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**City of Boulder, Colorado
Police Department
Staffing and Deployment Assessment
June 6, 2012**

**Submitted to:
Police Chief Mark Beckner
Boulder Police Department**

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Introduction

In November 2011, the Boulder Police Department contacted the firm of KRW Associates LLC regarding conducting a staffing and deployment study of the Boulder Police Department. KRW was selected in December 2011 to conduct this assessment and a letter of agreement was signed in early January 2012.

The consultants were charged with providing the following:

- A methodology that is a task-based analytic approach allowing conclusions to be made regarding the difference between existing levels of staffing in Patrol, Traffic, Detectives, Administration, Dispatch, Records, Information Technology (IT) and Lab-Evidence, and the level of staffing required to provide desired police service levels.
- A methodology that provides information enabling the BPD to implement patrol deployment strategies that use available resources most effectively. The engagement should produce a template that the BPD can apply to its decisions in allocating staff.
- Determining appropriate staffing levels in Patrol, Traffic, Detectives, Administration, Dispatch, Records, IT and Lab-Evidence to meet Department staffing and service requirements.
- Evaluate the criteria of the Benchmark Cities Project to Boulder's data to complete a detailed comparative analysis between these cities and Boulder PD.

This project will work to recognize and reflect the relationships between staffing in Patrol, Traffic, Detectives, Administration, Dispatch, Records, IT, Lab-Evidence and other specialized units in making recommendations pertaining to overall staffing including the appropriate use of sworn and civilian (non-sworn) personnel. The study will take into account the special needs of enforcement in a college/university setting, including "party" issues.

The overall strategy is organized in the following manner:

Management and Organizational Issues

- Review and assess the complete structure of the organization.
- Review the BPD's policing philosophy, vision, mission core values and goals. What are they? Have they been revisited in the recent past? Are they shared throughout the organization?
- Evaluate the recent past and current ability of the organization to meet the policing philosophy, vision, mission, core values and goals of the organization.

Delivery of Service – Efficiencies Including Technology Solutions

- Understand the current capabilities and identify baselines for service delivery to include; response time, dispatch procedures and protocols, detective case

management processes, administration, records protocols and procedures, and community perceptions of service delivery.

Staffing Levels

- Understand how technology is currently being used to manage staffing and scheduling.
- Understand present staffing models for the Department.
- Obtain and model future demographic projections and determine future staffing plans.
- Assess the current ability of the City and the Department to recruit and retain qualified personnel.

Deployment Strategies

- Evaluate the current scheduling and deployment schemes used by the Department.
- Evaluate the effectiveness of each departmental unit including operational and support units.
- Based upon data provided and focus group feedback, develop proposed deployment strategies for the near future.

Information will be evaluated in order to meet the established performance expectations of:

- Response times to all of the 9 Priority calls (specific response time goals for each priority.)
- Amount of time for proactive policing (undedicated time.) The development of this expectation should take into account the tradeoffs between proactive policing and response time.
- Minimum level of patrol visibility in each police beat.
- Review of the use of overtime versus additional staff to meet increasing needs.
- Review of current shift configurations compared with other shift configuration options to maximize the effective use of personnel.
- How can the BPD adequately respond to the current police service demand?
- What are the projected growth trends for the City of Boulder?
- What is the BPD's ability to meet the growth in demand?
- BPD's ability to meet the special needs of enforcement in a university town.
- Review staffing in Patrol, Traffic, Detectives, Administration, Dispatch, Records, IT and Lab-Evidence.
- Deployment and appropriate use of sworn and non-sworn staff.
- Supervisory/Management ratios (Span of Control and Numbers versus actual need.)
- Ability to practice Community Policing.
- Projection of human resources to meet service needs, current and future, delineating between sworn and non-sworn personnel.
- Comparison to Benchmark cities for staffing ratios, business practices and technology, (consultant will recommend peer cities for inclusion.)

Project Methodology and Work Plan

- Interview appropriate City and Department leaders to identify all project elements.
- Conduct a detailed assessment of current policies, procedures, and operational guidelines.
- Collect data from the Department and other City sources.
- Interview all leadership, command and supervisory members of the Police Department, both sworn and non-sworn, to determine staffing, deployment and efficiency observations and suggestions from their individual and small group perspectives.
- Conduct a series of internal focus group sessions with a representative sample of sworn and non-sworn members of the Department to gain their perspective on the realities of staffing, deployment and efficiency gains. These focus group sessions will include questions designed to determine perceptions of staffing level adequacy, training needs and unmet citizen service demands and/or expectations.
- Assess the current Department organizational structure and reporting relationships to determine what level of efficiency gains are possible based upon this organizational review.
- Analysis of all quantitative data from current technology systems (past five years if available) to establish state of the current delivery systems.
- Analysis of other staffing plans from comparable Benchmark City police organizations providing quality public safety services.
- Review all technology systems to identify their current effectiveness and any needed modifications to align and link systems to deliver information in a timely manner for successful task management and task completion.
- Collapse qualitative data from focus groups, interviews, and quantitative data analysis into a series of initial conclusions regarding potential staffing and deployment strategies for evaluation.
- Using data from the current demographic realities and demographic projections in the short term (1–3 years) prepare an initial set of staffing and deployment recommendations for consideration. This portion of the study will include staffing needs for all sworn and non-sworn working units of the Boulder Police Department.
- Suggest appropriate workload performance goals based upon the quantitative data from the focus groups. City wide impacts will be calculated and included.
- Conduct a series of briefings with members of the Command Staff to introduce the draft staffing formula for all sections of the Department. Input from these briefings will then be used to make any modifications to the draft plan.
- Finalize a staffing formula and deployment plan for inclusion in the final report that includes all operational and support work teams within the BPD. Recommendations will include response time goals for priority 1, 2 and other calls as well as minimum staffing levels, and our recommendation for optimal distribution of police patrol personnel by beat, workday, and shift.
- Preparation of a detailed final report including an overview of the entire project, its development, methodology, findings, conclusions and recommendations. Recommendations will include detailed implementation guidelines and qualitative observations of “best practices” in modern effective policing.

- The recommendations will not only offer what currently needs to be addressed, but will incorporate a department-wide staffing, deployment and technology plan for the short and long term, taking into account the policing philosophy, vision, mission and core values of the Department. Consequences of each option will be included. For instance, focus group members may suggest a certain strategy. We will endeavor to lay out the results of adoption of these suggestions to include our best anticipation, identification and neutralization of unintended consequences.
- Our recommendations will include, where appropriate, the human consequences of implementation. These suggestions will include our principals' over 100 years of combined experience in municipal policing addressing the organizational and individual consequences of organizational change. Our analysis and recommendations will take into account any limiting factors. We strive to be realistic and fiscally responsible in our analysis and the development of our recommendations.

Project Team

Lorne Kramer, MPA served as the City Manager of Colorado Springs from 2002 to 2007. Prior to this appointment he was the Deputy City Manager and the Chief of Police for 11 years. While the Chief of Police, the Colorado Springs Police Department received national recognition for many progressive and innovative programs and accomplishments in the areas of crime reduction, gang violence and community partnerships. His academic accomplishments include a Master's Degree in Public Administration from the University of Southern California, and a Bachelor's Degree from the University of Redlands, California graduating with honors from both institutions. He is also a graduate of the University of Southern California's Management Policy Institute, California's Law Enforcement Command College, the National Executive Institute, the Rocky Mountain Leadership Institute, and the Colorado Springs Leadership Institute. He has been recognized by the Colorado Springs City Council and numerous civic organizations for his leadership, collaboration and community partnership.

Dr. Gerald Williams spent over 20 years as a public sector executive, as well as program director for a key police executive leadership program at the School of Public Affairs, University of Colorado - Denver. He has served as Chief of Police for Arvada and Aurora Colorado. He holds a Doctorate in Public Administration (DPA) from the University of Colorado - Denver with an emphasis in organizational development. His Master's degree is in Criminal Justice Administration and his B.A. is in History and Sociology from Metropolitan State College. Jerry was a Principal Associate for the Institute for Law and Justice, a public sector criminal justice consulting firm located in the Washington D.C. area (1997-2000). He is a graduate of the FBI National Academy, former President of the Police Executive Research Forum and former Chair of the National Commission on Law Enforcement Accreditation. Jerry has managed organizational assessments and police staffing and deployment studies in Arizona, Texas, Oregon, and Colorado. Dr. Williams will serve as Project Manager for this project.

Dr. Mary Dodge is a tenured, Associate Professor with the School of Public Affairs at the University of Colorado Denver. In 1997, she received her Ph.D. in Criminology, Law and

Society from the University of California, Irvine. She received her M.A. in Clinical Psychology from the University of Colorado at Colorado Springs. Dr. Dodge currently teaches a variety of courses in the criminal justice program including; White-Collar Crime, Juvenile Justice Administration, Nature and Causes of Crime, Judicial Administration, Research Methods, Contemporary Issues in Policing, Victimless Crime, and Women & Crime.

Her research has appeared in: *The International Journal of Police Science & Management; Courts and Justice; Contemporary Issues in Criminology; International Journal of the Sociology of Law; The Prison Journal; Police Quarterly; and the Encyclopedia of White-Collar and Corporate Crime*. She is a co-editor with Gilbert Geis of *Lessons of Criminology* and co-author, with Geis, of *Stealing Dreams: A Fertility Clinic Scandal*.

She is an Associate Editor for *Criminal Justice Research Reports* in "Police, Law Enforcement, and Crime Prevention." Her research interests include white-collar crime, fraud in assisted reproductive technology, women in the criminal justice system, and policing.

Dale Harris' company, Corona Solutions, has been producing state-of-the-art police patrol staffing, deployment and scheduling software since 1995. The latest version of this software, Staff Wizard, was released in mid-2007 and features a complete rewrite and many new features. The genesis of his idea for the software originated in his work with the Arvada Police Department from 1981 to 1998, where he was responsible for analyzing the patterns of demand for service from the patrol force. Although the models and algorithms he developed for Arvada were effective, they were not generalizable for other agencies. Dale then turned to professional software engineers to develop commercial programs specifically for the broader market. These applications are now installed in agencies across three countries and have been critical components in improving citizen service, enhancing officer health and safety, and saving millions of dollars in operating costs. Mr. Harris continues his dedication to improving the provision of police services while respecting the constraints of funds availability for labor standards and agreements.

Karen Duffala, MPA is a former police captain, having commanded Patrol, Training, Internal Affairs, Research and Development, and Technical Services for the Aurora, Colorado Police Department. She is past Deputy Director/Training Manager for the Colorado Peace Officer Standards and Training Board, Deputy Director of the National Law Enforcement and Corrections Technology Center of the National Institute of Justice, and staff criminologist for the University of Denver Research Institute. As Director of Safety and Security for Jefferson County, CO Public Schools, she initiated a security improvement plan including the total reconstruction of their radio communication system. She is a former associate adjunct professor at the University of Colorado-Denver and currently instructs at Columbia College. Ms. Duffala possesses a Master's Degree in Public Administration from the University of Colorado Denver, a Bachelor's Degree in Criminal Justice, and is a graduate of the FEMA Emergency Management Institute and the FBI National Academy, 178th Session.

Background and Methodology

KRW emphasizes that to complete a comprehensive staffing and deployment study of a municipal police agency there is a need to do more than just look at and consider the quantitative data. We believe that to properly understand an agency a good deal of time and effort must be allocated in listening to the employees from all organizational levels. This is accomplished through a set of structured questions that are asked of all those interviewed whether individually or as focus group participants.

After signing a formal agreement, the project began in January 2012 with on-site individual interviews with the Boulder Police Department Command Staff. Over the next several weeks, KRW conducted 14 internal focus groups with a representative sample of all the organizational components of the BPD. In addition, 11 interviews were conducted with the Command Group, and 7 additional interviews and meetings with members of the University of Colorado Police Department and City departments including IT and Planning.

Members of the assessment team included: Dr. Jerry Williams as project manager; Mr. Lorne Kramer, partner in KRW; Dr. Mary Dodge, University of Colorado Criminologist and KRW Associate; Mr. Dale Harris of Corona Solutions, our data analysis specialist; and former Aurora Police Captain and KRW Senior Associate, Karen Duffala, a CAD/RMS expert.

The process developed for the assessment had these methodological features:

1. The Department was initially asked to schedule all Command Officers and Non-sworn Senior Leaders from throughout the organization to speak to interviewers. A series of fourteen focus groups were also conducted. Interviewers spoke with each person and each focus group in a type of ethnographic "fieldwork" situation (Van Maanen, 1982) whereby researchers were able to explore the issues and needs in their organization.
2. For efficiency and consistency purposes, interviewers spoke with "supervisory" and "staff" people (designated management and leadership positions), and conducted a series of focus groups with a cross section of employees representing all areas of the organization, such as detectives, police officers, and all non-sworn sections. The goal of this process was to interview all supervisors and a representative sampling of all employees of the organization, either individually or in small groups.
3. The conversations were completely confidential in terms of the use of names of individuals. This was done to provide an environment for frank and candid discussions and the freedom to speak freely to the issues.
4. The interviewers were to have deep policing and organizational experience, and possess graduate degrees in relevant areas.
5. For purposes of facilitating conversation, and for purposes of consistency in data, interview questions were established for each group and were asked consistently of departmental personnel. The interviewers created the questions based on the

perceived task at hand, as well as the need to review the collected data in an empirical fashion. The question design provided for any additional thoughts of the interviewees, with sufficient opportunity to explore attendant issues. This provided a forum for an exploration of people's ideas, and an investigation of the concerns, issues, and needs (Shaffir & Stebbins 1991; Babbie 1979; Warwick & Lininger, 1975).

Copious notes were taken during each interview with the knowledge and permission of the person being interviewed. The notes included a written record of each question and, therefore, topic area. These interviews mirrored the technique of "semi-structured interviews" as described by Layder (1993), and a log or record of the conversation helped to collate ideas and themes as recommended by Bogdan and Biklen (1982) and Steinmetz (1991).

6. The interviewers spoke with 181 people in either individual interviews or in focus groups. The interviewers met personally and evaluated data collected from members of the organization and identified major points, recurrent ideas, issues, and needs (Ely, 1991).
7. The results of the interviews and data were arranged into major themes and patterns, an exercise of discerning major categories as noted by Patton (1990), and Marshall and Rossman (1995).
8. These themes and patterns, or major categories, were then given a title such as "observations" and "recommendations" which can be considered, in the context of this report, as "action categories."

The overall idea of this methodology was to personally speak to a high number of organization members, to listen and record their thoughts and ideas about staffing and deployment issues and concerns within the Department and its leader/managers in a consistent manner, and to analyze this data into a presentation of overriding themes and categories. These categories were then, as appropriate, compared with the quantitative data gathered by Corona Solutions to validate the numbers and to offer qualitative remarks that assisted in understanding current strategies and operational staffing and deployment practices. Using the combination of the quantitative and qualitative data, linkages and alignments were identified as well as misalignments and the lack of linkages. Based upon these comparisons, through the data collected, assessments were made and then translated into recommendations which may be acted upon, as appropriate, by the agency as a whole.

The actual interviews and focus group sessions were held during January 2012. Meetings were held initially with the Police Chief and senior members of his command staff. During the interview process, 18 individual or team interviews (11 internally to the Department) and 14 focus group sessions were conducted. The questions for all interviews are contained within Appendix A.

Qualitative Data Analysis

The qualitative data include a total of 11 individual interviews and 14 focus groups held with representatives from all levels of the Department; Command Staff, Dispatch, Detectives, Master Plan Committee, Records, Traffic Officers, Civilian Investigators, Sergeants, Non-Sworn Supervisors, Photo Enforcement, Code Enforcement, Animal Control, and Patrol in January 2012. All participants were assured that confidentiality would be maintained and that specific names or identifiable demographics would be excluded from the report.

Primary Themes

The following themes and trends emerged from the focus group data. The topics and issues represent areas mentioned by a clear majority of the employees who participated. While in some cases there may be an incorrect perception, nevertheless, the viewpoint was widely shared within the organization among the majority of stakeholders. Contrasting viewpoints also are presented when appropriate. In some instances, the major themes share common characteristics within and between categories.

Direct Responses

Representative samples of the responses to focus groups are illustrative of the types of issues mentioned by the majority of employees, unless otherwise noted. These responses present detailed narratives connected to the major themes analysis to further enhance the results of the analysis.

Achievements and Excellence

Overall, respondents agreed the Department maintains high standards in hiring and recruiting personnel. Many employees mentioned the “post Ramsey” reputation of the organization has changed from one of perceptions of incompetency to a capable and professional police department. In fact, some respondents referred to the positive result of being held to a higher standard as a result of the Ramsey case. The following comment is reflective of these perspectives:

We overcame tremendous hurdles with the Ramsey case. By the time that was over, the public perspective was one of Keystone Cops. The Chief brought us back from the depths of that horrible situation to a professional position. We have achieved a level of unprecedented professionalism.

The culture of the Department appears to be one of commitment, both internally and externally. The majority of respondents noted the high level of dedication to the community and to members of the organization. In other words, employees stated: “We take care of each other,” and “We have high levels of customer service.” The majority of responses indicate the BPD fosters an environment that promotes camaraderie and communication. Employees, overall, believe BPD has created a working environment that fosters strong relationships in order to “get the job done.”

- We all work very well together, regardless of assignment. We accomplish our work in groups.
- The department is team oriented; we are all in this together.
- We rally together as a team to get things done the way they are supposed to be done to address departmental issues.
- Sworn and non-sworn are equally valued by the organization.
- An important strength is our attention to detail, our willingness to consider changes, and getting rid of those people who were the cause of our internal problems.
- The BPD relies on our strong ethics and commitment to policing ourselves.

The majority of comments on the strengths of the Department reveal an investment in values, professionalism, and concern for community members:

- We hire good people who share the agency’s values and those of the community.
- We are trained to do the right thing—professionally and personally. Everyone knows there’s an expectation about ethical choice.
- We are a very ethical department and incorporate ethical values in day-to-day functioning.
- We are an extremely professional department. We take our jobs seriously and have a strong customer service focus.

Organizational Structure

The organizational structure and culture of the Department is viewed as positive. The majority of respondents see the command staff and supervisors as “responsible” individuals who “take care of employees.” The responsiveness of command staff may contribute to the high morale expressed by most participants: “Good morale has been stable for the last 18 months. When there’s a crisis the ‘powers that be’ have come to the forefront and handled it by being open and direct.” Indicative of this attitude is the following comment:

The organizational structure is strong, starting with supervisors who really know the work. We have supervisors who fully understand the job functions. They have helped build new units and enhanced operations.

One respondent noted the change in the agency’s structure as positive, though, perhaps, controversial.

A couple of years ago, management style switched from para-military to more of a business style and the organization was flattened. In hindsight, it’s right where we ought to be. I don’t know if a significant percentage [of people] would share that view.

Similarly, employees note the importance of the Department’s structure: “We’re not top-heavy. Rank structure is adequate and not overwhelming.”

Providing Excellent Customer Service

Members of the Department are proud of their ability to provide high-end customer service, which includes “incredible response times” and wide-ranging services. One officer stated, for

example: “Our strength depends upon the expectations of the community—being fair and objective, not being heavy-handed.” Many of the employees discussed the importance of community relationships and meeting the needs of the citizens:

- We have great public relations with the citizens.
- We’re a unique city, especially regarding customer service. The citizens expect it and the City agrees to provide it, therefore, we provide different services at a higher level.
- The biggest strength is the ability to provide all the services the community expects, or, at least give it our best effort.
- Crime is down. Calls for service are up. This is reasonable given community expectations.
- We are a lot more customer service oriented than many places. We handle calls and document them to meet citizens’ needs.
- Our strength is community service. We lead the way and the citizens in Boulder have a higher level of expectation. It doesn’t matter what it is, we will respond.

The Department’s ability to provide “all the services the community expects,” however, also raised concerns as noted in the following section.

Strengths of the Department

The noted strengths of the Department were lengthy and wide-reaching; ranging, for example, from training to salary. Many of the respondents also emphasized the benefits and high quality equipment.

- We do a good job in hiring and retaining.
- Dispatch has dedicated call-takers. Everyone is cross-trained so we can rotate assignments on different shifts and during shifts as necessary.
- The department has better pay, schedules, flexibility, and is more family oriented.
- The department supports family and it’s easy to get time off for family issues.
- If there are medical emergencies or family crisis, management is willing to accommodate.
- Good equipment, building, and cars.
- The department is responsive to equipment needs.
- Training opportunities are more than adequate.
- Career development. While promotional opportunities are small, there are a lot of collateral opportunities for job development; training and firearms instructors, for example.
- We are a diverse, skilled, and educated department.
- One of the best paid departments in the state.

Room for Improvement

The philosophy of Community Policing appears to be deeply embedded among the members of the Department, which works well given the population and unique features of the City. Dwindling resources, a situation faced by many departments, however, raises some concern among personnel about continuing to provide high quality services with fewer employees.

- We need more Community Policing to do a better job of building relationships. We state that our philosophy is everyone's responsibility but at the same time we reduce our community service officers.
- This is a unique town. Having a university adds to that. We have a large contingent of students cycling through and the organization feels the impact. It's a challenge to police everyone, and this transient group, with our available resources.

Areas in need of improvement create a complicated situation between providing complete customer service and balancing response calls. Though several respondents mentioned the online reporting as beneficial, others noted the fine line between necessary and non-necessary responses.

- The department fosters an attitude of always responding to everything, regardless of appropriateness.
- Dispatch gives us everything. Filtering and screening calls is problematic and we end up, for example, referring citizens to attorneys, bankers, and therapists.

Perceived Problems with Tiburon

Many of the comments focus on the Records Management System (RMS) and data entry. A majority of the employees expressed concerns about the amount of time consumed doing paper work which keeps officers off the street. One example of the repetitive nature of paperwork given by a respondent is in traffic: "Traffic officers take paper reports on the street, and then input them into the computer, and now Records enters the data into Tiburon as well."

Tiburon is viewed by the majority of employees as a major weakness, and perceived as complicated and cumbersome. The following statement is reflective of the generally held sentiments about the system: "Tiburon is supposed to link everything, but the officer has to link it all. It takes forever to get the information entered. On supplemental reports you re-enter previous data such as property listed in the original report that has been recovered. The same victim from the original report and supplemental report must be re-entered." Similarly, "Tiburon ties us up for hours. Having to link everything because the system won't link; it takes us away from handling calls and being able to cover other officers. There is no back-up." The perceived problems with the Tiburon system appear to impact how officers, particularly Patrol, view their jobs.

Other comments related to the records management, report writing, and Tiburon included:

- We are behind in technology.
- We have an astronomical amount of paper generated. We respond to everything.
- The RMS is a nightmare and time-consuming.
- Tiburon does not meet Code Enforcement needs.
- Tiburon is cumbersome and takes officers off the street longer to do data entry, but is better for Records.
- Tiburon has caused productivity to drop significantly.

- We need to change the report writing system and its impact on the line level. The officers are glorified typists.
- Our report writing system is a duplication of effort. No ability to populate, duplication of information, not compatible with Windows. We write narratives in Word and then cut and paste into Tiburon, and then reformat. Also, you can't import tables.
- Tiburon is more concerned with statistics than having good information. The crime analyst doesn't even use Tiburon.
- Streamline Tiburon and get the officers back on the streets.
- We had a burglary, for example, with 15 stolen items, which took 2 ½ hours to write and link. This system saps the life source from your soul. In the old days it would take 20 minutes.
- It takes too long to enter the data into Tiburon. It's not just about how fast you type, it's all the fields they want and the records clerks sending things back for corrections.
- The report writing process is difficult with Tiburon. The Tiburon process takes longer than it should to accomplish tasks. It's doubled our report writing time. The system is not user friendly because of the redundancy of the entry—not auto populating.

In rare cases, respondents supported the Tiburon system, although one source of contention appears to be the ability to use the features. As one employee commented, "We took the time to learn how to enter the information, but how many know how to search it?" Developing the skills to effectively use what is viewed as a problematic system is crucial to changing negative perspectives. A respondent stated, "The searchability and information access are benefits." One respondent also commented, "Tiburon is much easier to search the system than to ask Records to do a search for you." Though few employees noted the positive in the system, one stated:

"I love Tiburon. I can use it to search for things that I would previously need to rely on Records or detectives to get information. We need to remember it's a data gathering tool as well as a report writing tool."

Communication and technology issues were closely connected to many of the responses.

Communication Complications

It appears, from some respondents, a widespread dissatisfaction arises with "knee jerk responses" or "shotgun effect" decisions related to incidents, perhaps isolated, connected to the abuse of cell phones, phone lists, and messaging. One person explained: "In the past, the department issued phones. Some employees used them for personal use and failed to pay for it, so they were taken away from everyone." Similarly, the home phone and address list was unsecured in one incident and all employees subsequently lost access. In another example, an employee explained:

"The abuse of cell phones wasn't department wide. It was just a few. The department has a problem with making blanket policies to address the problems of just a few. We had a few misfires with Glocks, for example, so no one can carry Glocks except those who were hired with the gun."

The perceived problems related to communication are an important issue to employees:

- Our ability to use MDCs to send car-to-car messages. Don't shut down a viable communication tool because somebody may misuse it.
- Messaging from car-to-car is necessary.
- We need a formal process to talk and exchange information.
- Communications are still poor. Everything is done by email.
- What falls through the cracks is we don't communicate well when there is a process that has been majorly changed. It's a lot of grapevine stuff and you don't know where it started or if it's valid.
- Our current communication is text page to provide information.
- We have a pager, radio, personal phone, and department phone which are not interconnected and interactive. We never know which one they're going to use to contact us.
- Voicemail was taken away from officers.
- Traffic, detectives, SROs have cell phones and they are the ones most likely to be near a phone already. We suffer from a lack of responsiveness and efficiency to citizens due to no voicemail.
- We should reinstate car-to-car chat. This was taken away after inappropriate conversations between two people.

Employees note the cell phone issue as significant. Comments covered these areas, for example:

- We don't have phones in the vehicles and don't carry department issued cell phones.
- Voicemail was taken away from patrol officers due to cost. Patrol does not have cell phones.
- We have a problem with cell phones. The previous chief put the car cell phone number on the car so citizens could call directly. Now patrol does not have cell phones. There are some efficiency gains from using cell phones.
- We need cell phones to become more efficient and effective.

Many of the communication problems were presented as suggestions related to officer safety, methods of improvement, and mastery of technology—all in a more efficient manner. The following statements typify the concerns:

We have a problem with the radios. SROs can't hear each other inside buildings. This situation was bad before, but is worse since we've gone to narrow-band. We are all about improvement but when things don't work they fail to keep us informed about what's going on. We have quadrupled our ability to dial in channels but have cut our ability to communicate with each other by 50 percent.

We have radio issues with the narrow band, particularly in the schools. We can't hear what's going happening on the streets and can't transmit out. We don't need to reinvent the wheel, just get equipment that works.

Perceived Weaknesses

The challenges of technology and communication were noted in many of the responses throughout the data and reoccur as an important issue that is seen as a weakness, both currently and for the future.

- We are trying to learn how to harness technology and make the technology work better.
- We still chase and face technology challenges.
- We don't use technology to the fullest.
- Cell phone and pager system are outdated.
- Dispatch frequencies, cell towers, and dead zones.

Other areas or specific weaknesses perceived as problematic and mentioned by a large percentage of the employees for the agency include:

- Patrol offices are small and only have one computer.
- We lack computers for report writing.
- We need more cars. This is a problem now that we are close to authorized strength.

Future Challenges

Technology and Calls for Service

The most salient challenges personnel mention are related to managing technology and calls for service. The current technology was introduced with the hope of saving time and positions, though many respondents feel the Department's efforts to embrace new systems have backfired. Concern arose connected to the need to employ new technology and provide adequate training.

- We need to make all of the systems work together, and have all our employees trained and accomplished in using and taking advantage of all the functionality of technology.
- We are in a hole and behind "technology-wise." We have failed to invest the time and energy to see what's available to help us be more efficient and effective.

The other key area of concern is related to handling calls for service. Many employees feel calls can be handled in a smarter, more efficient manner. Suggestions for improvement included alternative service options, such as taking phone reports and exploiting online opportunities. Respondents expressed concern over the need to respond to all calls:

- Every caller that requests an officer gets an officer.
- We need alternatives to responding to calls.
- Service expectations by the community are, at times, unrealistic.
- We need a realistic definition of customer service, the increase in "crime."

One respondent offered the following perspective on factors involving calls for service that also contribute to problems around staffing:

We try to do all things for all people. That's where it really impacts our staffing. Every time something comes up we say, "The police department will do it." The EPA, for example, decided not to do noise enforcement so the police

department said they would. The more and more we take on the more people expect.

Promotions

The lack of promotional opportunities, not unusual for departments of this size, is disquieting for many employees. Many employees perceive this as a detriment to further career advancement. This concern is best summarized by the following statement:

We have a lack of turnover with our senior officers and sergeants. Additionally, we anticipate there will be no turnover in the command staff for the next few years. The bottom line is no senior officers or sergeants are retiring and no command staff leaving over the next few years, which creates no opportunity for promotions or advancement.

Generational Differences

Though not a major theme, several people noted concerns over generational differences:

- We notice a difference in younger employees. They get bored, job hop, and lack agency loyalty. Also, there is a difference in work ethics and mindset.
- New hires are not career oriented. They don't understand all the job issues—some of that is generational.

Space Confinements

Physical space is currently and will continue to be a challenge in the future as expansion occurs. Concerns about space for offices and day-to-day operations were common, along with parking issues. Many of the comments are connected to the CBI collaboration:

- Physical space in the building and parking.
- We have space needs. Where are we going to place the new CBI agents, if we are successful in our efforts to establish an on-site DNA laboratory? We also have added Animal Control and Code Enforcement.
- We need more physical space.
- Space is stretched to the max.
- We cannot make the needed and necessary moves because of our lack of space.

Staffing Issues and Challenges

Concerns over staffing, current and future, were mixed. In some cases, personnel believed the Department is currently in a good position, though lacking in civilian positions. Some employees emphasized the importance of recruitment and retention, while others voiced concern over the lack of upward mobility in the future.

- The staffing is good. We need to work on recruitment and training.
- We do a good job with our current level of staffing.

- The department has no direct staffing needs, though we currently are down 6 positions and 6 are on light duty.
- We need to actively recruit. We need to go and find the people we want to hire. When hiring fell off, we stopped recruiting.
- Limited options for mobility because nobody is retiring.

Other comments, though not major themes, related to staffing targeted specific positions:

- We could use one more detective in our computer crimes unit.
- In the future, we will need to add more detectives in our family crimes unit.
- We could use more detectives for follow-up investigations. This is important in developing areas of forensic investigations and computer/internet crimes.

The need for additional detectives within the larger context of staff distribution, however, appears to be a subject of some debate. One participant said:

We have reallocated two officer positions to detectives. If we do not increase staff we need to change community expectations; from increasing positions to cutting SROs. We took positions from the mall and community services to send to detectives.

Respondents noted the importance of the crime analyst in the Department and eventual retirement of the person currently in the position. Employees understand and empathize with the heavy workload the crime analyst faces. The majority of respondents believe the Department is receiving high quality results, though narrow in scope because of inherent limitations.

The lack of civilian positions represents a major concern. Additionally, staffing issues are intricately tied to communication, calls for service, and technology:

- From a staffing perspective, we are asked to do a lot. We respond to more calls than lots of other agencies. We have online reporting and limited phone reporting, but it's not enough.
- We won't be able to keep up due to lack of support staff. We have enough key people to do the work but not enough support personnel.
- We need to get back to the idea that unencumbered patrol time is a basic tenant of police work. We're filling all that up with writing warrants and other investigative cases, entering data into Tiburon, training, and additional assignments. If we operate on a shoestring as far as staffing is considered, then training and reporting take over.
- In the past the move was to civilianize. It was helpful. That has changed and now officers are expected to handle everything.
- We need to hire civilians to handle the mundane reporting issues.
- More non-sworn could be taking accident and other reports.
- We are short-handed in the civilian ranks.
- We have cut the civilian staff. There's not a lot more we can expect from them. We need a balance.
- Officers are adequately staffed but we are losing flexibility to service the community. We can't increase community service without increasing civilian staff.
- We need designated IT staff.

- The cuts in community services staff have dispersed the remaining staff elsewhere with no central focus point for those previous duties.

The staffing challenges perceived as problematic in the next five years are also salient issues for many personnel currently and are connected to the Department's ability to engage in effective community policing:

- We are losing vital connections that allow us to actively engage in community policing. We need a better way to get back on board to discover what community policing is and how we are going to do it so we can support the efforts of line officers in incorporating COP into their regular duties.
- We need to have bicycle officers along the creek area. The huge increase in activity all along the creek is problematic. We'll walk if we can but staffing doesn't allow bicycle patrol.

A few comments, on the one hand, focused on the need for additional commanders:

We need to separate the graves and swing position—we now have one commander for both. We need one commander for special events and SWAT. We also need one commander for support services, including Code Enforcement and Animal Control.

On the other hand, members of the Department disagreed with the need to add more command positions: "We have a good balance of command staff to officers." The overall lack of consensus around many of the staffing issues is apparent: "The command level is very efficient. We have met the challenges but there are a number of command issues. We're at the max and can't add more staff. We are stretched thin at mid-management."

The relationship between Detectives and Patrol appears to be good, though several people voiced concern about strained relationships.

- We don't have enough detectives. Detectives take reports and then kick them back to patrol for follow-up. Patrol is doing the detectives' job and writing the arrest warrants.
- Detectives need to do their own work and stop pushing back to patrol to work the case.
- Over the past few years, patrol officers have been given increasingly more detective duties. We're doing a lot more detective work than we should be.

The following types of responses show employees believe the staffing levels are adequate:

- Overall we are in good shape, no staffing issues.
- Overall, we are fine as far as staffing goes.
- This is the first time in 4 years we have been fully staffed so this is great. Much improved over the past.

The majority of employees expressed a need to be proactive in addressing staffing:

- We were at maximum strength at 182 (14 years ago). Now we're at 173 and due to population growth the call load has increased. We are doing more with less, particularly with the demand for service and response, despite online reporting.

- We need the right people. Hiring gets more difficult each year, to get the right pool. We need to figure out how we focus our efforts better and retain new officers.
- We need additional staff-both sworn and non-sworn. We can limp through the next five years, but will need more beyond that.
- We need to hire people who have ability, the willingness to think, to learn, and to expand.
- Patrol and Operations would love to have more staff.
- We need more detectives. The more we have assigned the more crimes they can investigate and the more arrests they can make.

Other comments on staffing included:

- Add a position of CAD technician; someone to assist with all of the technical issues that will need to be addressed.
- Increase staffing in forensic computer investigation detectives.
- Building maintenance staff has declined. The work environment is important.
- Criminalists could be cross-trained in computer forensics.
- We need K-9. We don't have a drug dog.
- We have 80 to 100 dispensaries and only one officer who deals with compliance.
- IT is understaffed.
- Staffing shortages are impacting training, that is, the ability to get time off to attend training and the workload when officers are training.
- Training interferes with vacation, duty rosters and leave.
- Not enough officers on the Mall and the Hill after 10:00 p.m.

Proposed Changes

A wide variety of suggestions were offered for changes in the Department with little consensus among many of these items, though participants believed specific items would increase the functioning and future planning of the agency. Overall, this assessment process was seen as positive and a chance for all employees to provide feedback on critical issues. One participant stated: "We need this type of process, that is, feedback from employees more often." The following statements are other comments related to change:

- Maintaining vital, relevant, current relationships with special populations. We need to think about succession planning for some of the specific collateral duties for people with development disabilities, aging, homeless, and mentally ill, for example.
- We need to look at scheduling and consider bar closings.
- Officers on swing shift often get held over on overtime to cover bar workload.
- Need more Spanish speaking employees.
- We need a police department specific fitness component.
- We have 13 officers and 7 cars, 3 are unmarked. We have a general fleet issue.
- SWAT is under-utilized and could be used for high risk warrants and drug arrests, for example.

- We have 30 guys on our SWAT team. We could do regional/county-wide swat team. Longmont and the Sheriff's Office have SWAT calls all the time and Boulder PD rarely has a SWAT call-out.
- We've had previous discussions of SWAT/Bomb-Squad regionalization. No one could decide who would be responsible and funding issues interfered so nothing was done.

Planning for the Future

Preparing for future challenges and developing a vision for the Department is an area of concern for many employees. Employees expressed concern about complacency and the need to think ahead. A respondent, for example, commented: "Let's make change on the front end and not wait to see how everybody else is doing it." The need for vision emerged as a major theme:

- How do we plan for the future? We need critical future thinking for administrators.
- We need to invest in a thought process. We need to spend the time and effort to figure out where we want to be and how we are going to get there.
- We need to engage in long-term goal planning. To engage the workforce in moving forward and figure out what comes next.
- We have a huge master plan, but no strategic plan and no goals.
- We need to set goals to try to attain them. We need to have a vision
- We need vision. It starts with the Chief down and others are irrelevant if you don't have vision.
- Management suffers from group think. We need fresh ideas and healthy challenges.
- We are more focused on daily efforts, not looking down the road.
- We are tied up in the day-to-day stuff and need to invest time and energy in future planning.
- We need direction and vision. Vision trumps everything. It leads to addressing, for example, radio, space, staffing.

Technology Assessment

To fully understand the current utilization of technology, and the technology needs of the organization, KRW staff toured Records, Communications, and the radio service area, evaluated the configuration of various marked patrol vehicles, and met with IT experts within the Police Department and the City. Technology issues also featured prominently in the responses of employees during the interviews and focus group sessions (see Qualitative Data Analysis.)

The full utilization of appropriate technology is a significant "force-multiplier" in that it enhances the ability of personnel to provide outstanding customer service. It is particularly effective in minimizing the time spent on the mundane, yet necessary, aspects of any job while making more time available to be directed toward the more significant job goals. Unfortunately, the reverse corollary is equally important, in a negative aspect. Failure to fully utilize technology and/or technology that is not appropriate for the task results in detracting

from overall service delivery by users having to spend more time using the technology than is appropriate (cost-benefit analysis), lack of return on investment by under-utilization, inappropriate and/or inadequate utilization, frustration of employees, increased service costs due to attempts to address product limitations by retro-fitting and/or developing “work-arounds.”

The current software program was repeatedly cited as a point of contention and dissatisfaction among the majority of those interviewed. As is common in these situations, the software alone is not solely to blame. Effective policies and procedures must be in effect, and enforced, for any program or process, whether technology-based or not, to be effective and efficient.

Observations - Detectives

According to interviews and focus group comments, recent transfers of officer positions from Community Services and the Mall Unit to Detectives should address immediate staffing needs in Detectives. However, with the ever-increasing number of computer/internet crimes, staying current in the forensic areas of investigating these complex crimes will continue to be a growth area. On-going efforts to monitor these crime reports and having investigative staff that are trained to investigate these cases will be an on-going challenge. Some members of focus groups also offered concerns that the Family Crimes Unit, while currently staffed at an acceptable level, should be monitored annually to ensure all Family Crimes are thoroughly investigated.

Observations – Patrol Ride-Alongs

KRW spent approximately 13 hours across all 3 shifts riding with officers on Patrol. During these events, as well as throughout KRW’s contact with employees, personnel were courteous, professional and helpful. A special “thank-you” is extended to those officers who so graciously agreed to allow KRW to spend time with them, answer our many questions, and provide valuable insight into Boulder’s Patrol function. The following observations were made through a series of situations that did not necessarily directly involve the officers KRW was assigned to.

Technology

The computers in the cars are nearly unusable due to cramped installation. When the screen is open, the windshield is sufficiently blocked as to be hazardous to using the screen when the car is in operation, and only slightly less dangerous when the car is not moving since the driver’s field of vision is significantly diminished. The primary reason for the current installation strategy appears to be due to extremely large radio consoles that extend virtually from the fire wall to the rear passenger compartment, leaving the only option for computer installation to be well above the radio console.

Recognizing the physical installation issues noted above, the computers are not/cannot be appropriately utilized for frequent and consistent sending/receiving calls for service and messages. Computer-aided dispatch is only fully functional and cost-justifiable if it operates in a "closed-loop" configuration that is not just used in the dispatch office, but fully utilized in the field as well. Dispatch airing all calls for service and all information to officers in the field is ineffective and potentially unsafe. Several times KRW heard complete names (often female) and complete telephone numbers aired over the radio for officers to call. There is no way to know if these citizens were victims, witnesses, confidential informants, etc. In any event, their names and telephone numbers were readily available to anyone monitoring the radio frequency. This could subject these individuals to telephone harassment, officer impersonation, retaliation by suspects, or worse.

The CAD and RMS systems do not interface. While this is not unusual, it is by no means common. The lack of compatibility and inter-connectivity of these systems results in diminished levels of service of both components. This results in the duplication of effort by employees, increased employee dissatisfaction, additional costs for two independent systems that do not share common programs, and diminished performance of both systems as maximum utility and cost-effectiveness is lost by the inability for the systems to work in tandem and the requirement for functioning as stand-alone systems.

Officers do not have access to cellphones, unless they use their personal cellphones. The use of personal cellphones is not generally advisable. There are certainly issues with the use of cellphones and data messaging. Both processes are subject to Discovery and many agencies across the country have experienced, at the least, public embarrassment over personnel misuse of communication devices. There should be some alternatives to field personnel having to meet either in person or drive to police headquarters to return phone messages. This takes the beat officer out of their beat which can negatively impact timely and appropriate response according to beat assignment. The time driving from an officer's assigned beat to police headquarters to make a call, then drive back to their beat to resume their duties is largely unproductive. It also wastes gasoline and adds unnecessary mileage to the cars. The Mall or Hill facilities are not always an option. Perhaps other City facilities, such as fire stations, could also serve as an option for officers to conduct telephone follow-up.

Response Protocol

Traffic congestion, both vehicular and pedestrian, is problematic in many areas of the City. This impacts officers' ability to respond quickly and safely, and have an area to park patrol vehicles that does not unduly add to the congestion. This is a significant issue in the Mall and University Hill areas.

The nature and initial information regarding calls for service will dictate the number of officers assigned to respond. Officers are also highly aware of and concerned for one another, wanting to ensure not only their physical safety but their emotional well-being at not being overwhelmed with calls and the resultant paperwork. These are highly commendable attributes but they need to be moderated. Supervisors and officers should work to ensure officers exercise judicious discretion in responding to, and even more so in leaving, a call as soon as it is safe and appropriate. The response from citizens seeing multiple officers on a call can range from thinking officers must not have anything else to do, the situation must be very significant and dangerous, officers are over-reacting to the situation, to there is an extremely high number of officers in the City. None of these perceptions is generally accurate, but can be ameliorated through having only enough officers present to address the situation safely and thoroughly.

Interviews with Selected Benchmark Cities

KRW interviewed 4 Benchmark Cities who are closely aligned with Boulder regarding demographics, geography, and having a major university presence in their communities. Department representatives were asked a series of questions to more fully understand their operations and to compare/contrast those areas of functionality with Boulder.

1. Total numbers of sworn and non-sworn personnel.

	Boca Raton FL	Fort Collins CO	Lawrence KS	Naperville IL	Boulder CO
Total Number Sworn	198	186	132	165	173
Sworn Assigned to Patrol	121	101	70	78	102
% Sworn Assigned to Patrol	61%	54%	53%	47%	60%
Total Number Non-sworn	97	94	34	105	106.5
Non-sworn Assigned to Patrol-type	15	10	3	11	4
% Non-sworn Assigned Patrol-type	15.5%	10.5%	11%	10.5%	3.7%

2.Types of reporting mechanisms used in addition to officers responding to al location to take a report or citizens responding to the police station or annex to complete a report in person.

	Yes	No
On-line reporting	3	1
Telephone reporting	4	0
Non-sworn completing reports	4	0
Citizen self-completed walk in	4	0

3. Direct data input.

	Yes	No
Direct data input.	4	0
Officers complete all data input	0	4
Officers complete some data input, remainder completed by Records	4	0

4. Do CAD/RMS interface?

	Yes	No
Do CAD/RMS interface?	3	1

5. Computers in patrol cars.

	Yes	No
Computers in patrol cars	4	0
Is all information aired or is some information sent via computer only	All Aired	Some are Computer Only
	0	4

One agency reported significant use of computer-only communication for dispatching calls and for other police activities.

6. Field reporting capabilities.

	Yes	No
Field Reporting Capabilities	4	0

Locations for officers to safely complete computer reports	Yes	No
Main Headquarters	4	0
Annex (substations)	3	1
Fire Stations	1	3

7. Cellphones for Patrol.

	Yes	No
Cellphones for Patrol	2	2
Texting, messaging for Patrol	3	1

One agency reported they are in the process of obtaining cellphones for patrol not only to enhance service delivery capabilities but to achieve significant cost savings over the pager system they are currently using.

8. From a policing perspective, list 1-3 unique characteristics of your community.

There was some variety in the unique characteristics identified. One agency noted laying off 41 police employees, officers and civilians, in the past 3 years. Another reported significant department expansion including hiring, equipment, facilities, and training which resulted from the hiring of a new police chief.

All of the responding agencies identified issues inherent with having at least one large college campus in the community. These include; the transient nature of student populations due to campus schedules, age-related violations, pedestrian and traffic congestion, and impacts on community services. All agencies reported generally the same issues and the same responses of the municipal police, campus police and the community as reported by Boulder.

Facilities Review

The physical facilities are at capacity and barely able to meet the current minimal needs of the Department. Many positive efforts have been made over the years to augment the facility to meet the expansion and changing service issues of the organization. In spite of those efforts, further enhancements are necessary. A formalized process needs to be undertaken soon in order to establish a definitive plan and necessary funding strategies. Areas of note include:

Relocation of Fire Administration

This issue has been discussed for a number of years. During this assessment, additional staff has been added to the Fire Administration office area. This makes their current space allotment extremely tight. It further highlights the Fire Department's need for additional space. These additional personnel will also increase foot traffic in the building as well as place additional burdens on the already cramped parking situation. Many in the Police Department referred repeatedly to the approximately 12,000 square feet of office space currently occupied by Fire Administration. The actual space is approximately 3,200 square feet (according to the 2000 Space Study.) This significant discrepancy in perceived space availability versus actual space availability must be rectified before any changes in space use, however temporary, are considered further.

Parking

Parking for official police vehicles, employee personal vehicles, and visitors is wholly inadequate and unsafe. Parked, unattended police and police employee vehicles are readily accessible by pedestrians. This is a major safety factor due to the nature of the equipment in official and personal vehicles. It is also a personal safety issue to

employees, many of whom are not police officers, accessing the park lot at all hours of the day and night due to shift assignment.

The City has reportedly been reluctant to provide parking at no charge to Police Department employees as this is not offered to most other City employees. It is understandable that, on the surface, this is an issue of equity across all employee classifications. However, it must be understood that employees of the Police Department are at greater risk of stalking, retaliation, theft, damage to personal property, and injury solely because of their employment by the Police Department. These risks are further enhanced because of the 24/7 shift work which requires employees to come and go from the building at all hours of the day and night. Such risk is not inherent in the majority of other job classifications in the City. Therefore, this is not a matter of favoring Police Department employees, rather it is recognizing their increased risk factors when compared to other City employees, and taking steps to minimize those risks as much as possible.

The lack of parking impacts the ability to fully utilize the training rooms, particularly if they were to be a part of an enterprise-type operation. Parking security issues are also a component as many of those attending training are police officers and many are in official police vehicles.

Visitor parking on the north side of the building is adequate providing there are no meetings or training scheduled in the building.

Locker Room Facilities

The locker rooms are at maximum capacity. The size of the rooms, and the lockers themselves, reflect overall good design and efficiency. There are simply more people using them than there is adequate room for. There is virtually no room to accommodate future hiring. The current location of the locker room facilities and the uses of adjacent work spaces make expansion of the current facilities in their current location potentially highly disruptive and expensive. The most immediate remedy is to modify who is authorized to have a locker, with uniformed personnel having first priority. Such restrictions are never well received by the many other personnel, including those who are occasionally in uniform, those who utilize the work-out equipment or engage in some other form of exercise during/adjacent to work hours, and those who get to work by a means – such as bicycling – that requires a clothing change before starting work. Therefore, the matter needs to be thoroughly considered as a component of the Department-wide space planning strategy.

Areas of Under-utilization

There are some areas within the building that readily lend themselves to being re-utilized as a short-term remedy for space and service delivery needs:

Front Lobby

The front lobby area presents an opportunity to gain valuable work space while still providing an adequate area for citizens and building visitors. The lobby area is not used the majority of the time and, most frequently, by very few visitors at any given time. There are exceptions, such as fingerprinting events, which draw large numbers of people who are waiting in the lobby for extended periods. These types of events can be managed, and the negative impact all but eliminated, through suggestions that are outlined under Recommendation #2, Differential Response Strategy and Recommendation # 4 "Re-establish and Adequately Staff a Community Services Unit that includes Multiple Non-Sworn Work Groups.

Interior Stairwell, Northeast Corner of the First Floor

This area could be utilized very easily and effectively for storage without impacting use of the stairwell or safety considerations. Since the area is already secure, there would not be a need for extensive security measures; simple locks or key-pads on steel screen doors would suffice.

Atrium on the Second Floor outside of Fire Administration

While attractive, the atrium area on the northeast corner of the second floor is unused space that could be put to work. The atrium could be sealed at the floor, providing office space where there is currently an open stairwell.

Major Construction

The building and the lot it is located on lend themselves most readily to an expansion on the east side of the building. Expanding all floors as far to the curb as allowable by law would provide significant additional space to accommodate current and future staffing and service increases with the least disruption to current operations and at a substantially lower cost than building a new facility. As noted previously, any expansion of the facility must include the provision of adequate, secure parking for employees and Departmental equipment.

Recommendations

KRW reiterates that to complete a comprehensive staffing and deployment study of a municipal police agency there is a need to do more than just look at and consider the quantitative data. To properly understand an agency, time and effort must be allocated to listening to employees from all organizational levels. This is accomplished through a set of structured questions asked individually or in focus groups, on-site observations and ride-alongs.

This comprehensive staffing and deployment study conducted by KRW incorporates a comprehensive qualitative analysis in conjunction with an equally comprehensive quantitative analysis conducted by Corona Solutions. The findings of both processes provide an accurate depiction of current service and staffing, and identify avenues to enhance current and future service delivery. The results of each process validate one another, albeit from different perspectives, and are outlined here and in the companion report developed by Corona Solutions.

Recommendation # 1 Re-visit the Current Definition of Community Policing within the Boulder Police Department.

Many focus group participants mentioned both the organizational and individual commitments to Community Policing, while at the same time expressing frustration with the perceived expectation of Boulder citizens that the police will, and should, respond to every call for service without exception.

Discussion

Early in the evolution of Community Policing, many advocates often remarked that one could not define what Community Policing really meant. It could be anything from horse or bike patrols, to differential response options, to citizen input, and so on. Others argued if one could not define Community Policing, how could one measure whether or not it is successful. We are not suggesting the current definition and direction of Community Policing in Boulder are not on point. We are suggesting it may be time to re-visit, and possibly update, what Community Policing means in Boulder to the citizenry and the Department. The purpose of this process would include consideration of possible updates and alternatives in service provision. By establishing a group of citizens and Department members, a dialogue could occur to identify current and future expectations. This would serve as a foundation for internal review and a re-commitment to these revised processes. This process is integral to several of KRW's recommendations.

KRW suggests several documents for inclusion in this review. First is the work of Dr. Gary Cordner defining the Dimensions and Elements of Community Policing. In our view, this is the most comprehensive overview of the necessary components of Community Policing. The second document is an example of a "blended philosophy" that captures the necessary components of traditional policing as defined by Dr. Herman Goldstein in Policing a Free Society, along with Dr. Cordner's Dimensions and Elements, with the addition of a fifth

dimension, Intelligence-Led Policing as outlined by Jerry Ratcliffe in his text of the subject. The third resource document is the current Department of Justice COPS Office definition of Community Policing. Links to these documents are located under “Professional Resources”, following the Bibliography and are included in Appendix D.

KRW acknowledges the scope of this assessment is staffing, not an organizational review. However, to adequately address several staffing-related recommendations we felt it necessary to begin with this recommendation as the Department’s understanding and philosophy regarding Community Policing impact many areas of service delivery including staffing, differential response alternatives, and the civilianization of sworn positions.

Recommendation # 2 Develop a Differential Response Strategy for Calls for Police Service to be Offered as Alternatives to Dispatching Officers to Every Call for Service Request.

Focus group participants were very clear that the expectations of citizens, and Department and City leadership, are if a citizen calls the police then an officer is always dispatched, regardless of the type of call. KRW recommends evaluating alternatives for police service delivery methodologies and move toward the implementation of service request alternatives, where appropriate, to enhance the traditional methods currently in place.

Discussion

Having multiple options for addressing citizen requests for police service enhances service delivery by best serving individual citizen needs in the method most appropriate for them while providing cost and efficiency savings to the Department. KRW recommends BPD develop a set of citizen-driven options for service delivery as a method to extend current staffing adequacy into the foreseeable future. We believe we now understand many of the unique aspects of policing in Boulder. We also believe that many citizens appreciate options. By developing a series of call response options to offer citizens on non-emergency calls, current staffing levels can be extended with little, if any, additional costs. Options for consideration include on-line reporting (including accident reports) and civilian report technicians taking telephone reports, and perhaps, responding to certain reports in the field. BPD has recently initiated on-line reporting and has utilized civilian report technicians for years. However, as noted in Recommendation #4, the ranks of these civilian report technicians have been hard-hit by budget constraints over the past several years. Likewise, KRW heard conflicting information from respondents regarding the availability of on-line reporting. Perhaps, some internal information updates are in order to remind employees of the services that are available to citizens and encourage their use, when appropriate. Consideration should also be given to education and training programs for the community, primarily business owners, and enacting a city ordinance regarding intrusion alarms. We refer to the companion report by Corona Solutions, pages 6 and 11, where the data reflect 98% of intrusion alarms are false. This is a tremendous waste of valuable police resources, a potential safety risk to the community during responses, as well as a potential safety risk to the community when valuable police resources are addressing the immediacy of intrusion alarms while other calls for service must wait to be addressed. Based upon the data,

approximately 375 hours are wasted annually responding to false intrusion alarms. Each call response option represents potential efficiency gains for the Department. If options are properly introduced to citizens through an education campaign, the Department can implement a series of cost saving initiatives over time that will extend current staffing levels and increase undedicated time for officers to address Community Policing/Problem Solving activities. These measures also create officer availability to respond in a more timely fashion to all calls and to be even more proactive with their undedicated time. Identification of potential differential response strategies should be a component of updating the Department's vision of Community Policing. Likewise, working with community representatives and members of the Department to develop appropriate alternative methods of providing service for some calls for police service which would be acceptable and beneficial to all parties involved also serves the vision of Community Policing.

Recommendation # 3 Re-alignment of the Prioritization of Calls for Service

The call prioritization process should be reviewed with an eye toward simplification and service enhancement.

Discussion

The computer system is currently programmed to prioritize calls for service based on the nature and urgency of the call on 9 levels. This prioritization impacts the order in which calls for service appear on the screen of pending calls and the order in which they are dispatched. Under this process, an intrusion alarm (with historical 98% false rates) will take priority over a hit and run accident blocking traffic and with suspect vehicle description. Likewise, the menacing with a weapon event that occurred 24 hours earlier will prioritize higher than the family disturbance that is in-progress. The prioritization process should include no more than 4 levels; In Progress, Just Occurred, "Cold", and "Service" – meal break, fueling the car, court, etc. This will eliminate the re-ordering of calls based on the priority of the nature of the call and allow them to be addressed more closely in the order they were received while still considering urgency. This will enhance service delivery and community satisfaction as well as aid dispatchers and supervisors in determining a more realistic response time for all pending calls for service. The Corona Solutions report expands on additional problems derived from this prioritization process and the responding unit identifiers.

Recommendation # 4 Re-Establish and Adequately Staff a Community Services Unit that includes Multiple Non-Sworn Work Groups

Discussion

In recent years, the ranks of the non-sworn have decreased significantly due to restricted budgets and the retention of sworn personnel. Non-sworn position vacancies, particularly Community Service-type positions, have gone unfilled and no new positions have been added. As a matter of future Departmental policy, attention must be paid to rebuilding a complement of non-sworn personnel to provide services in direct support of sworn staff as well as to address the multitude of issues and responsibilities inherent in the non-sworn roles.

A comparison with other Benchmark Cities shows their percentage of non-sworn staff assigned to patrol-type functions ranging from 10.5% to 15.5% while the BPD has 3.7% of non-sworn staff assigned to patrol-type functions. One of the common themes we heard from all areas of the Department was the value and need for a fully staffed CSO contingent. Respondents repeatedly cited the non-sworn accident investigation team as providing invaluable expertise and service to the Department and the community. Another common concern mentioned frequently was the many areas of current responsibility that could and should be handled by an appropriately staffed and trained CSO contingent that are now spread throughout the organization or those duties have eliminated entirely. The position of CSO could also serve as a type of “incubator” to nurture those who want to become Boulder police officers. The duties and responsibilities afforded the CSO position would, theoretically, attract many interested applicants and would also provide an additional career path.

From an organizational perspective, this CSO unit could also incorporate the functions of Animal Control and Code Enforcement, both recently added to the Department’s staff and functional responsibility. This CSO unit could also be tasked with non-arrest fingerprinting. Taking fingerprints is currently an ad hoc function of Records staff, who repeatedly cited this as causing great job dissatisfaction and even fear.

Consideration should be given to modifying the administration and provision of public service functions not directly related to calls for service to provide more appropriate, efficient services. For example: On the surface it appears to provide good customer service by providing non-criminal fingerprinting say, on Wednesday from 8 am to 4 pm. The customer service disappears when no one, employees or citizens, know how long it may take to receive this service so there is little or no ability for citizens to make any other plans for the day or for employees/supervisors to adequately plan other work assignments. This is akin to visiting Motor Vehicle. They, too, have extensive hours of service. However, one knows from experience that you have no way of knowing how long it may take to receive this service. It would be much more efficient, and provide a much higher degree of true service, to have citizens reserve a block of time in which to obtain fingerprints. For discussion, estimate it takes an average of ten (10) minutes to complete a set of fingerprints. That equates to 6 persons per hour. If citizens were scheduled in groups of 6 at the top of each hour, they could expect to spend no more than 1 hour to obtain a set of fingerprints. Drop-ins could still be accommodated but not before those who had reserved time were assisted. This would enhance service delivery, eliminate large numbers of frustrated patrons milling about the lobby, allow appropriate staffing, minimize impacts to other work units in the Department, ease parking congestion, and streamline the process, to name a few benefits.

The current structure regarding non-sworn units is functioning adequately at this time but there is significant potential for future issues regarding functionality and accountability. It appears that while the functions and staff of Animal Control and Code Enforcement have been physically relocated into the Police Department, along with their budgets, there has been only an ad hoc attempt to fully incorporate these units as integral components of the policing function. Rather, they continue to operate much as they always have, just simply reporting to a different department head than they did previously. Part of this is, undoubtedly, due to the newness of these units in the Police Department. Another is the Department’s

understandable lack of direct knowledge in the operation of these units. This is further impacted by the presence of highly experienced, trained and knowledgeable practitioners and leadership of these units prior to being transferred to the Police Department. This is exemplified by the following example:

Upon transfer to the Police Department, the Code Enforcement unit determined the software program and in-car computers used by the Police Department would not best serve their needs. As discussed in this report, that same assertion has been made by many Department employees regarding police service delivery. Code Enforcement was allowed to obtain their own software program and notebook computers. Now, in addition to independent CAD and independent RMS systems, Code Enforcement is operating under yet another independent software program with little or no connectivity and cross-utilization to existing data bases. This, in essence, projects that Code Enforcement is an independent entity that is merely housed in the Police Department. This disjointed process makes it nearly impossible for the Police Department to adequately evaluate, and report on, how the Code Enforcement component or their responsibilities coincide with the functions of the Police Department.

Similarly, with the acquisition of Animal Control duties and responsibilities, focus group participants reported an increase in patrol officers responding to animal incidents when Animal Control is not available. The Department needs to be able to fully track the direct and indirect impacts of additional service components being folded into the Police Department from outside sources to ensure there is adequate staffing and funding for not only the direct service delivery, but the indirect impacts to the Department, as well.

We recommend BPD conduct an in-depth assessment to determine the scope of work for the CSO Unit. As positions are consolidated and new positions added these additional tasks and responsibilities should be moved into the CSO Unit. As a starting point, efforts should be made to return the CSO ranks to full strength as quickly as possible and augment their numbers to provide broad-based service delivery at a potentially significant long-term personnel cost savings. This should occur as a component of the development of the 2013 budget. We are suggesting a functionally broader-based unit that is staffed with the necessary resources to accomplish the responsibilities that are re-assigned to this expanded CSO unit.

Recommendation # 5 Investigate Potential Regionalization of the SWAT Team.

Focus groups frequently mentioned the SWAT team as being both under-utilized and a drain on officer staffing due to the inherent training requirements of SWAT participation.

Discussion

If the minimum training requirements for SWAT are not being consistently met that, in and of itself, creates a potential liability for the City. If the training is up to standards and the team is, in fact, under-utilized, it becomes difficult to justify the continuation of a full time, fully trained Boulder SWAT team. Many jurisdictions are combining resources in order to share the costs and benefits of a regional SWAT team. Regionalization improves the skill levels of assigned

officers since they usually have more actual incidents to respond to which develops and retains their skill levels. A regional SWAT team also has a direct, positive impact on officer availability for calls for service. Regionalized teams require less staffing from BPD as other agencies are also contributing personnel to the endeavor. This decreases the required number of personnel and training hours. Those officers and hours are now available to answer calls for service. BPD is in the process of regionalization of the Bomb Squad. Information gained from the successful completion of that endeavor, and an evaluation of its effectiveness, will provide a foundation for further review of future regionalization efforts.

Recommendation # 6 Consolidate Mandatory Employee Training, where possible, to Late Fall and Winter Months.

This change will help eliminate staffing and scheduling conflicts which currently surface during the early fall and spring when re-occurring events and calls for service demands make meeting these on-going training obligations difficult.

Discussion

Several focus groups discussed the issue of mandatory training and the difficulty of the current method of scheduling. Employees expressed frustration with scheduling training during the busier early fall and spring months and the impact this has on officers' inability to attend these training sessions due to workload. Many participants suggested training be schedule in the late fall through the winter months when there are less call-load demands. It was also suggested establishing a training coordinator for the entire Department. This one person could do the scheduling and record-keeping for all Departmental training activities. This also relates to officer availability for meeting on-going service delivery and deployment requirements.

Recommendation # 7 Consider Alternative Motorized Response Mechanisms

Discussion

As discussed previously, traffic congestion and lack of adequate parking in several areas of the City negatively impact police response through traditional means. Increasing walking beats and bicycle response have been helpful but other options should be considered. The acquisition and use of smaller, more maneuverable, and more gasoline-efficient alternatives should be considered. This could include small scooters, Segways, ATVs, even golf carts. Alternative full service police vehicles could also be considered including alternative fuels, hybrids, electric motors, and compact cars. Of course, these could not be used for prisoner transport, just like foot and bicycle patrol, but could provide street-legal access and ease of movement through highly congested areas while also being able to respond throughout the City, as necessary.

Recommendation # 8 Establish a Department-Wide Commitment to the Appropriate and Effective Utilization of Technology Consistently Throughout the Organization

Discussion

Technology is intended to simplify operations and enhance service delivery. In order for these goals to be fully realized, the appropriate methodology for technology acquisition is to first involve functional experts from all operational units in the Department; assess all operations for their current necessity and viability; make alterations to those processes where appropriate; and, then seek a product(s) that meets the needs and functions of the organization. Without this process, there is the substantial risk of obtaining technology systems and then having to retro-fit Department operations to the technology configuration.

The Department has separate systems for RMS and for CAD. The fact these systems do not interface is a significant detriment to the full utility of either system. The current bifurcated CAD and RMS systems have served to adequately get the job accomplished, but these stand-alone systems do not take full advantage of leading-edge technological infrastructure. The transition has not been smooth or complete. All employees received preliminary information when the Tiburon RMS system was expected to be installed. In many cases, the training was received several months prior to the installation and availability of the program for users to “practice” their new skills. Thus, many employees were unable to immediately use the training in their daily activities. They were unable to see how the system would make their jobs more efficient. In fact, they may have forgotten much of what they learned due to the lag time between training and practical application. Plus, trainees can only use what they remember being taught, not what they might actually need to know. The result has been an across the board under-utilization of the system and the information it may or should contain.

Little additional training on the Tiburon program has been systematically provided since prior to its installation. On-line training aids are provided but used infrequently. Mandatory, hands-on training is necessary to enable users to be more savvy students based on their experience and use of the system to identify their additional training needs. Without this follow-up training, users are left to explore the system on their own to identify ways to make it work for them or, more frequently, to under-use the system and be dissatisfied with the system’s performance. This mandatory, systematic training must include not only how to input information but how to run queries and how to access information the system contains to enhance individual job performance. This training will allow for an increase in personnel performance and serve to ameliorate dissatisfaction levels of users.

Patrol operates without a “field” reporting system. This requires officers to return to a police building to input reports. This adds additional time to each call since officers must travel from their assigned beat area to a police facility to complete reports, then travel back to their assigned area. This also increases costs of fuel and other vehicle operational costs.

The Department should establish a Technology Working Group with representatives from all units within the Department to identify technology needs, evaluate their priority, and work

collaboratively to solve technology issues Department-wide. This working group would identify and provide input into the out-put and use of the system from a practical perspective.

Included in this commitment would be an objective evaluation of the current radio system to include the coverage impact of the federally mandated narrow banding of VHF frequencies and the future use of low band radio. This evaluation should focus on the direct needs and issues of BPD.

Also necessary for inclusion in this process is the issue of Fleet Maintenance and its service to police vehicles. Focus group participants related numerous anecdotal stores of extremely long service completion times. These delays mean vehicles are not fully equipped and available to utilize the technology that is provided, regardless of the limitations of that technology. This demonstrates that commitments to serviceability extend beyond the direct reporting lines of the Police Department to other City departments, as well.

Recommendation # 9 Information Management Services: Reporting Alignment, Coordination, Staffing Increases and Equipment

Discussion

Voice and data networks are essential components in providing effective law enforcement services in today's environment. Daily business, and extraordinary events, cannot be conducted without them. In order to ensure optimal service delivery, internally and externally, Information Management must be highly coordinated and all disparate components fully understood regarding their individual contribution as well as their impact on other IM programs and products. While BPD has individual-area experts for the CAD system, the RMS system, and the radio system, there is no one central nexus of expert knowledge regarding the operational inter-relatedness and mutual impacts of these systems. City IT has a broader sense of system interfaces and impacts but not necessarily the micro knowledge of daily operational needs. For example, as previously discussed, the installation of oversized radio consoles in patrol vehicles has negatively impacted the placement of mobile computers. This, in turn, has significantly diminished the utility and vibrancy of mobile computing. Serious consideration should be given to creating a command-level position of Information Management Services Director (or something similar.) This position would, most likely, be a non-sworn position. Minimum requirements would include vast knowledge of technology in a macro sense with the "big-picture" capabilities of a high level manager. As noted previously, the various in-house experts have vast micro-level knowledge of the specific areas they control but not the macro knowledge necessary to obtain the greatest overall value from all of the hardware, software, and radio products. Further, these micro experts might tend to support only the products or services they have expertise in rather than being able to more objectively seek technology solutions from a broad base of providers. Having a central focus for all Information Management issues would also serve to more closely monitor, focus, and/or control such decisions for "free-range" unit specific acquisitions and installations such as recently occurred with Code Enforcement.

Adequate funds must be allocated to IM. Funds cannot only cover hardware and software, they must also address the staffing needs that are necessary to keep the systems operational and cost-effective.

Information Management components are currently understaffed. This includes areas previously discussed, such as Fleet Maintenance. This has resulted in diminished service delivery to users. Future planning activities are virtually non-existent. Future initiatives must be an integral component of IM services, in conjunction with the provision of on-going support. Research substantiates that, consistently, business and governmental organizations of all sizes have been giving priority to spending for new initiatives. The average ratio of 27% appears to be fairly consistent, regardless of organization size (Computer Economics, 2008.) IM cannot meet their current service delivery needs, let alone prepare for future needs. Efforts must be undertaken to ensure these units are fully staffed at all times with accurate projections of future services on which to base meaningful technology planning.

Business processes need to drive the technology, not the reverse. In many instances it is highly questionable whether the business process has been the driver and not the technology. This internal assessment, from an informed and objective perspective, must be an integral component of future planning. There has been a significant fiscal investment in the current technology platform. An assessment of future technology trends and future organizational needs must be conducted as a baseline to develop a Technology Plan. It may be more economically feasible, at some point, to stop trying to retro-fit the current systems, or alter current work practices to accommodate the current technology, and develop a plan to migrate to a new technology platform. The current staffing and multiple stand-alone systems make it difficult to provide for basic daily operational needs in an efficient and effective manner, and preclude the opportunity for such long-term, broad-based assessment to occur.

Single Point of Data Capture – Compliance with Recognized Industry Standards.

The current standard throughout the criminal justice system regarding CAD/RMS/IM is that of Single Point of Data Capture. The Bureau of Justice Assistance and the National Institute of Justice have developed Standard Functional Specifications for Law Enforcement Records Management Systems. Among the general requirements cited (page 1) are:

- Single entry (i.e. no duplicate entry)
- RMS should automatically submit data to external sources as defined by the agency
- Single database (i.e., virtual or physical)
- Validation on data entry (i.e., logical edits, edit checks for all fields)

Recommendation # 10 Expedite On-going Efforts of Facility Planning in a Formalized, Deadline-driven Environment

Discussion

As stated previously, discussions have occurred over a long period of time at both the Department and City levels regarding space utilization in the Police Department. Clearly, the situation has reached a crescendo and there is no time remaining for speculation. Space limitations are now directly impacting the Department's ability to maintain current services levels and will soon become an impediment. Earnest efforts must be undertaken, in conjunction with City representatives and other stakeholders, to develop a specific, comprehensive space utilization plan to identify the most effective course of action and the financial plan that must accompany same.

Recommendation # 11 Creation of a New Commander Position

Discussion

As outlined repeatedly throughout this report, the Boulder Police Department has experienced significant increases in the scope of their duties and responsibilities, particularly with the addition of Animal Control and Code Enforcement functions. These additional workgroups have been absorbed into the managerial responsibilities of the existing Commander ranks. Recommendations #1 (Community Policing Philosophy), #4 (Community Service Officers), #8 (Technology Utilization) and #9 (Information Management) specifically address issues of functionality and management. Recommendation #9 recommends the addition of a command-level position (not necessarily a sworn position) to specifically and primarily address issues of Information Management. BPD may wish to more fully evaluate work load and the distribution of managerial responsibilities across all Command ranks due to recent additions to the Department and the future service and managerial requirements with an eye toward expanding the number of Commanders to ensure optimal organizational effectiveness.

Appendix A

Interview and Focus Group Questions

1. Describe the current strengths of the Boulder Police Department.
2. Describe any current weaknesses or areas in need of improvement within the Boulder PD.
3. From your current duty assignment what do you believe are the top challenges/staffing issues the Department will face over the next one to five years?
4. What specific staffing challenges do you face in your current work assignment? Are you able to most often complete work assignments during your tour of duty?
5. What if any are the major resource issues facing the Department currently and in the next 1 to 5 years?
6. What, if any, are the major organizational/structural issues currently facing the department, and in the next 1 to 5 years?
7. Overall, from your experiences within the Boulder Police Department, what is most needed (staffing, resources, equipment, facilities) to prepare for the next 1 to 5 years - be specific?
8. If you could make one change within the Boulder PD, what would that change be?
9. What staffing issues need to be addressed in the next one to five years in order to maintain adequate levels of service to our customers?

Appendix B

Benchmark Cities Questions

1. Total number sworn _____
Total number assigned to patrol _____
Percentage of total sworn assigned to patrol answering calls for service _____
Total number civilians _____
Total number civilians assigned to patrol-type functions (telephone reports, field accident reports, front desk, etc.) _____
2. Types of reporting mechanisms used in addition to officers responding to a location to take a report or citizens responding to the police station or annex to complete a report in person.
On-line Telephone Mail-in Civilians Self-completed walk in Other
3. Direct-data input?
Officers all input Officers some input – remainder by _____.
4. Do CAD and RMS interface? Yes No
5. Computers in cars? Yes No
Is all information aired or is some information sent via computer only?
All Aired Some Digitally
6. Field reporting capabilities? Yes No
Locations for officers to safely complete computer reports:
Main Hqs Annex (substations) Fire Stations Other City facilities
Businesses Other
7. Cellphones for Patrol? Yes No
Texting, messaging for Patrol? Yes No
8. From a policing perspective, list 1-3 unique characteristics of your community.

Appendix C

Conclusions and Recommendations Corona Solutions Report

Included here with Permission

We find that the patrol staffing levels are sufficient, but efficiencies could be achieved through better deployment. Performance has been generally good during the study period of 2011, but there were some inconsistencies in the service levels.

We found only minor trends in the demand for service over the years.

We make the following recommendations:

- Consider adjusting the patrol schedule to begin the three watches at 0700, 1600 and 2200 hours.
- Reallocate the officers to better align with the workload.
- Change the way field units are identified in CAD. To perform any analysis of field operations it is essential to have a historical database. At a minimum, the analyst must be able to derive from the CAD data whether a unit involved in an event was a patrol officer or someone in another assignment. Boulder's practice has been to use personal ID numbers assigned to officers as the field unit ID in CAD. Patrol units are typically in the 200 to 350 range, but not all units in that range are patrol units. Officers transfer among assignment without any change of unit ID, so it is nearly impossible to query a set of CAD events and restrict the data to patrol units.
- Create an additional layer of geographic polygons, commonly called *reporting districts* (RSs). The boundaries are entirely at the agency's discretion, but they should be drawn to encompass what the agency considers to be a neighborhood or in some cases, a business area. The purpose of RDs is to serve as building blocks for larger geographic areas, such as beats. The key is that as the jurisdiction changes the RD boundaries will remain constant. As a result, no matter where district boundaries are drawn (respecting RD boundaries) the geography covered by a particular RD, and the workload generated by that RD, will be available for analysis. All modern CAD systems accept RD layers.
- Consistency in CAD data. Security on CAD code tables should be set to limit data entry to lists of valid values wherever possible. In the historical data, even in the most recent data, we found instances of records for event types, for example, were entered with a variety of spellings and abbreviations. This greatly complicates and reduces the validity of any reporting and analysis of CAD data.

Corona will maintain the data and the staffing models that were built for this study for at least six months from the conclusion of the study. If Boulder staff would to submit a small number of alternative schedules for evaluation we will be happy to score them and provide the full results to Boulder PD.

Appendix D

Policing Philosophy, _____ Police Department

The Policing Philosophy of the _____ Police Department is one of a “Blended” vision of providing police service that align many of the benefits of what we refer to as Traditional Policing with emerging initiatives in policing. This balance is one between quality of life/order maintenance needs of the community with the law enforcement aspects of policing which emphasize preventing crime through patrol, investigative, and data driven efforts. The overall goal of this other side of this balance is apprehending and participating in the prosecution of criminals who commit crimes within the City of _____.

Traditional Policing includes but is not limited to the following:

- protect life
- protect property; and
- maintain order;
- prevent and control conduct widely recognized as threatening to life and property;
- aid individuals who are in danger of physical harm;
- protect constitutional guarantees;
- facilitate the movement of people and vehicles;
- assist those who cannot care for themselves;
- resolve conflict
- identify problems that have the potential for becoming more serious;
- create and maintain a feeling of security in the community. (Goldstein, Policing a Free Society, 1977 p. 35).

The “Blending” occurs with the emerging models of policing that balances these Traditional aspects of policing with the following dimensions and elements of Community Policing, along with the inclusion of Intelligence Led Policing:

- **Philosophical Dimension:** Seeking citizen input, Broadening police functions, Providing personal service.
- **Strategic Dimension:** Re-orientation of operations, Geographic focus, A Prevention emphasis.
- **Tactical Dimension:** Positive interaction with our citizens, Developing Partnerships, Problem Solving.
- **Organizational Dimension:** Support for modifying organizational structure, Re-exam methods of supervision and management, using information and information systems to the fullest degree possible. (Cordner’s Dimensions and Elements of Policing, 1996.)
- **Intelligence-Led Policing:** A business model and managerial philosophy where data and crime intelligence are used in decision-making to reduce and prevent crime, apprehend those who commit crimes, and increase the sense and reality of safety for all of our citizens and visitors (Ratcliffe).

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