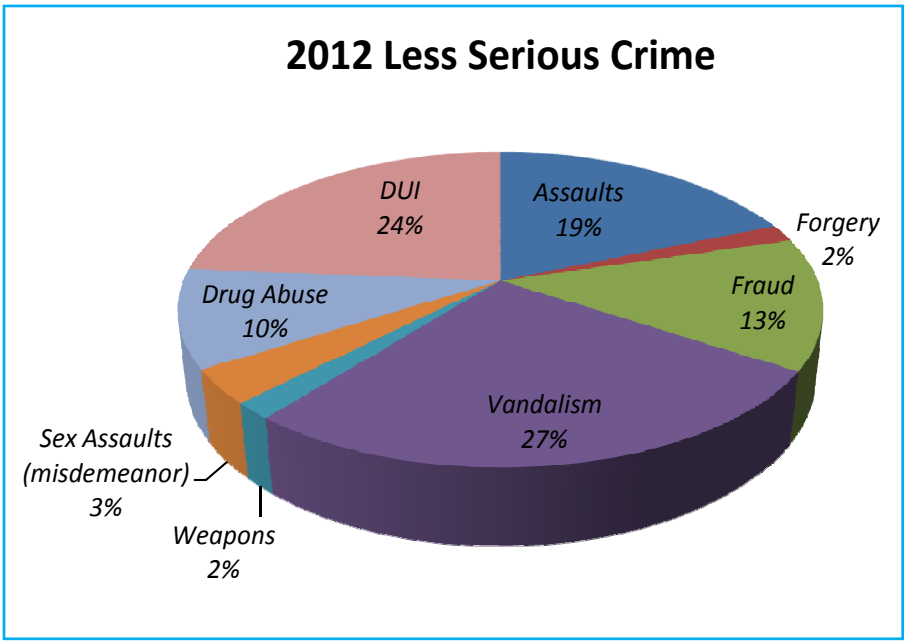
Department Anniversary

In 2003 the police department celebrated its 125th anniversary

Master Plan Development

In the fall of 2008, the second revision of the master plan began with the formation of a Master Plan Committee (MPC), which was comprised of commissioned and non-commissioned employees who were tasked with focusing on enhancing BPD's ability to provide services to the community. Several teams from the MPC were assigned to explore topics in the areas of administration, recruitment and training, technology, work flow and business practices, and environmental sustainability. From the summer of 2009 through 2010, focus group meetings were conducted with internal workgroups, external stakeholders, and the general public to obtain feedback about community concerns, as well as current and future police services. In 2011, an online survey was developed to solicit further information from the general public. In June 2012, an outside consultant completed a workload and staffing analysis known as the Staffing and Deployment Assessment. Using input from the focus group meetings, online community survey, the Staffing and Deployment Assessment, and reviewing population and demographic trends, a number of strategies and initiatives have been developed as part of the master plan update.





History of the Boulder Police Department

In February of 1878, a newly formed Boulder City Council drafted an ordinance "to provide for the organization of the police of the town." Marshal William Debord and one or two other men were charged with keeping the peace. Prior to this, law enforcement came under the jurisdiction of several Boulder County sheriffs and a series of constables. The city streets were made of dirt, and only a few laws had been passed. Marshals (later chiefs) were appointed by the mayor or city manager based more on their personal relationship with the mayor than on their professional abilities. Crime was rarely serious and involved prostitution, disorderly conduct and alcohol abuse. In the mid-1900's, changes came in the way of automobiles and telephones, and with these changes came an emphasis on finding a credible police chief. Claude Head was hired in 1923, when written rules and policies were established in the city. Boulder's oldest unsolved murder occurred when 45-year-old Officer Elmer Cobb was shot and killed on his way to work. At the time, people speculated that he knew too much about local bootlegging operations, and paid for that knowledge with his life. In 1949, Myron Teegarden was appointed as chief. His administration was in charge during a time that coincided with municipal growth: the City of Boulder nearly doubled in population in the 1950's. Officers conducted foot and vehicle patrols equipped with two-way radios for quick communications and rapid response to calls. Technological advances grew through the 1970's and 1980's. Computers opened up a new world of reporting, information gathering and information retrieval. Training requirements increased as the need for highly-skilled officers grew. As the population expanded, so did the crime rate. A new approach called community-oriented policing was developed that focused on working closely with the community to solve problems. This approach was fully adopted in the 1990's. Since then, the Boulder Police Department (BPD) has become a leader in developing community partnerships and working directly with community members to address crime. New technologies have changed the face of crime and the way it is solved, and BPD continues to strive for its goals of excellence in community service and ensuring public safety.

Mission and Vision

Vision for the Boulder Police Department

To provide service excellence for an inspired future by being a leading edge police department, with state-of-the-art technology, well-trained officers and staff, up-to-date equipment and sufficient work space needed to provide the best service possible to the community.

Boulder Police Department Core Mission

Working with the community to provide service and safety.

Overview of Current Operations

BPD provides safety, education, enforcement and investigative services to the City of Boulder. The police department employs 173 commissioned officers, including the chief and deputy chiefs, and 104 civilian employees, including 86 support staff and 18 non-commissioned enforcement personnel (code enforcement, animal control, accident report specialists and photo radar enforcement). With a 2013 budget of $31.7 million, BPD responds to emergency and non-emergency calls for service including natural disasters and provides the following services:

- Enforcing state criminal statutes and city ordinances as well as protecting United States and Colorado constitutional rights;
- Conducting criminal investigations and managing evidence and property information related to cases;
- Partnering with the community to address crime and civil disorder problems;
- Providing public safety and crime prevention education for the community;
- Managing public safety at special events like the Bolder Boulder;
- Operating the police and fire communications (dispatch) center;
- Conducting traffic and driving while under the influence (DUI) enforcement as well as investigating traffic accidents;
- Providing victim services, animal control, code enforcement, and photo radar enforcement.

Organizationally, the police department is structured into two main divisions: Operations Division and Support and Staff Services Division. The Operations Division consists primarily of patrol and investigations by commissioned officers. The division is responsible for enforcement and investigative functions through four primary sections, including:

- Traffic and Administration;
- Watch I (day shift patrol);
- Watch II and III (afternoon and evening patrol); and
- Investigations (detectives).

The Support and Staff Services Division basically provides all the support to the Operations Division, maintains the internal operations of the department, and provides non-enforcement services to the public. The primary sections of this division include:

- Records, Property and Evidence;
- Training;
- Communications (dispatch);
- Finance and Personnel;
- Photo Radar; and
- Building Operations and Maintenance.

The department currently operates with a fleet of 105 vehicles. This includes motorcycles and vehicles for patrol, traffic, animal control and code enforcement. The department also maintains a number of unmarked cars used by administration, detectives and building maintenance.

BPD Values

- Customer service
- Respect
- Integrity
- Collaboration
- Innovation

Relationship Building

BPD fosters community relationships in many different ways, such as:

➜ Placing School Resource Officers in schools to promote safety and cultivate relationships with students and administrators and offer threat mitigation training.

➜ Participating on the CU/City Oversight Committee which addresses alcohol issues and other problems associated with the university, its sororities and fraternities.

➜ Serving as liaisons to groups and organizations, such as: adult protection, Alcohol Recovery Center, Attention Homes, Blue Sky Bridge, child protection, domestic violence, neighborhood and Latino groups, homeless shelter, mental health and the Safehouse.

➜ Attending HOA meetings to provide dog-related information.

Number of Officers on patrol

Normally, 8 officers are on patrol or shift per time period. Police is staffed 24 hours a day, seven days a week.

To maintain proficiency in a wide variety of police services, the department conducts a broad range of training. Mandatory courses include an extensive firearms program encompassing qualifications and tactical training, rifle and shotgun clinics and mandatory and voluntary skills development sessions. Officers attend skills training programs several times a year which include water rescue, riot training, vehicle tactics and rapid emergency deployment blocks. Defensive tactics training includes areas such as hand skills, ground fighting and hands-on weapon retention. Officers are re-certified in areas like first-aid, CPR and Computer Voice Stress Analysis (CVSA). In addition, officers are encouraged to complete voluntary training such as Spanish classes, bike classes, stress management, interview and interrogation courses.

Philosophy

Public safety and crime prevention are the department's top priorities. City-provided police service is designed to protect the public through education, prevention, response, enforcement, and investigative services. BPD provides both service and safety and has adopted a philosophical shift from a traditional 911-driven, purely reactive approach to an emphasis on community-based, prevention-oriented police services. Often referred to as community-oriented policing, the BPD believes in building partnerships with the community to work on solving crime and crime-related problems. One primary goal of this approach is to reduce crime and disorder by carefully examining the characteristics of problems in neighborhoods and then applying appropriate problem-solving remedies. To be successful, this effort should engage many different groups within the city including neighborhood alliances, local schools, human service agencies, church groups and members of the business community.

Summary of BPD Programs

BPD defines its fundamental responsibilities as the following:

➜ Enforcing laws and preserving public safety and order;

➜ Reducing crime and disorder through prevention and intervention;

➜ Responding to community needs through partnerships and joint problem-solving;

➜ Investigating and reporting serious and non-serious crimes for prosecution;

➜ Providing information and service referrals; and

➜ Managing and administering departmental operations.

Trends, Community Needs and Sustainability Framework

As part of the master plan development, key demographic trends, crime statistics, and community demands that have implications for the Boulder Police Department (BPD) were identified as emerging trends.

TRENDS: Factors Driving the Need for Change
Based on the key demographic trends, crime statistics, and changing conditions in the community, BPD considers the following factors as having important implications for the future of police response.

- **Increase in Population and Changes in Demographics** – The City of Boulder's 2013 population is estimated at 99,716, with projections indicating an increase to 114,000 by 2035. This figure could be even higher as the University of Colorado – with a current enrollment of approximately 30,000 students – projects an additional 11,000 students by 2030. Boulder's Latino population nearly doubled between 1990 and 2000, increasing to eight percent. Trends indicate this will continue. Boulder's population is aging, and the county's population of age 60 and over is expected to nearly double by 2020.

- **Increase in the Number of Calls for Service** – There continues to be a long-term upward trend in calls for service. In an analysis of calls for service data[1] from 2011 to 2012 there is an increase of 3.9 percent in calls. Based on historical information, there is a prediction of an approximately three percent upward trend in calls for service over the next six years.

- **New Issues and Changing Community** Expectations – Over the years, BPD has shifted from a traditional 911-driven, purely reactive approach to one that emphasizes community engagement, crime prevention, and maintaining Boulder's high quality of life. Police departments are increasingly drawn into difficult social and community

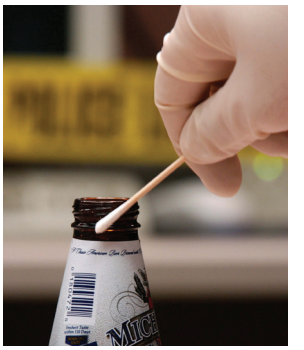
CHAPTER THREE

[1]*Calls for service data is tracked in the Computer Aided Dispatch (CAD) system. The city has recently implemented a new CAD system with improved data collection. As a result, data prior to 2011 includes different information and was not used in this analysis.*

problems that do not align with traditional perspectives of law enforcement. For example, the BPD faces demands to manage public spaces like the municipal campus, the Boulder Creek path, and the streets of University Hill because of behaviors and lifestyle choices that disrupt others' enjoyment of public space or otherwise negatively impact the quality of life, but do not result in dangerous criminal activity. The department also responds regularly to calls related to medical needs, mental health issues, substance abuse issues, and family and domestic problems. During the economic downturn and prolonged recovery, the police department is one of the few government entities accessible 24 hours/seven days-a-week.

- **Advances in Technology and Changes in Communication** – Law enforcement agencies around the country are dealing with rapidly evolving technologies designed to improve the efficiency of police work and the ability to solve crimes. Many of these new technologies are now integral to standard operating practices, and expected by both the community and the criminal justice system. The cost of staying current with this technology has increased over time as improvements are made and new technology emerges. In addition, police departments must address the different ways people communicate, including cell phones, computers, texting and various types of social media. This includes the community demand for greater access and availability of more information, quickly and in various ways.

- **Use of Technology in Crimes and Requirements for Court Evidence** – Police departments must plan for the use of new technologies in the commission of crimes like fraud, cybercrime, internet child pornography, and identity theft. With the rapid advances in forensic science, police departments and prosecutors are under greater scrutiny when presenting evidence in court. Juries increasingly demand better evidence, better reporting and more thorough investigations. Police departments must be prepared to handle these greater demands with more specialized services to support the complexity of the analysis.



COMMUNITY NEEDS: Sustainability Framework

As part of the master plan update, BPD evaluated the community needs within the context of the Sustainability Framework. The Sustainability Framework is a tool to help ensure that each departmental master plan aligns with and advances the wide range of goals and priorities of the City Council and community. The categories of the Sustainability Framework build upon the Boulder Valley Comprehensive Plan (BVCP) and the city's Priority Based Budgeting (PBB) approach: two key initiatives that define long-term community goals and priorities. Both the BVCP and PBB were developed from extensive community input processes and are used to guide long-term decision making as well as the city's annual budget process.

The seven category areas of the Sustainability Framework are listed below. The categories provide the context to develop strategies and initiatives to continue to better serve the Boulder community, as outlined in Chapter 4.

Safe Community – ***When the City of Boulder***….enforces the law and protects residents and property from physical harm; and fosters a climate of safety and social inclusiveness….***then it will be a Safe Community***. BPD's strategy to create a Safe Community is to adjust service delivery to meet new community expectations while maintaining basic public safety.

Healthy and Socially Thriving Community – ***When the City of Boulder***….supports the physical and mental well-being of its community members; cultivates a wide-range of recreational, cultural, educational, and social opportunities; fosters inclusion, embraces diversity and respects human rights….***then it will be a Healthy and Socially Thriving Community.*** BPD's strategy to support a Healthy and Socially Thriving Community is to provide a safety net of services, early intervention and prevention to meet critical human service needs.

Livable Community – ***When the City of Boulder***….sustains and enhances a compact development pattern with appropriate densities and mix of uses that provides convenient access to daily needs for people of all ages and abilities; supports a diversity of housing and employment options for vibrant and livable neighborhoods and business districts; and maintains abundant and accessible public gathering spaces….***then it will be a Livable Community.*** BPD's strategy to achieve a Livable Community is to ensure public safety services support the evolving urban areas.

Accessible & Connected Community – ***When the City of Boulder***….maintains and develops a balanced transportation system that supports all modes of travel; maintains a safe system and shifts trips away from single-occupant vehicles; and provides open access to information, encourages innovation, enhances communication and promotes community engagement….***then it will be an Accessible and Connected Community.*** BPD's strategy to achieve an Accessible and Connected Community is to ensure safety for all modes of travel and efficiency for emergency response.

Environmentally Sustainable Community – ***When the City of Boulder***….promotes an ecologically balanced community; prevents and mitigates threats to the environment; and ensures the efficient use of energy resources ...***then it will be an Environmentally Sustainable Community.*** BPD's strategy to contribute to an Environmentally Sustainable Community is to reduce energy consumption and emissions by focusing on zero waste and energy efficiency initiatives and to improve preparedness for natural disasters, such as floods and wildfires.

Economically Vital Community – ***When the City of Boulder***….develops and maintains a healthy, resilient economy and maintains high levels of services and amenities….***then it will be an Economically Vital Community.*** BPD's strategy to contribute to the community's Economic Vitality is to provide a high level of policing services ensuring safety and security in the community.

Good Governance – ***When the City of Boulder***….models stewardship of the financial, human, information and physical assets of the community; supports strategic decision making with timely, reliable and accurate data and analysis; and enhances and facilitates transparency, accuracy, efficiency, effectiveness and quality customer service….***then it will have provided Good Governance.*** BPD's strategy to provide Good Governance is to use resources more efficiently and effectively to provide professional police services to the community.

Recommendations

Strategies and Initiatives

BPD strives toward service excellence by working with the community to provide service and safety. As part of the master plan update, BPD developed a number of strategies within the context of the Sustainability Framework to address the provision of police services. The Sustainability Framework is a tool to help ensure that each departmental master plan aligns with and advances the goals and priorities of the City Council and community.

For each Sustainability Framework category area, the BPD's strategy is identified along with initiatives or action items to more strategically provide police services while meeting current and anticipated future community needs. While the initiatives described in this section are under a specific category, they often impact multiple areas as reflected in the summary table on pages 28 and 29.

Safe Community – Adjust service delivery to meet new community expectations while maintaining basic public safety.

BPD protects people, homes and businesses by delivering services equitably and fairly and helps to provide a predictable sense of safety and security. By working in partnership with the community, BPD can increase its effectiveness in solving community problems, reducing crime and making neighborhoods safer and more attractive. BPD needs to adjust service delivery in order to meet the needs of the community. Through efficiencies and differential response strategies, BPD anticipates increasing the time for officers to engage in proactive problem solving. Key initiatives in this area include:

- **Evaluate additional options to handle requests for service.** Having multiple options for addressing requests for police response allows the department to provide tailored service to members of the community while potentially delivering cost savings to the city. BPD has an ongoing education campaign to inform the community of options for service including on-line reporting. When community members call regarding non-emergency events, dispatchers educate community members about on-line information and reporting options. However, it is the city's policy that police respond in person if a caller wants to see an officer. BPD will continue to evaluate additional options to handle requests for service such as enhancing on-line reporting capabilities and adjusting, as appropriate, the prioritization of calls for service.

- **Implement a change in BPD's policy to reduce the amount of time spent responding to false alarms.** Boulder's current intrusion alarm ordinance is focused on registering the alarm with the city. BPD's alarm response policy requires an attempt to verify an alarm prior to calling police. Even so, BPD responded to 1,907 false alarms in 2012 using approximately 375 hours or the equivalent of nine weeks of staff time. The effect of this policy is that the police department supports private alarm companies by providing the response to alarms on which private businesses earn a profit. BPD receives no funding for providing this service. For these reasons, some police departments have discontinued responding to burglar alarms. BPD is changing the city's policy to require actual verification of a break-in (i.e., strict verification) prior to calling police. This will eliminate responses to false alarms and has been successful in other communities. This change will only apply to burglar alarms and will not change BPD's response to robbery alarms (banks) or personal help alarms that are triggered by individuals.

- **Phase-in additional sworn officers and civilian staff over five years to provide more time for community policing activities and proactive enforcement.** Currently, BPD has enough staffing to meet average standards for calls per officer and response times. However, this does not necessarily take into account the type of policing provided by BPD, including proactive enforcement on the University Hill, downtown, and Pearl Street Mall. In order to enhance the department's ability to provide direct services to the community, BPD is expanding the combination of sworn officers and civilian staff. Civilian employees can be hired, at lower salaries than those earned by sworn officers, to do some work currently done by officers. However, the benefits of this approach need to be evaluated against the fact that the use of civilian staffing limits how those resources can be used in the department. Therefore, BPD proposes phasing in an additional eight sworn officers and four civilian staff members over the next five years. The civilian staff will provide additional report specialist capabilities, including responding to some calls for service that do not require police officers. Appropriate staffing of the BPD will continue to be evaluated within the context of meeting current and future needs of the community

- **Adapt to changing needs and requirements in enforcing alcohol and marijuana**. BPD has a two-person team dedicated to alcohol and medical marijuana enforcement and inspection. Depending on the outcome of the state statue and local ordinance discussions related to recreational marijuana, BPD will adapt and change the enforcement and inspection approach, as necessary. To enforce the current city

code with respect to marijuana establishments, the city created a cross-organizational team that conducts joint inspections of marijuana establishments. Recently, BPD partnered with the City Attorney's Office, City Clerk's Office and Boulder Fire Department to develop a plan for a similar approach for alcohol enforcement. In addition, BPD is taking a strategic approach to overconsumption of alcohol by devoting more time to problem liquor licensed establishments and investigating abiding establishments less frequently. BPD also participates in the CU/City Oversight committee which addresses alcohol issues and other problems associated with the university. BPD will continue to make adjustments to alcohol and marijuana enforcement and inspections in order to adapt to new regulations and changing needs in the community.

Healthy and Socially Thriving Community – Provide a safety net of services, early intervention and prevention to meet critical human service needs.

BPD is increasingly called upon for non-emergency matters; the need for these responses is often related to quality of life issues or social problems that rarely rise to a criminal level. While the types of social problems vary, it typically includes mental health, domestic/ family intervention and juvenile delinquency. As a result, many opportunities exist for collaboration between police officers, social service agencies and social workers. BPD will continue to build on these partnerships as well as strengthen the relationships with other community groups. Key initiatives in this area include:

- **Strengthen partnerships with social service providers to meet critical human service needs.** Due to the nature of the work, police often encounter individuals who need assistance beyond public safety services. Police frequently refer individuals to social service programs for additional support. BPD will build upon the existing partnerships with the social service programs provided in the community. BPD will also continue to be proactively involved in intervention and prevention programs, such as family and child advocacy, mentoring at-risk youth and pairing officers with low income public housing developments (Adopt-a-Site). In addition, BPD will continue to coordinate community outreach projects for disenfranchised community members and underprivileged, such as community liaison officers, the Safety First program, and participation in the Share-A-Gift program. All of these efforts are designed to strengthen the safety net services for those in need which ultimately supports the well-being of the community.

- **Refine "community policing" approach and develop future strategies to further support livable neighborhoods and vibrant business districts.** "Community policing" is a philosophy and commitment to working in partnership with the community. This involves more than just responding to calls for service. It requires time for officers to spend developing relationships with community members to work together to find solutions to community problems. BPD has long practiced the philosophy of "community policing." For example, BPD mentors at-risk youth, provides School Resource Officers, and pairs officers with fraternities and sororities (Adopt-a-Frat). A focus

group comprised of community and department members will be formed in the fall of 2013 to discuss the "community policing" philosophy and what it means in Boulder. Information from the focus group discussions will be used as a guide in developing future strategies for 2014 and beyond. These efforts are designed to focus and clearly articulate the direction for BPD in terms of community policing and service to the community.

- **Continue to build better relationships with community groups which are often disengaged.** BPD works to build relationships with the community, focusing efforts on those who sometimes feel disengaged from the police department, including the Latino, elderly and other minority populations. One area of concern, especially within the Latino community, is deportation. Latino residents who may be in the US illegally are afraid to report crimes out of fear they may be deported. BPD actively encourages victims to report crime and treats everyone with the same respect and customer service regardless of their citizenship status. In April 2013, BPD was publicly recognized and thanked by the Boulder County District Attorney for work on behalf of victims of fraud related to immigration papers. Engaging every group is important in creating a safe environment for all members of the community.

Livable Community – Ensure public safety services support evolving urban areas and that urban areas support crime prevention.

With more development or redevelopment comes more activity, which can increase the need for police services. As the City of Boulder moves toward more compact development there is an impact on public safety services. In areas with more multi-housing or business complexes, it is harder for police to locate the exact address when someone calls for service. In a building with many tenants and a secure entrance, it can be difficult for police to enter the building to respond to a community complaint or request for assistance. These are some of the challenges that BPD needs to address when responding in a community that is evolving with more urban areas. As staffing and resources allow, smaller geographical areas will be covered on bike and foot patrols which will allow more visibility and connection with the community. BPD will also continue to be involved with evaluating and planning for changes so that building types, uses and programs can be designed for active spaces that are safe. Key initiatives in this area include:

- **Evaluate Neighborhood Impact Team and apply lessons learned to future approaches to public safety.** To address community concerns about public safety, the Neighborhood Impact Team was implemented to provide greater visibility in the downtown core area, while creating personal relationships with residents and businesses to solve crime and to address quality of life issues.

The Neighborhood Impact Team combines University Hill officers, swing shift (5 p.m. to 3 a.m.) officers from the Pearl Street Mall and additional district officers to ultimately comprise a team of 12 officers and two sergeants. The team's area of responsibility is the University Hill and Pearl Street Mall corridor, and the downtown campus, and includes increased foot and bike patrols with additional police presence on the Boulder Creek Path. The success of the Neighborhood Impact Team will be evaluated and any lessons learned will be applied to future public safety approaches in high visibility areas.

- **Support collaboration on area plans and development review projects.** As areas of the community undergo redevelopment that increases density, improves connections and creates livable public spaces, BPD will partner with other city departments during planning, engineering, design and review of plans and projects to ensure that redeveloped areas become quality places with adequate infrastructure and access by emergency responders. For example, the Boulder Civic Area is a visionary "community driven" project which

aims to rethink and evolve the downtown's most expansive public space. BPD closely monitors this part of downtown due to the number of community members who visit the area, including a large transient and homeless population. As a result, BPD will be involved in the process in order to balance the changes in the downtown with preserving public safety and order.

- **Evaluate size and design of police facilities for effectiveness and efficiency.** BPD has three facilities – one primary location at the Public Safety Building (1805 33rd St.) and two annexes, one on University Hill (13th and College) and one on the Pearl Street Mall (Pearl St. and 15th St.). The Public Safety Building has been used by BPD since 1989, and the annexes have been used for 10 to 20 years, depending on the location. The annex on University Hill is used only for staff (either Neighborhood Impact Team members or other officers) who need to complete office work and need telephone and computer access. The Pearl St. Mall annex is open to the public, and offers two civilian staff members who take reports, two code enforcement officers and the code enforcement supervisor. Annex employees help community members file reports, get fingerprinted, and often provide local directions. The Public Safety Building is the main police facility and offers full services to the public during the week, including seeing an officer, filing a crime or accident report, getting fingerprinted, etc. The building also includes training rooms, firearms range, locker and workout rooms, a communications center, Colorado Bureau of Investigation DNA lab, and all of the department's administrative offices. The Public Safety Building, along with many of the other city's existing facilities, is undersized based on existing standards. Through the Facilities and Asset Management (FAM) Division, a citywide space analysis will be completed with the initial focus on the downtown, due to the Civic Area project, in the fourth quarter of 2013. The remainder of the citywide analysis will be completed, including the Public Safety Building, as part of the FAM Master Plan update in 2014.

- **Protect and ensure quality urban environment through code enforcement.** The City of Boulder Code Enforcement Unit focuses on nuisance-oriented problems and quality-of-life issues including scattered trash, overgrown weeds and snow that hasn't been removed within the 24-hour time limit. In October 2011, code enforcement duties were transferred from the Public Works Department to BPD to provide a more focused approach to enforcement. With the BPD Code Enforcement Unit, the approach has changed to 24 hour/ 7 day-a-week access to staff, a decrease in response time, more structure in the process and reporting, and more dedicated resources designed to improve customer service. The Code Enforcement team manages issues citywide, but makes

frequent trips to high-complaint neighborhoods like University Hill. Many complaints are received about trash concerns which are often animal-created, and the team tries to educate residents about ways to deter wildlife. The first priority is education about the problem and helping to identify solutions. BPD will continue to use code enforcement to help to ensure quality-of-life issues are handled efficiently and effectively.

Accessible and Connected Community – Ensure safety for all modes of travel and efficiency for emergency response. BPD is committed to preserving and enhancing the safe and balanced transportation system that the community expects. Maintaining safety in Boulder's multi-modal transportation system will require continued traffic enforcement, educational efforts for drivers, pedestrians, and cyclists, and support for transportation planning and engineering efforts to make all modes of travel safe in the community.

BPD is also a user of the transportation system and therefore has responsibilities to both help shape the system and adapt to it. In addition to its traditional safe and fast vehicular response, BPD uses alternative modes, such as foot and bike patrols, to help connect with the community and reduce environmental impacts. BPD also takes advantage of new technologies like alternative fuel vehicles to reduce the city's carbon footprint. Key initiatives in this area include:

- **Address traffic safety through education and enforcement.** While Boulder encourages more bicycle and pedestrian traffic, it is important to ensure that all participants in the community's transportation system - pedestrians, bicyclists and drivers - practice safe travel behavior. BPD assists in addressing traffic safety through education and enforcement. For instance, the city recently adopted a new crosswalk safety ordinance. BPD assisted the Transportation Division with education and outreach efforts regarding bike and pedestrian safety at crosswalks. This was accomplished through public announcements, warnings as well as enforcement. Similarly, BPD assists in educating the community about using bike lights when riding at night before actively enforcing the ordinance. Officers pass out bike light coupons to offenders during a warning period. BPD also supports the national campaign to educate drivers of the dangers of texting and driving. BPD's approach is to educate the community and then proactively enforce to ensure all modes of travel are safe.

- **Continue to utilize alternative modes of transportation such as foot patrols, bicycle patrols and energy efficient vehicles in response.** As is the case across the city organization, BPD uses alternative modes of transportation such as foot patrols, bicycle patrols and alternative fuel vehicles. Demands for police presence and concerns over safety in key districts, such as University Hill and Boulder Creek Path, increases the need for foot and bicycle patrols to raise visibility and address concerns about the transient population, alcohol issues, and safety. BPD will continue to identify opportunities to further expand the alternative modes while also balancing the need for officer safety, enforcement capabilities, equipment needs, response capabilities, and prisoner transport. As part of the city's

climate commitment goals, 90 percent of newly purchased vehicles must be alternatively fueled. Currently, of the 108 police vehicles, 62 percent are alternative fuel vehicles, including hybrid or E85 (ethanol fuel blend). The lower percent is due to the fact that some emergency equipment is either not available in alternative fuel models or it is not a viable option given the needed equipment. BPD will continue to evaluate future vehicle purchases for alternative fuel options.

- **Leverage technology to monitor traffic, identify safety issues, and improve enforcement capabilities.** As part of the traffic safety program, BPD and the Transportation Division have added photo radar enforcement to some neighborhoods and school zones, and have installed photo red lights at some high-traffic intersections. Photo radar is an automated camera system used to enforce speed limits. It is operated in an unmarked vehicle by a specially-trained police employee. The photo red light systems are installed at key Boulder intersections that have a high number of collisions. Running red lights is one of the most frequent causes of accidents at intersections in Boulder. Photo safety technologies have proven to be effective, have been in use for more than 30 years, and are used in more than 45 countries. The goal is to reduce speeding on a variety of streets in Boulder and to reduce red light infractions. BPD will continue to coordinate with the Transportation Division to share data on traffic intersections and to evaluate current and future technological options to further improve safety and enforcement capabilities.

Environmentally Sustainable Community – Reduce energy consumption and emissions by focusing on zero waste and energy efficiency initiatives within the department; and **Improve preparedness for natural disasters, such as floods and wildfires.**

BPD participates in the ongoing city program to conserve energy, reduce greenhouse gas (GHG) emissions, use renewable energy, reduce waste and limit toxins in the environment. BPD's use of alternative fuel vehicles helps promote renewable fuels and reduces emission impacts.

Natural disasters, such as floods, tornadoes and fires, all cause specific damage and chaos. A strong police presence in these situations can help ease victims' fears and help prevent others from taking advantage of the disaster situation. When a natural disaster occurs, police are involved in crowd control, providing public safety, directing traffic, and organizing search teams. Preventing and mitigating threats to the community from natural disasters involves planning, preparation, equipment, and training. Key initiatives in this area include:

- **Continue to use Leadership in Energy and Environmental Design (LEED) targets for facility development.** BPD's main facility, the Public Safety Building, and both of its annexes, have received energy-efficient lighting and weatherization upgrades as part of the city's Energy Performance Contract. This includes replacing fixtures with energy efficient lighting and new light switches, a new HVAC system, boilers, water heaters, roof, sprinkler system and water conserving measures. Any future expansion or remodeling of the Public Safety Building will include LEED targets as supported across the city organization.

- **Improve BPD's environmental sustainability efforts through recycling and composting.** As part of the city's climate action plan, BPD is working on ways to improve recycling and composting efforts as well as considering a time-table to reach a goal of zero waste. As part of these efforts, BPD will install more three-in-one waste stations (which include recycling, compost, and trash receptacles) in facilities along with providing training about what items are compostable and recyclable. The recycling and composting data will be tracked and evaluated to ensure improved efforts. In addition, part of BPD's recycling efforts includes collecting soda cans by the Citizen's Police Academy Alumni[2] and bringing them to the recycling center. Seized

[2]*Citizen's Police Academy is offered to City of Boulder and Boulder County residents to learn about police operations and philosophy one night per week for approximately 10 weeks. The Citizen's Police Academy Alumni is a small group of academy graduates who continue to meet on a regular basis and volunteer their time, and sometimes money, to BPD.*

or found kegs are also returned to liquor stores. Proceeds from both of these efforts go towards the bomb squad program. BPD also contributes to the city's reuse efforts by donating used bullet resistant vests and uniforms to a number of smaller police departments including, Native American police departments located on federal reservations. BPD has also donated two-way radios that no longer work on the city's radio infrastructure to smaller police departments as well as to volunteer fire departments.

- **Continue to follow a scheduling plan to reduce commuting**. BPD follows a scheduling plan that reduces employee commuting by allowing employees to work ten-hour days, four days a week. This plan was originally implemented several years ago, but it has only recently been expanded throughout the department. As work requirements have allowed, BPD has supported staff changing to the ten-hour day, four days per week schedule. For each employee who takes advantage, two commuting trips per week are saved. Of the approximately 275 BPD employees, only 18 live within the city limits. The expansion of the ten-hour days, four days per week schedule throughout the BPD has resulted in a reduction of fuel consumption and GHG emissions. BPD plans to continue the current schedule and evaluate in the future if there are other opportunities to reduce employee commuting.

- **Continue to collaborate and coordinate with other city departments, Office of Emergency Management, Boulder County Sheriff's Office and other service providers in preparing for threats to the community.** BPD works collaboratively with other departments, agencies, and the community to minimize the risks to life and property, while maintaining the ability to provide emergency police services. For instance, BPD works closely with the City of Boulder/Boulder County Office of Emergency Management (Boulder OEM). The Boulder OEM coordinates with local, state, and federal partners to facilitate planning and response to emergency situations. A commander is dedicated as a Boulder OEM liaison during any natural disaster, and participates in the planning and development of responses. In the event of a large-scale natural disaster, all police department members would be expected to assist including all non-commissioned personnel, patrol, traffic, detectives, dispatch and administration. BPD completes regular training exercises with the Boulder County Sheriff's Office and at times, the University of Colorado–Police Department. The city's SWAT and bomb teams also train with the Boulder County Sheriff's Office and the Longmont Police Department on large-scale crowd management and crime-related events. BPD is always working to continually improve coordination with other agencies through training exercises, simulated drills, and by incorporating areas that are identified as needing improvement.

- **Purchase new Incident Command Vehicle to update response capability and improve critical incident response.** BPD has special equipment that may be used for critical incidents such as natural disasters, major criminal events, situations involving numerous casualties, or events requiring a large number of resources. The Incident Command Vehicle (ICV) is used to provide a private and secure area where command staff can strategize and deal with critical situations at the site of an event for prolonged periods of time. The current vehicle is 13 years old and, was designed based on

the needs at the time. BPD needs have changed due to an increased focus on collaboration with other agencies and the nature of events that need to be managed. A new ICV would provide the necessary interior space configuration for conducting briefings, while also accommodating the need for dispatch to coordinate other activities from the same vehicle with new radio and Computer Aided Dispatch technology. Updating BPD's response capability will improve critical incident response, which is important in a community that is considered the number one flash flood risk in the state of Colorado.

- **Expand Field Guide for Flood Response to include all hazards.** Mitigation, prevention, training and property planning are the best ways to efficiently and effectively handle incidents of mass destruction, including wildland fires and floods. In conjunction with the Boulder Fire-Rescue Department and the University of Colorado Police Department, BPD authors the City of Boulder Field Guide for Flood Response (Field Guide) to analyze the potential for floods and the impact they would have on the community. The guide is designed for police officers and fire fighters to use to establish the priorities for protecting life, property and critical infrastructure and is updated yearly. Currently, the Field Guide is focused on flood response, but BPD is in the process of expanding the document to include all-hazards response such as wildland fires.

Economically Vital Community – Provide a high level of policing services ensuring safety and security in the community. Police enforce the laws that allow businesses to run smoothly. In general, police act to create an environment/situation where people are treated fairly and their rights are protected – that is they feel and are safe. As part of this effort, BPD works to maintain high levels of public safety, promoting a healthy, resilient economy for the City of Boulder. BPD will continue to provide support to keep the community safe and free of crime so Boulder remains an attractive place to live, work and recreate. Key initiatives in this area include:

- **Continue to plan and develop safe procedures for the increasing number of special events.** A special event is an activity or event held on or in City of Boulder property and/or facilities where a concern for the protection of participants, users and/or property exists. The City of Boulder provides for a variety of special events that contribute to the individual, social, economic and environmental health and well-being of the community. Since Boulder is considered a popular place to live and work, it is not surprising that the number of special events has grown over the years. Each event is unique, which means that each event requires a different approach to manage safety. BPD will continue to develop plans to manage the events in a safe manner, which often includes coordinating traffic, crowd control, escape routes, and other appropriate measures.

- **Maintain commercial crime prevention efforts through education, enforcement, and investigation.** BPD is actively involved in providing crime

prevention tips and trainings to the business community and schools. For instance, BPD has conducted approximately ten security assessments in 2012. In addition, BPD completed numerous safety presentations, including at least 24 site visits, with security reviews of both businesses and schools. BPD has also offered trainings on shoplifting to local businesses, including banks. By working directly with the business community on crime prevention and education, BPD assists companies to develop, promote, and operate a safe work environment. BPD will continue to work with companies to provide basic crime prevention advice to reduce the occurrence and cost of crime to business and the wider community.

- **Continue efforts with local schools on "threat mitigation" education to improve safety.** "Threat mitigation" refers to educating school personnel on how to make the school safer by practicing lock-down drills, assessing threats, identifying at-risk students, and supporting anti-bullying programs. Supporting a safe environment in the schools contributes to students' learning and growing, as well as providing a sense of security which helps to attract people and businesses to the community. BPD is committed to providing service, counseling, and education to Boulder's youth. BPD has five School Resource Officers (SRO's) who are assigned to 11 high schools and

middle schools in the Boulder Valley School District. SRO's train monthly to hone their skills on tactical movement, room clearing and evacuations. Two Active Harmful Event trainings occur twice a year, with participation by with school administration and faculty. The Cops in the Classroom program will continue to be offered upon request to elementary schools. This is a program designed to educate children on a variety of issues such as drug and alcohol usage, peer pressure, self-esteem, etc. The program is also designed to build relationships between children and police officers in a non-threatening environment. BPD will continue these efforts to support the local schools and improve safety in the community.

Good Governance – Use resources more efficiently and effectively to provide professional police services to the community.

BPD strives to enforce the laws and preserve public safety and order in a highly effective and efficient manner. In doing so, BPD must balance the community needs with the proper use of resources to gain efficiencies. This is done through strategic assignment of personnel, effective use of technology and advances in communication, and partnerships with other agencies such as the Boulder County Sheriff's Department and the Colorado Bureau of Investigation. Maintaining state-of-the-art equipment, contemporary policies and procedures, and sufficient training are all crucial toward keeping the community as safe as possible. Key initiatives related to good governance include:

- **Facilitate cooperation and partnerships with other jurisdictions and agencies to share resources and improve efficiencies.** BPD seeks partnership opportunities that will help increase resource availability, save money, or increase efficiencies. Examples of recent partnerships include the new

Colorado Bureau of Investigation (CBI) DNA lab, and the Boulder County Regional Bomb Squad. BPD created a partnership with CBI for a regional DNA lab located in the city's Public Safety Building. In exchange for the city's monetary contribution toward this project BPD, as well as other law enforcement agencies in Boulder County, will receive priority for DNA cases submitted to CBI. BPD also created an intergovernmental agreement to combine the city's Bomb Response Team with Boulder County and Longmont to form a regional bomb squad. This regionalization has improved our response capability for the entire county without increasing costs. BPD will continue to explore additional opportunities to partner with other jurisdictions to share limited resources and improve overall efficiencies.

- **Develop a strategic approach to better meet the changing demands of technology in the areas of forensics, criminal investigation, communication, and data collection.** As improvements in technology and forensics continue to advance in the fight against crime, BPD must keep current in the use of technology and forensic techniques available to law enforcement to protect the community. This includes improving BPD's Records Management System (RMS) and communication capabilities through such means as upgrading the radio infrastructure, providing cell phones to personnel, and enhancing the mobile report writing capabilities. Fully using appropriate technology is a significant "force-multiplier" in that it simplifies operations and enhances service delivery. BPD has created an IT Police Technical Team (PTT) to coordinate upgrades of software and technology so the department can remain current with contemporary standards. This is a team of technology-trained employees

who will help identify technology needs and establish priorities, as well as collaboratively solve technology issues department-wide. In addition, two positions have been added through re-allocation to provide cross training and greater coordination of technology support.

- **Establish a strategic funding plan for maintenance and replacement of BPD capital assets, including facilities, vehicles, and all technology needs.** Similar to other city departments, BPD contributes annually to fleet and equipment replacement, ongoing operations and maintenance, and major maintenance/facility renovation and replacement for the Public Safety Building. However, BPD has not had a full funding plan for the replacement of all the technologies used by the department, such as the Records Management System, communications equipment, and mobile data computers (BPD currently contributes about 21 percent of the needed costs for replacement of the mobile data computers). The cost of staying current with the rapidly evolving technology has increased over time as improvements are made and new technology emerges. For instance, BPD currently pays the majority of the costs related to the city's radio infrastructure out of the department's general fund budget. Much of this equipment is old and will need to be replaced in 3-5 years both because of age, and because of narrow banding currently slated for 2018. In a recent Capital Improvement Project (CIP) request BPD estimated this cost at $1.5 million. The city is exploring whether to create an on-going internal service fund to help pay for some or all of these costs, starting in 2015. For all of police technology needs, BPD, in collaboration with IT and Finance, will create and maintain a forward-looking funding plan for maintenance and replacement. This will be done in conjunction with the assessment of technological needs, the gap between what is needed and what we currently have, and a prioritized approach to coordinate technology maintenance and replacement across the department.

- **Continue to adapt policies and procedures to reflect best practices to enhance operations and management of the police department.** In order to further professional development it is important to remain current on new standards and practices in the policing community. BPD accomplishes this through continued education programs, including attending training

seminars and conferences, on a yearly basis. BPD also subscribes, and at times contributes articles, to monthly police publications through the International Association of Police Chiefs and the Police Executive Research Forum. Beginning in the late 1990's, BPD participates in the Benchmark Cities, which is a group of approximately 28 police departments in cities of similar size and demographics which value sharing information, and using that information to improve services and efficiencies. Each year, the Benchmark Cities compare and contrast data, policies and approaches to issues and then meet to discuss the information. Learning from the Benchmark Cities, as well as participating in professional development and keeping abreast of current policing development through relevant publications all contribute to implementing best practices to enhance operations and management of the BPD.

- **Hire a commander to manage new or expanded units in the department.** BPD has operated with one less commander position since re-organization approximately 15 years ago. BPD has grown over the past 15 years and new responsibilities have been added (Animal Control, Code Enforcement, Marijuana Enforcement, additional special events) without a corresponding increase in management staff. The addition of another commander position will allow BPD to more equitably distribute the management workload, provide more effective management, help improve accountability, improve adherence to performance standards, and thus increase public safety.

- **Maintain contemporary and professionally recommended training standards.** As is the case with many police departments, a significant portion

of the budget is dedicated to personnel (e.g., 90 percent of the BPD's budget is personnel costs). Continuing to invest in the primary asset of the police department -- the staff -- through appropriate training is critical. BPD training instructors are certified in areas of expertise and sent to refresher or advanced training as needed. Each Boulder police officer receives continuing education training every year to ensure peak performance for the community. BPD uses a training sergeant to coordinate training with patrol and other work groups across the department. In an effort to remain current, BPD will continue to maintain the professionally recommended training standards across the department.

SUSTAINABILITY CATEGORIES			
STRATEGY *Red **X** indicates the primary sustainability category that relates to the initiative.*			
INITIATIVES	Community Policing	Refine "community policing" approach and develop future strategies to further support livable neighborhoods and vibrant business districts.	
		Evaluate Neighborhood Impact Team and apply lessons learned to future approaches to public safety.	
		Adapt to changing needs and requirements in enforcing alcohol and marijuana.	
	Technology	Leverage technology to monitor traffic, identify safety issues, and improve enforcement capabilities.	
		Develop a strategic approach to better meet the changing demands of technology in the areas of forensics, criminal investigation, communication, and data collection.	
	Responding to Calls for Service	Evaluate additional options to handle requests for service.	
		Implement a change in BPD's policy to reduce the amount of time spent responding to false alarms.	
	Physical Planning/Urban Design	Support collaboration on area plans and development review projects.	
		Evaluate size and design of police facilities for effectiveness and efficiency.	
		Protecting and ensuring quality urban environment through code enforcement.	
		Continue to plan and develop safe procedures for the increasing number of special events.	
	Environmental	Continue to utilize alternative modes of transportation such as foot patrols, bicycle patrols and energy efficient vehicles in response.	
		Continue to use Leadership in Energy and Environmental Design (LEED) targets for facility development.	
		Improve BPD's environmental sustainability efforts through recycling and composting.	
	Public Outreach and Education	Strengthen partnerships with social service providers to meet critical human service needs.	
		Continue to build better relationships with community groups which are often disengaged.	
		Address traffic safety through education and enforcement.	
		Maintain commercial crime prevention efforts through education, enforcement, and investigation.	
		Continue efforts with local schools on "threat mitigation" education to improve safety.	
	Personnel - Staffing - Training	Phase-in additional sworn officers and civilian staff over five years to provide more time for community policing activities and proactive enforcement.	
		Continue to follow a scheduling plan to reduce commuting.	
		Expand Field Guide for Flood Response to include all-hazards.	
		Hire a commander to manage new or expanded units in the department.	
		Maintain contemporary and professionally recommended training standards.	
	General - Management	Continue to collaborate and coordinate with other city departments, Office of Emergency Management, Boulder County Sheriff's Office and other service providers in preparing for threats to the community.	
		Purchase new Incident Command Vehicle to update response capability and improve critical incident response.	
		Facilitate cooperation and partnerships with other jurisdictions and agencies to share resources and improve efficiencies.	
		Establish a strategic funding plan for maintenance and replacement of BPD capital assets, including facilities, vehicles, and all technology needs.	
		Continue to adapt policies and procedures to reflect best practices to enhance operations and management of the police department.	

	Safe Community	Healthy and Socially Thriving Community	Livable Community	Accessible and Connected Community	Environmentally Sustainable Community	Economically Vital Community	Good Governance
	Adjust service delivery to meet new community expectations while maintaining basic public safety.	Provide a safety net of services, early intervention and prevention to meet critical human service needs.	Ensure public safety services support evolving urban areas and that urban areas support crime prevention.	Ensure safety for all modes of travel and efficiency for emergency response.	Reduce energy consumption and emissions by focusing on zero waste and energy efficiency initiatives. Improve preparedness for natural disasters	Provide a high level of policing services ensuring safety and security in the community.	Use resources more efficiently and effectively to provide professional police services to the community.
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Investment Priorities and Funding Options

BPD receives its funding for personnel costs and non-personnel expenditures from the General Fund, with the vast majority of money spent on personnel costs. With a 2013 budget of $31.7 million, BPD receives over 99 percent from the General Fund and less than 1 percent from other sources including grants (approximately $80,000 per year) and asset forfeiture[3] money (less than $50,000 in 2012). Personnel expenses account for 86 percent ($27,213,347) of the total budget, and fixed expenses such as utilities and replacement fund contributions account for 5 percent ($1,619,410). This leaves 9 percent ($2,914,265) to pay for the daily operational expenses of the department.

As a General Fund department with a majority of its annual appropriation allocated to personnel and fixed expenses, there is little opportunity to enhance existing programs through re-allocation. Specific new appropriation from either the General Fund or other city revenue sources is required for new programs and capital needs.

Departmental master planning is focused on aligning the design of departmental operations, programs, and annual spending plans with stated community priorities. This update to the Police Master Plan uses the Sustainability Framework

CHAPTER FIVE

[3]*Asset forfeiture is money awarded to the Boulder Police Department as a result of seizures from drug cases in which Boulder police officers were part of the enforcement effort. BPD occasionally gets some forfeiture money, however, the percentage for local law enforcement is becoming less and less since it now only comes from cases that are prosecuted federally.*

described in Chapter 4 and the city's Priority Based Budgeting (PBB) to ensure that planned activities are supporting community priorities and are funded in accordance with those priorities.

PBB is the iterative process of prioritizing city programs in terms of their influence on achieving defined "results" which are the high level, overarching objectives that represent the priorities of City Council and the community. PBB results were defined as part of the 2011 budget process through an extensive community process. One of PBB's primary objectives is to ensure that, through sound fiscal planning, the city achieves an ongoing financial balance between the amount of funding available and the cost of providing services and programs. Because crime prevention (safety), emergency response, traffic enforcement and criminal investigation are generally high priorities for the community, the bulk of BPD spending (over 80 percent) scores in the top 25 percent of all community programs (first quartile) administered by the city. These high scores are largely a result of very strong alignment with the Safe Community result within the PBB approach. (See Sidebar on Page 33.)

Funding Plans

In 2006, the city introduced a business plan approach that required each department to imagine a future without increased revenues. This approach acknowledged a tough fiscal reality and led to a continual rebalancing of priorities and expenditures. The result was a tiered spending plan based on three scenarios, each reflecting different assumptions about available resources: **FISCALLY CONSTRAINED**, **ACTION** and **VISION**.

City of Boulder Recent Revenue History

1998:

- 0.15 percent Public Safety Tax was passed to dedicate funds to public safety, including paying for additional officer positions and equipment. The estimated annual revenue increase is $3.4 million. Dedicate tax sunset at the end of 2004.

2008:

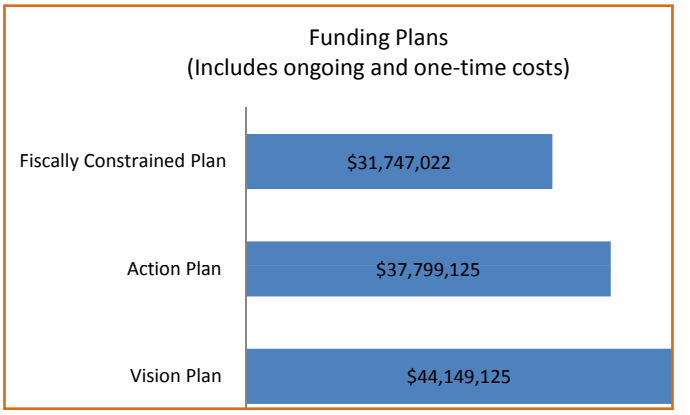
- "Retention of Property Taxes" was passed to pay for necessary city purposes and services. The estimated annual revenue increase for the General Fund is $1.2 million.

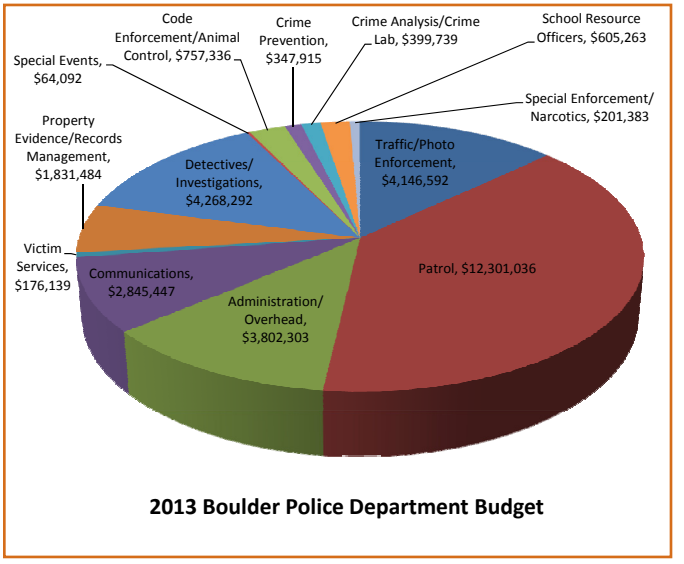
- The indefinite extension on the existing General Fund 0.38 percent City Sales and Use Tax was passed. While not a new revenue source, it generates about $9.7 million annual for the General Fund.

2009: 0.15 percent Sales and Use Tax extension was passed. While not a new revenue source, it generates about $3.8 million annually for the General Fund.

2011: Ballet Item 2A passed, allowing the city to use existing revenue to bond for approximately $49 million in needed capital maintenance and improvements. Specifically, for BPD, this provides $1.07 million towards the following projects:

- ➜ Upgrading Records Management System
- ➜ Adding In-Car Video Systems
- ➜ Replacing Bomb Robot
- ➜ Improving Radio Infrastructure
- ➜ Building New DNA Lab (in partnership with Colorado Bureau of Investigation)





2013 Boulder Police Department Budget

The **FISCALLY CONSTRAINED** plan is a prioritized or reprioritized service plan within existing budget targets. The intention of this funding plan is to refocus and make the most of existing resources. The department's goal in this area is to maintain services. Initiatives in the Police Master Plan considered for the Fiscally Constrained Funding Plan are those that are mostly procedural or operational changes that require limited or no funding to accomplish.

The **ACTION** plan delineates the "next step" of service or facility expansion that should be taken when increased funding is available. It assumes increased funding and enhances existing programs or begins new programs. Police Master Plan initiatives listed under Action Plan add new positions, upgrade BPD to state-of-the-art technology, and fund maintenance and replacement of all BPD capital assets including technology needs. The Action Plan requires additional operational and capital funding. BPD, in coordination with the City Manager and the city's Chief Financial Officer, will evaluate and analyze potential sources of additional revenue, including but not limited to capital bond funding, grants and existing or new taxes.

The **VISION** plan is the complete set of services and facilities desired by the community when funding is available or there are alternative proposals to fund them. It is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the community. It is a long-range view to address future needs and deficiencies. In the Police Master Plan, the initiative in the Vision Plan addresses aging and undersized facilities to make improvements in operational effectiveness.

All three funding plans focus on supporting priority programs and those that have strong community support. This will be an ongoing process to check future initiatives against current budget priorities to ensure that the city allocates funding to areas that have been broadly embraced as community priorities. More specifically, it ensures that the largest amounts of funding will be matched to the highest priorities.

A Safe Community will be achieved when the City of Boulder…

…Enforces the law, taking into account the needs of individuals and community values;
…Plans for and provides timely and effective response to calls;
…Fosters a climate of safety for individuals in homes, businesses, neighborhoods and public places;
…Encourages shared responsibility, provides education on personal and community safety and fosters an environment that is welcoming and inclusive, and;
…Provides safe and well-maintained public infrastructure, and provides adequate and appropriate regulation of public/private development and resources.

FUNDING PLANS	INITIATIVES	SUSTAINABILITY CATEGORIES
VISION	Evaluate size and design of police facilities for effectiveness and efficiency.	
ACTION	Develop a strategic approach to better meet the changing demands of technology in the areas of forensics, criminal investigation, communication, and data collection.	
	Phase-in additional sworn officers and civilian staff over five years to provide more time for community policing activities and proactive enforcement.	
	Hire a commander to manage new or expanded units in the department.	
	Purchase new Incident Command Vehicle to update response capability and improve critical incident response.	
	Establish a strategic funding plan for maintenance and replacement of BPD capital assets, including facilities, vehicles, and all technology needs.	
FISCALLY CONSTRAINED	Refine "community policing" approach and develop future strategies to further support livable neighborhoods and vibrant business district.	
	Evaluate a Neighborhood Impact Team and apply lessons learned to future approaches to public safety.	
	Leverage technology to monitor traffic, identify safety issues, and improve enforcement capabilities.	
	Evaluate additional options to handle requests for service.	
	Implement a change in BPD's policy to reduce the amount of time spent responding to false alarms.	
	Support collaboration on area plans and development review projects.	
	Protect and ensure quality urban environment through code enforcement.	
	Continue to plan and develop safe procedures for the increasing number of special events.	
	Continue to utilize alternative modes of transportation such as foot patrols, bicycle patrols, and energy efficient vehicles in response.	
	Continue to use Leadership in Energy and Environmental Design (LEED) targets for facility development.	
	Improve BPD's environmental sustainability efforts through recycling and composting.	
	Strengthen partnerships with social service providers to meet critical human service needs.	
	Continue to build better relationships with community groups which are often disengaged.	
	Address traffic safety through education and enforcement.	
	Maintain commercial crime prevention efforts through education, enforcement, and investigation.	
	Continue efforts with local schools on "threat mitigation" education to improve safety.	
	Continue to follow a scheduling plan to reduce commuting.	
	Expand Field Guide for Flood Responses to include all-hazards.	
	Maintain contemporary and professionally recommended training standards.	
	Continue to collaborate and coordinate with other city departments, Office of Emergency Management, Boulder County Sheriff's Office, and other service providers in preparing for threats to the community.	
	Facilitate cooperation and partnerships with other jurisdictions and agencies to share resources and improve efficiencies.	
	Adapt to changing needs and requirements in enforcing alcohol and marijuana.	
	Continue to adapt policies and procedures to reflect best practices to enhance operations and management of the police department.	

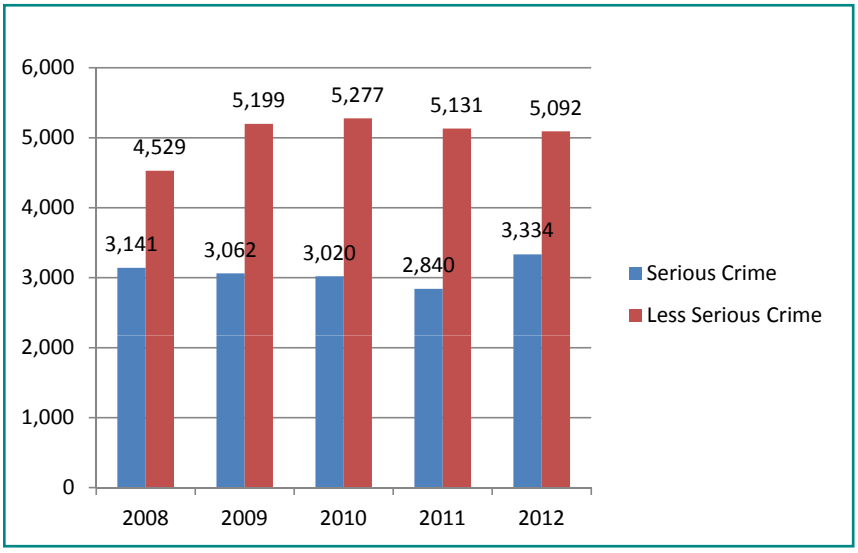
Performance Measures

Performance measurement allows public officials, department managers and community members to evaluate the effectiveness and quality of public services. Performance measures are used by federal, state and local governments to respond to increasing demands for accountability and greater interest from public officials concerned with evaluating program effectiveness and allocating resources. Historically, police effectiveness has been measured by crime statistics, response times and some rough guidelines about the appropriate number of officers per 1,000 residents. BPD also includes victim feedback, District Attorney's Office feedback, benchmark community comparison data and community input in evaluating performance and perception of safety.

Crime Statistics

Based on the last five years of data, BPD is continuing to respond to an average of approximately 3,000 serious and 5,000 less serious crime cases per year. Serious crimes include murder, rape, robbery, aggravated assault, burglary and theft while less serious crimes include assault, forgery, vandalism, drug abuse offenses, DUI and disorderly conduct. Nationally, Boulder has a lower crime rate compared to other similar cities. Over the last five years, traffic enforcement has averaged approximately 16,500 summonses (includes accidents and non-accidents) per year and an average of 3,200 accidents per year.

Embedded within both the serious and less serious crime statistics (depending on the case) are family crimes. While family crime rates have remained relatively steady over the last four years, the number of cases being investigated by detectives has increased dramatically. This is due to a change in handling family crimes to improve service and effectiveness. Every case not solved by an immediate arrest is assigned to a detective for investigation. Some of the cases with an immediate arrest are also assigned to a detective to complete additional follow-up for prosecution. This change has resulted in a 354 percent increase over four years in the number of family crime cases handled



The top three causes of traffic accidents in the city are failure to avoid interfering with vehicle ahead, inattentive driving and improper backing.

CHAPTER SIX

by detectives. Fifty-one cases were investigated in 2009, versus 232 cases in 2012. Of those 232 cases, 58 were felonies, 155 were misdemeanors, and 19 were classified as incidents.

Response Time Standards

Average response from the time a call was received to the arrival of an officer for Priority One[4] calls has increased from 2:15 to 6:28. The increase is mostly due to changes in tracking time, improvements in record keeping, and partly related to the fact that there are fewer officers available to respond. BPD has recently implemented a new computer aided dispatch (CAD) system that allows for better tracking of calls for service both in terms of time that calls are received, entered into the system, dispatched, and officers arrive as well as more easily extracted data such as number, type and details for calls for service handled by a particular officer. The new CAD system also assigns emergency or Priority One calls by closest unit using a Global Positioning System (GPS) feature rather than a dispatcher assigning these calls based solely on district assignment, which should improve police response time. Implementation of these technological improvements will assist in more accurate data collection and increased utilization of data in the management of BPD.

The BVCP currently calls for BPD to respond to: "any potentially life-threatening police emergency normally within four and a half minutes from the time the call for assistance is received by the Communications center (however, the range for that average within the established city shall not exceed six minutes)." After additional data has been collected using the new CAD system, BPD will further evaluate opportunities for improvement in response times.

Comparison to Benchmark Communities

Another useful performance measure is the comparison of various data against police agencies of similar size and makeup. BPD is part of the Benchmark City Survey, which was originally developed in 1997

2012 Benchmark City Comparison

	Boulder	Average
Population	99,069	142,980
Budget	29.6 million	34.5 million
Citizens per Officer	573	707
Calls per Officer	349	344
Part I Crimes*/1,000 residents	31	34
Part I Crimes* Cleared	32 percent	24 percent
DUI arrests/1,000 residents	7	4

*(*Part I Crimes include aggravated assault, battery, arson, auto theft, burglary, homicide, rape, robbery and felony theft.)*

[4] *"Priority One Calls" includes calls that require the immediate presence of a law enforcement officer in order to protect individuals from injury or life-threatening situations, or other emergency situations which require and depend upon an immediate response.*

Calls for Service			
	Total*	**Calls per Officer**	**Officers/1000 residents**
2008	58,870	344	1.74
2009	59,428	348	1.74
2010	58,892	344	1.75
2011	61,372	357	1.75
2012	60,443	349	1.75

**Total calls for service do not include about 30,000 additional contacts that are generated each year by officers, such as traffic stops, on-site arrests and pedestrian contacts.*

by a core group of police chiefs from around the country to establish a measurement tool to ensure departments are providing the best service possible within their respective communities. Annually, the benchmark cities complete a survey which allows participating agencies to compare themselves across a wide variety of criteria. In comparison to the benchmark cities, Boulder typically has shorter response times; is within the average range for number of serious crimes; and is above average in the number of officers per resident. In areas such as alcohol enforcement, women in policing, number of calls per officer and clearance rates[5], Boulder is at or near the top in leading the benchmark cities.

Community and Victim Feedback

In addition, BPD conducts random customer service surveys of people who have been contacted by a police officer as a result of a 911 or non-emergency phone call. Approximately seventy people are contacted each month and asked to rate how they feel their call was handled and the quality of their interaction with both the dispatcher and officer. Survey participants also answer brief, open-ended questions that address their perception of the department, professionalism, courtesy, and overall awareness of issues facing the community. The detective section also conducts monthly customer service surveys, with an annual goal of at least 20 percent of the surveys completed in Spanish.

How are we doing?

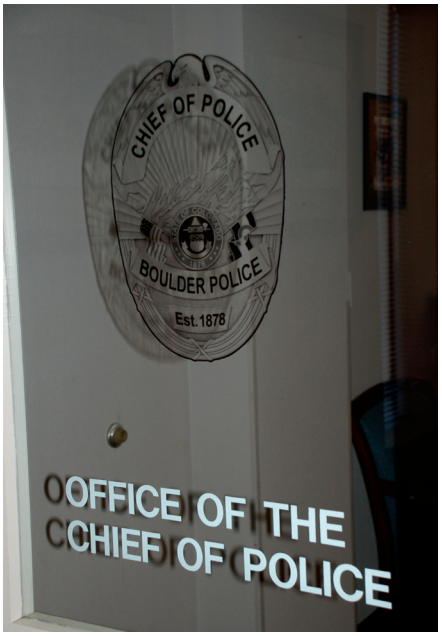
Overall, BPD is doing well in the areas of solving crimes (clearance rates), reflecting community diversity and other values, training, and holding employees accountable to high standards. Over the last 15 years, BPD has worked toward greater professionalism in meeting the mission of working with the community to provide service and safety.

The 2011 Boulder Community Survey indicated that ratings of feelings of safety from violent crime dropped somewhat in 2011 compared to 2007 (went from a rating of 83 to 78, using a 100-point scale with 0=very unsafe to 100=very safe). However, this rating was above the national benchmark and higher than had been observed in several previous implementations of the survey. The rating of safety from property crimes remained stable from 2007 to 2011 (69 to 68), and was higher than the national benchmark. About one in ten respondents reported they had dialed 9-1-1 in the past year, similar to the proportion in 2007. Safety ratings varied across the sub-communities. Overall, men and respondents ages 35 to 54 tended to feel safer from potential threats than women and the youngest and oldest respondents. Discrimination due to background or personal characteristics was rated lower by Hispanic respondents, respondents of other races and non-students.

Another community survey will be completed in 2014 and information collected, along with other customer feedback, crime statistics and comparison to other communities' data, will continue to be evaluated in the ongoing assessment of police effectiveness. The performance measures will also continue to be evaluated as part of the annual citywide budget process.

[5]Clearance rate is a percentage as compared to reported crimes or previous year's clearance rates. An investigation (traffic or criminal) is "cleared" when an arrest is made, the complaint is found to be false or baseless, the victim drops the case, or the offender dies.

Implementation and Next Steps



With the adoption of this master plan, BPD commits to the initiatives outlined in the fiscally constrained plan (within the existing budget) and to actively pursue the funding and resource leveraging needed to implement the action and vision plans. As a result, implementation of the Police Master Plan will take place over a number of years to spread out budgetary and other impacts. BPD is already moving ahead with many of the recommendations in the master plan, specifically within the fiscally constrained plan, that do not require additional funding or staff. Examples include forming focus groups to discuss the "community policing" philosophy and what it means in Boulder; expanding the Field Guide to Flood Response to include all hazards; and evaluating the Neighborhood Impact Team in order to apply lessons learned to future approaches in public safety.

In the future, BPD will incorporate new initiatives into the planning and budget processes as city resources allow. Examples include phasing in additional sworn officers and civilian staff members (submitted for consideration as part of the 2014 budget process); upgrading technology in order to improve response times and increase efficiency; replacing the mobile command post for emergency response; and expanding the Public Safety Building to better accommodate staffing and technology needs.

With this master plan as a guide, BPD will use the city's Priority Based Budgeting approach to develop annual budget requests. Progress will be reviewed and accomplishments reflected as part of the annual budget process. Performance measures will be used to monitor service and progress toward the master plan strategies. Every effort will be made to ensure that BPD efforts align with City Council and community goals.