



STUDY SESSION MEMORANDUM

TO: Mayor and Members of City Council

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DATE: July 28, 2022

SUBJECT: Reimagine Policing (Police Department Master Plan) Update

EXECUTIVE SUMMARY

This memorandum provides an update on the Reimagine Policing (Police Department Master Plan) process. The Police Department Master Plan was last updated in 2013.

A cross-departmental staff core team is working on this project and has been developing the master plan process in partnership with the [Boulder Police Department Master Plan Process Subcommittee](#), consisting of councilmembers Rachel Friend and Tara Winer and community members Mallory Kates and Marina LaGrave.

Reimagine Policing kicked off in 2021, completing the following major steps to date:

- Engagement Window I – Hopes, Values and Concerns (June-August 2021)
- Development of draft Values and Focus Areas based on Window I feedback (August-October 2021)
- Engagement Window II – Check in on Draft Values and Focus Areas (October 2021)
- Engagement Window III – Learning Together (December 2021-July 2022)

- Development of draft Reimagine Policing plan (March 2022-July 2022)

The draft Reimagine Policing plan includes six community safety values statements, as well as 13 major strategies – many including specific tactics – to address six community focus areas for policing in Boulder. The values and focus areas were developed directly from community input and participation. The strategies in the draft plan include some suggestions from community as well as proposals from the department itself to achieve desired objectives.

The community will have an opportunity to provide feedback on the draft plan during Engagement Window IV, scheduled to begin in late summer. A consultant, National Policing Institute (NPI), will design and implement Engagement Window IV, including a statistically valid community survey as well as alternative, non-survey feedback methods designed to reach those who are most likely to have had diverse lived experiences with policing.

The draft Reimagine Policing plan is included as Attachment A. As a draft document intended for feedback, the attached plan has some limitations in the level of sophistication for graphic and aesthetic elements. These will be improved upon prior to the final version to enhance readability.

Questions for Council

1. Does council have any input on the draft Reimagine Policing plan?
2. Does council have any questions about Engagement Window IV or the next steps in the Reimagine Policing project?

BACKGROUND

Master plans provide a common city framework for planning the delivery and funding of services, facilities, and programs, as well as policies. The 2013 [Boulder Police Department Master Plan](#) outlined several goals that the department has worked to accomplish over the last nine years.

In 2020, the City of Boulder hired a new police chief, Maris Herold, who came to the city with a background in police reform. Early in her tenure, Chief Herold introduced and began leading the Boulder Police Department (BPD) in implementing a reform strategic action plan. Her arrival and work coincided with the timing for updating the department's master plan. Given the changes within the department, as well as broader national and local discussions related to policing, the department made a choice to look at the plan as a new document re-envisioning policing rather than a more limited update of what was envisioned in 2013.

A cross-departmental staff core team is working on this project and has been developing the master plan process in partnership with the Boulder Police Department Master Plan Process Subcommittee (Process Subcommittee), consisting of councilmembers Rachel

Friend and Tara Winer and community members Mallory Kates and Marina LaGrave. Kates and LaGrave were selected as part of a community application process that took place in October 2020. More information about the Process Subcommittee, including meeting agendas, meeting summaries, the subcommittee email address and links to view meetings are available at the [Process Subcommittee website](#).

Reimagine Policing Process

To date, the Reimagine Policing project has completed three engagement windows, each with a different scope to consult the community and internal police department staff. This feedback has been valuable and informed the draft document.

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

This issue was challenging for some members of our community to discuss. Creating emotionally safe and brave spaces; demonstrating a commitment to hearing all ideas, even those that might seem radical; and validating lived experiences were major priorities throughout all engagement windows. The city is grateful to each of the individuals who took the time, and in some cases, summoned the courage to help create a new vision of policing for Boulder. The staff team would especially like to call out the participation by young people. These community members’ voices were lifted throughout the first three engagement windows via a contract with Growing Up Boulder (GUB) and Mayamotion Healing. A separate report from this stakeholder perspective was developed for each of the Engagement Windows conducted to date, and the feedback has influenced proposed approaches in the draft plan.¹

¹ One change related to youth feedback was in focus area one, which was originally called Integrating with Community. It was clear that some young people questioned police integrating more with their communities without a concrete change in what these interactions look and feel like. The focus area has been renamed Partnering with Community to represent the more positive intent of collaboration and engaging in activities other than enforcement.

ANALYSIS

Reimagine Policing Values Statements and Focus Areas

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

Value Statements

We feel safe in our community when:

- We are all free to enjoy public and private spaces without fear of harm;
- Laws are enforced equitably;
- Police respond professionally and respectfully when we need them, but we have alternative and creative resources to address problems not suited to policing;
- We demonstrate we are a compassionate community that supports the basic needs and the right to be free from crime for all community members;
- Criminal behavior is met with accountability measures that are fair and just within policing and other systems, with opportunities for individuals to be supported in underlying issues; and
- Officers are part of the communities they serve, building relationships and understanding and addressing problems before having to step up enforcement and resort to force.

Focus Areas

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

I. Partnering with Community

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

II. Ensuring Right Response, Role for Police

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

III. Providing Leadership in Preventing/Reducing Crime

- Strategies to prevent crime in the community while also being consistent with shared values
- Promoting the concept of doing no harm

- Responsiveness when crime, dangerous situations occur

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

- Workforce diversity
- Training on anti-racism/bias, as well as working with vulnerable populations
- Partnership/communication with communities/organizations representing historically excluded populations to improve access, communication with the department and its services

V. Recruiting & Supporting a Professional Workforce with Integrity

- Centering officer/staff Wellness
- Defining what the department considers a “quality candidate”
- Recruiting/retaining quality candidates
- Increasing/maintaining morale

VI. Modeling Transparency & Accountability

- Use of Force
- Complaints
- Crime Statistics
- Interactions with diverse populations

Overview of Draft Reimagine Policing Strategies

Figure 1 provides a summary overview of the Reimagine Policing strategies described in more detail in the draft plan (Attachment A). Each strategy is associated with one or more focus areas. Strategies are also identified as new or ongoing, and some have multiple specific tactics identified.

In considering the role of ongoing strategies in a plan under development, it is important to reference the background of Chief Herold’s recently implemented strategic reform plan in the department. City departments are encouraged to improve services as opportunities arise rather than wait for completion of the next master plan, which can take two or more years. Therefore, some strategies identified as new may have been implemented at the time of the recent reform plan. Some ongoing strategies are efforts that the department has previously implemented that are important to continue or build on to achieve community goals. Either way, the master plan process has provided an opportunity to explore whether and how these reform efforts align with the community’s vision for the future of policing in Boulder.

Figure 1: Strategy Overview

#	New/ Ongoing	Strategy	Focus Area(s)
1		Collaborating on alternative responses to community problems	
1.a	Ongoing/New	<ul style="list-style-type: none"> • Non-traditional responses 	Ensuring Right Response, Role for Police Partnering with Community
1.b	Ongoing	<ul style="list-style-type: none"> • Broader city context for social support partnerships 	

			Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations
2	New	Recruit and retain a diverse workforce 30x30 Initiative	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity
3		Adopt policing models that are best practices, emphasizing evidence-based models	
3.a	New	<ul style="list-style-type: none"> Stratified Policing 	Partnering with Community Providing Leadership in Preventing/Reducing Crime Modeling Transparency & Accountability
3.b	New	<ul style="list-style-type: none"> Integrating Communications, Assessment, and Tactics (ICAT) Model 	Modeling Transparency & Accountability Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role for Police
3.c	New	<ul style="list-style-type: none"> Commission on Accreditation for Law Enforcement Agencies (CALEA) Accreditation 	Partnering with Community Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Recruiting & Supporting a Professional Workforce with Integrity Modeling Transparency & Accountability Ensuring Right Response, Role of Police
4	New	Staffing for Community Problem Solving	Ensuring Right Response, Role of Police Partnering with Community Providing Leadership in Preventing/Reducing Crime
5	New	Transparency in Stop, Arrest and Use of Force Data	Modeling Transparency & Accountability Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Providing Leadership in Preventing/Reducing Crime
6		Continuous improvement and independent review in complaints/use of force	
6.a	Ongoing	Use of Force Investigations	Modeling Transparency & Accountability
6.b	New	Police Oversight Panel	Modeling Transparency & Accountability Ensuring Right Response, Role for Police

			Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with the Community
7		Training and Engagement for Future Policing	
7.a	New	Restructure to Implement Training Unit	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
7.b	Ongoing	Administer Racial Equity Trainings	
7.c	New	Executive, Command and Supervisor Training	Recruiting & Supporting a Professional Workforce with Integrity
7.d	New	Boulder Police/CU Police POST Academy	Modeling Transparency & Accountability
7.e	New	ABLE: Active Bystandership for Law Enforcement	Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
7.f	New	Civil Disturbance Training	Ensuring Right Response, Role of Police
7.g	New	Community Involvement with Police Training	Recruiting & Supporting a Professional Workforce with Integrity Partnering with Community
7.h	New	Procedural Justice Training	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Ensuring Right Response, Role of Police Recruiting & Supporting a Professional Workforce with Integrity
8		Information and Outreach	
8.a	New	Public Data Portal	Partnering with Community Providing Leadership in Preventing/Reducing Crime Modeling Transparency & Accountability
8.b	Ongoing	Community Engagement	Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations Partnering with Community Ensuring Right Response, Role of Police
9		Improving service through technology	
9.a	Ongoing	Unmanned Aircraft Systems	Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role of Police
9.b	Ongoing	Body Worn Cameras	Modeling Transparency & Accountability Serving as a Trusted Partner in Racial Equity, Support for Vulnerable Populations

9.c	Ongoing	Robots	Providing Leadership in Preventing/Reducing Crime Ensuring Right Response, Role of Police
9.d	New	Anticipated Future Technology Needs	Providing Leadership in Preventing/Reducing Crime
9.e	New	Next Gen 911	Ensuring Right Response, Role of Police
10	Ongoing	Employee Wellness	Recruiting & Supporting a Professional Workforce with Integrity
11	Ongoing	Responding to Climate Change	Ensuring Right Response, Role of Police
12	New	Partnerships to leverage external resources	Providing Leadership in Preventing/Reducing Crime
13	New	Creating the right space to do the work	Recruiting & Supporting a Professional Workforce with Integrity Ensuring Right Response, Role of Police

Reimagine Policing Plan Budget and Implementation

The budget presented in the draft Reimagine Policing plan represents the estimated costs of fully implementing all plan elements over the course of five years. This structure differs from the traditional city master plan budget scenario presentation of Fiscally Constrained, Action and Vision scenarios. The staff team has chosen this alternate presentation to facilitate clear communication about the proposed budget during the next engagement window, with the option to adjust or present alternate scenarios after community feedback and discussion with council.

In addition, the draft plan includes a placeholder at the end for next steps in implementation planning, which will be refined after feedback on proposed strategies during the next engagement window.

Public Input on the Draft Reimagine Policing Plan

Community members will have the opportunity to provide input on the draft Reimagine Policing plan during Engagement Window IV, slated to begin in late July/early August 2022 and end in September 2022.

Window IV will be designed and facilitated by National Policing Institute (NPI), an outside consultant selected via a city Request for Proposals (RFP) process in spring 2022. NPI is a nationally known non-partisan, non-profit research and policy organization dedicated to advancing the impact and delivery of police services through innovation and science and has extensive experience in police organizational change and reform.

NPI plans to take a multi-tiered, multi-mode approach to collecting feedback from the Boulder community. A specific engagement plan is in development through collaboration with city staff as well as a dedicated team of community leaders who have agreed to assist with outreach initiatives among communities of color, unhoused residents, partners

with frequent engagement with BPD and other individuals who are often underrepresented in policy-making.

To encourage maximum community participation, NPI has developed a strategic combination of quantitative (survey) and qualitative (interviews) engagement methods that include focus groups. NPI's proposal includes collaboration with internal experts on policing, race, and crime who have worked directly with its Council on Policing Reforms and Race. NPI's staff members will aid in ensuring all surveys and alternate engagement questions, materials, and other documents are developed in ways that incorporate cultural and linguistic competency, as well as understanding.

Although Window IV is the last major engagement window of the project, community members will have an additional opportunity to comment on a revised plan at a meeting of the Reimagine Policing Process Subcommittee in October 2022. Final council review and approval of the plan is targeted for December 2022.

NEXT STEPS

- Late July/Early August 2022 – Engagement Window IV opens
- September 2022 – Engagement Window IV closes
- October 2022 – Revised draft of Reimagine Policing plan released
- October 2022 – Opportunity for community members to comment on revised Reimagine Policing plan at Reimagine Policing Process Subcommittee meeting²
- December 2022 – Council final review and approval of Reimagine Policing plan

ATTACHMENTS

Attachment A: Draft Reimagine Policing Plan

² The city's traditional master plan process often includes presentation of plans to Planning Board to review for consistency with the Boulder Valley Comprehensive Plan (BVCP). Discussion of policing is limited in the BVCP. The draft plan supports section 8 of the BVCP that states, "The city ... will adjust public safety service delivery to respond to changing community needs." The plan's content is consistent with the goals and policies of the BVCP as well as the urban service standards, and does not include capital needs, as those will continue to be contemplated in the city's recently adopted Facilities Master Plan.

Given the development of the city's Facilities Master Plan, the rapidly changing nature of policing, and limited relevant discussion in BVCP, staff recommend streamlining final approval of the plan without the additional step of Planning Board review. In addition, we recommend in the future that the police department shift to a strategic planning model to reflect a shorter planning horizon and need for greater adaptability given the nature of the work, building upon the success of Chief Herold's Strategic Action plan in the first two years of her tenure.