

Northglenn Police Department

Operational Assessment for the Northglenn Police Department
Version 2.2



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Version	Delivered Date	Update Reason
2.0	07-08-2020	Final Report Delivered to City of Northglenn
2.1	07-22-2020	Additional information clarifying investigator training and qualifications was received and the report was updated accordingly.

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Project Overview

In December 2019, the City of Northglenn (City), Colorado, began working with BerryDunn to conduct an operational assessment of the Northglenn Police Department (NPD). The BerryDunn team conducted two on-site visits and initiated a series of interviews with staff, government officials, and select community members identified by NPD. Community members also had the opportunity to provide in-person and online feedback to BerryDunn, and staff from the NPD completed an in-house workforce survey. Furthermore, BerryDunn used numerous other data-gathering instruments. Finally, BerryDunn conducted significant analysis of current data and new data generated as a part of this assessment, and produced a series of findings and recommendations.

In addition to conducting this assessment and completing this report, BerryDunn will also engage with key staff from the NPD in a strategic planning process to prioritize and develop action steps for the recommendations developed. Once that process is complete and the strategic plan has been completed, BerryDunn will append it to this report in Appendix E.

Studies of this nature are predisposed toward the identification of areas requiring improvement, and accordingly, they have a propensity to present what needs work, without fully acknowledging and highlighting positive aspects of an organization. This report follows a similar progression. Because of the numerous recommendations contained within this study, those consuming this report might mistakenly conclude that the police department is in a poor condition. BerryDunn wishes to state the opposite quite clearly. Although this report contains several areas for improvement, and the NPD has faced some challenges in recent years including staffing adjustments that occurred during this project, BerryDunn made many positive observations of the police department.

Notwithstanding the findings and recommendations outlined in this report, the NPD is a generally efficient agency with a commitment to community policing and staff provided BerryDunn with several examples of collaborative problem-solving efforts. Staff at all levels present a high level of commitment and pride in their work. The NPD has strong support within the community, which is clearly the result of intentional outreach efforts. Chief of Police Jim May is well known throughout Northglenn, and BerryDunn observed this on several occasions during interactions with the community.

The NPD provided BerryDunn unfettered access to staff and all data at its disposal, without reservation or hesitation. It was evident to the BerryDunn team that the command staff at the NPD want what is best for the agency and the community, and they are willing to take the necessary steps to help ensure positive and appropriate change takes place.

This assessment examined more than 20 primary areas of department operation, as well as several sub-areas and specialized positions. BerryDunn's analysis determined that several areas within the police department require adjustment to assist the NPD in meeting service demands, improving operational efficiency, and sustaining positive relationships and trust

between the police department and the community. This study provides 45 recommendations, separated into three rank-prioritized categories, following five major themes:

- Policing strategies, organization, culture, and leadership
- Communication
- Staffing, recruiting, retention, and related workload issues
- Technology
- Investigations

This report outlines the process and methodology BerryDunn used to conduct the assessment of the police culture and practices of the NPD. The analysis provided by BerryDunn is balanced, and it fairly represents the conditions, expectations, and desired outcomes studied, and those that prompted and drove this assessment. Where external data was used for comparison purposes, references have been provided.

BerryDunn stands behind the core finding statements and purposes of the recommendations provided; however, those recommendations may be implemented by the NPD in several ways. Although BerryDunn has provided guidance and prompts within many of the recommendations, the NPD should select an implementation approach that works best for its culture and environment. BerryDunn also wishes to express its appreciation for the opportunity to collaborate with the City of Northglenn and the NPD on this important project.¹

¹ Portions of this report and the data within it have been reproduced from publicly available documents.

Introduction and Summary

This report has been organized into 14 chapters, each of which corresponds to a section of organizational and/or operational function and analysis. Although each chapter is distinct, there is some repetition of information due to the overlapping nature of police operations and the value in refreshing certain data for the reader. This report has been written for three different but important audiences: government officials, police officials and staff, and community members. Accordingly, BerryDunn has worked to provide sufficient details so that anyone reading this report can readily understand each aspect. This report contains numerous acronyms. BerryDunn will introduce each acronym in the body of this report, and a full list of acronyms used is also available in Appendix B.

In conducting this assessment, BerryDunn utilized several varied strategies, including collection of historical data (e.g., computer records, dispatch, and crime data), creation of new data through surveys and worksheets, and on-site interviews and observations by the BerryDunn team of staff and consultants. Following the collection of this information, BerryDunn engaged a thorough and comprehensive analysis of the data which resulted in various recommendations for the NPD. These recommendations, and this report, were subjected to significant review by subject matter experts, the study team, and BerryDunn staff, with an emphasis on working to ensure a quality product that provided recommendations that conform to industry standards and best practices. Once the BerryDunn review was completed, the draft report was reviewed by the client to help ensure accuracy and relevance, and that all aspects of the project scope were addressed.

Upon finalizing the findings and recommendations, BerryDunn will engage key staff from the NPD in a strategic planning process. The purpose of this process is to further prioritize the recommendations from the assessment and to establish short-term, mid-term, and long-term schedules for the agency to follow in addressing the recommendations. The strategic planning process also includes developing action steps for the agency relative to the major findings and recommendations.




Within this final report, BerryDunn has provided various tables and figures as visual aids and as a means to validate and substantiate the observations of the team, as well as the associated recommendations. Supplemental information, data, and tables are also included within the appendices at the end of the report. The formal recommendations in this report can be found in three sections.

- First, a summary of the principal findings and recommendations is provided below. This is intended to provide consumers with a quick reference list of the formal recommendations made in this assessment.
- Second, recommendations are included at the end of each chapter to which they apply. Each chapter recommendation is the result of the topical analysis from that chapter and each also includes a summary of the basis for the recommendation.

- Third, for ease of review, each of the full recommendations is included within Appendix A of this report.

BerryDunn has separated formal recommendations into three prioritized categories in rank order. The seriousness of the conditions or problems that individual recommendations are designed to correct, their relationship to the major priorities of the community and the department, the probability of successful implementation, and the estimated cost of implementation are the principal criteria used to prioritize recommendations. Table 1 provides a description of the priority levels used for the recommendations.

Table 1: Priority Descriptions

Overall Priorities for Findings and Recommendations	
 <p>Critical</p>	Critical/Priority – These recommendations are very important and/or critical and the agency should prioritize these for action.
 <p>High</p>	High/Primary – These recommendations are less critical, but they are important and should be prioritized for implementation.
 <p>Medium</p>	Medium/Non-Urgent – These recommendations are important and less urgent, but they represent areas of improvement for the agency.

Due to their pressing nature, BerryDunn provided all of the Critical/Priority recommendations to the NPD midway through this assessment. This information was presented early in the process to allow the NPD to take prompt action in these areas, instead of waiting for the development of the full report and findings.


BerryDunn has provided a summary of the full recommendations and findings in the Principal Findings and Recommendations section of this report. The format of this information is provided in Table 2.

Table 2: Short Recommendation Format

Chapter: The Policing Environment		
No.	Finding	Recommendation
1-1	Brief Finding Statement	Succinct Recommendation Statement

This format provides readers with a quick review of the findings and recommendations. The format for the full recommendations is included in Table 3. Each finding and recommendation includes a description of the details supporting the recommendation, as well as details regarding areas for agency consideration. Again, BerryDunn has provided each of the full recommendations in the body of the report and in Appendix A.

Table 3: Full Recommendation Format

[Chapter and Title]		
No.	Issue and Opportunity Description	Overall Priority
<i>Chapter Section:</i>		
1-1	Finding Area: (Finding Statement). Supporting information regarding the finding.	
	Recommendation: (Succinct Recommendation Statement). Additional details concerning the recommendation, including items for consideration.	

Changing Conditions

The NPD is a dynamic and ever-changing organization. BerryDunn recognizes that numerous changes have taken place since the start of this assessment in early 2020. Several conditions examined in this report have changed in the time that has elapsed between report preparation and delivery. This includes some areas in which BerryDunn had made formal recommendations. Understandably, it has been necessary to freeze conditions in order to prepare the report. The most current information on the conditions of the organization resides with the command staff of the police department, including information on actions that constitute consideration and implementation of the recommendations included in this report.

In addition, the NPD has provided BerryDunn with a brief outline of its actions during this assessment, including those that relate to early recommendations provided. This information is detailed in Appendix D. Notable changes outlined in Appendix D that relate directly to recommendations include:

- Updated mission, vision, and values
- Developing a unified approach to leadership
- Traffic unit strategic plan
- Start by Believing (SBB) Campaign
- Mentoring program
- Domestic violence (DV) reporting
- Pursuit policy
- Internal Affairs (IA) and other policy revisions
- Revising case management for the Investigations Division

This is a brief summary of the actions the NPD has taken during this study. BerryDunn found the NPD very responsive to recommendations and suggestions throughout this project.

Principal Findings and Recommendations

Critical/Priority Findings and Recommendations

Chapter 2: Organizational Culture and Leadership		
No.	Finding	Recommendation
2-3	The NPD has had several operational challenges in recent years, which have included the departure of key command-level personnel. The current command staff, which includes two long-term NPD commanders and two commanders who were recently hired externally, have not coalesced, and as a result, the command staff has faced communication, collaboration, and unity of purpose issues.	<p>BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>
No.	Finding	Recommendation
2-4	The NPD is in the process of implementing a traffic unit. There is currently no plan in place to describe the functions, strategies, or priorities of this unit, or how the NPD will direct and monitor unit activities and success.	<p>The NPD should prepare a comprehensive traffic safety strategic plan that outlines the issues the department expects this unit to address, the stratification of traffic duties and responsibilities, the overall department-wide response, and identification of performance measures for the traffic unit, including how success will be defined and measured.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>
No.	Finding	Recommendation
2-5	The NPD recently launched a local version of the Start by Believing (SBB) campaign. The department initiated this campaign, in part, due to the perceived need to shift the internal culture within the NPD to one in which victim reports are fully legitimized.	<p>The NPD administration needs to clearly reinforce support for the SBB campaign and a general victim-centered and trauma-informed response by all employees.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-1	It is not the current practice of the NDP to fully document all family/intimate partner disturbance calls when there is no allegation of criminal activity or assault.	<p>The NPD should require a written report for all possible DV incidents. (DV stands for domestic violence).</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>

Chapter 9: Operational Policies		
No.	Finding	Recommendation
9-1	The NPD currently does not have a clear policy on when or if PIT maneuvers or vehicle pinning are allowed by staff. (PIT stands for pursuit intervention tactics).	<p>It is critical that the NPD draft, communicate, and implement a clear guiding policy on these issues as soon as possible.</p> <p>Note: The NPD completed this process during this project. See Appendix D.</p>

High/Primary Findings and Recommendations

Chapter 2: Organizational Culture and Leadership		
No.	Finding	Recommendation
2-1	The department lacks a meaningful department strategic plan supported by strategic communications, training, and community engagement plans.	<p>Utilize a formal and professional strategic planning process to develop a clear and articulable mission, vision, values, and goals and objectives, along with supporting and guiding policing strategies. Develop and implement a department strategic plan that supports department strategies, mission, vision, and values and lays out a course for communicating, supporting, evaluating, and revising that plan.</p> <p>Note: The NPD had initiated a strategic planning process prior to this project, but this was put on hold until this report could be completed. BerryDunn recognizes the NPD has made efforts in this area, and expects those to continue and expand as appropriate, based on the recommendations in this report.</p>

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-1	The current organizational structure of the NPD is not optimized to support department goals.	The NPD should reorganize the operational structure of the department, consistent with the proposed recommended structure developed collaboratively with NPD administration.

Chapter 4: Patrol Services

No.	Finding	Recommendation
4-2	The NPD DV response policy lacks best practices elements and it does not include a lethality assessment provision.	In addition to ensuring full reporting on all DV cases, the NPD also needs to update their domestic violence policy and the associated procedures.
No.	Finding	Recommendation
4-5	The patrol work schedule for the NPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.	The NPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.

Chapter 5: Community Engagement

No.	Finding	Recommendation
5-1	The NPD has a strong community oriented policing (COP) philosophy that has been successful in many ways. However, the NPD does not provide ongoing COP training, lacks a clear explanation of department expectations for COP efforts for officers, and does not track those efforts substantially.	The NPD should build processes, opportunities, and expectations for all members of the NPD to actively support community policing by expecting all team members to engage in active, deliberate, and meaningful relationship-building and problem-solving with the community.
No.	Finding	Recommendation
5-4	The NPD has a strong COP foundation, but would benefit from operational reforms developed through a community co-production policing (CCPP) process.	The NPD should formally adopt a CCPP model, and work collaboratively with City leaders and the community to reform police operations and community involvement through this model.

Chapter 8: Investigations Services

No.	Finding	Recommendation
8-1	NPD investigators routinely conduct interviews of juvenile victims.	Change policy to require child advocacy center to perform forensic interviews of all juvenile victims using a multi-disciplinary team approach.
No.	Finding	Recommendation
8-2	The Investigations Division does not have formal policies that outline case assignment, monitoring, and expected closure rates. The records management system (RMS) has not been optimally configured to capture, monitor, and assess investigator workloads.	The NPD should develop a set of policies that outline investigator expectations, including case reporting practices and expected case durations. The policy should include monitoring and accountability measures.

Chapter 9: Operational Policies

No.	Finding	Recommendation
9-3	The National Consensus Use of Force policy, and the 8 Can't Wait policies, which are consistent with best practices trends within the industry, include policy elements that are either not addressed, or are minimally addressed in the NPDs use of force policy.	The NPD should review BerryDunn's analysis of the National Consensus Use of Force policy and the 8 Can't Wait policies, in reference to the NPD use of force policies, and consider adding or amending policies, based on that review.
No.	Finding	Recommendation
9-4	During conversations and interviews, NPD officers indicated a lack of clarity on various department policies, including those tied to critical operational issues. The NPD does not require annual training on all policies, and there is not a designed process for collaborative policy development.	Sound, up-to-date, and well-understood policy represents the foundation of consistent, defensible policing. NPD should develop plans to ensure all employees have a thorough understanding of policy. Further, the NPD should establish a formal policy development group, comprised of appropriate stakeholders.

Chapter 10: Data, Technology, and Equipment

No.	Finding	Recommendation
10-2	The NPD does not utilize data or intelligence in deliberate or meaningful ways to improve effectiveness or efficiency, and it is not a data-driven organization.	The NPD should formally adopt a data-driven philosophy that is supported by intelligence led policing (ILP). That philosophy should incorporate best practices in data use by police agencies, and should include an operating performance measurement and accountability management system.

Chapter 11: Training and Education

No.	Finding	Recommendation
11-4	The training supervisor has many duties, and may be overburdened by ancillary tasks and functions.	BerryDunn recommends that the NPD review the details of the job description and core job expectations of training supervisor position and inventory all additional tasks that have accumulated to either that position or the individual currently filling it. If appropriate, the NPD should reassign non-core job duties and ancillary tasks to other positions and individuals.

Chapter 12: Recruitment, Retention, and Promotion

No.	Finding	Recommendation
12-1	The NPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department.	The NPD should develop a recruiting plan that outlines the goals and objectives of the NPD in building and maintaining a diverse and quality workforce.

Medium/Non-Urgent Findings and Recommendations

Chapter 2: Organizational Leadership and Culture		
No.	Finding	Recommendation
2-2	Internal communication is an operational challenge and it has contributed to, and/or magnified many other operational problems for the department.	Develop a communications strategic plan which supports the department strategic plan, and the department mission, vision, values, and internal goals and objectives. Include planning that addresses internal and external communications while focusing on supporting inclusion and collaboration of all employees.
No.	Finding	Recommendation
2-6	The NPD does not have a formal staff development system that includes coaching, mentoring, or succession planning.	<p>The NPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.</p> <p>Note: The NPD completed this process during this project. See Appendix D.</p>
No.	Finding	Recommendation
2-7	The current performance evaluation system is generic and is considered marginally useful at all levels of the NPD organization.	The NPD should engage a collaborative process to evaluate the current performance appraisal system in use, to develop a system that will more closely conform to the needs and desires of the leadership and staff within the department.
No.	Finding	Recommendation
2-8	The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.	The NPD should review the quantitative and qualitative survey responses and consider any appropriate actions.

Chapter 3: Operations and Staffing		
No.	Finding	Recommendation
3-2	Although the NPD has routinely appointed acting sergeants, and recently acting commanders, there is no formal selection process or established standard for this process.	NPD should formalize the policy and process for filling acting positions for all ranks, and ensure that policy is consistent with city human resources policy and the Fair Labor Standards Act (FLSA).
No.	Finding	Recommendation
3-3	The NPD assigns personnel to the north metro drug task force (NMDTF), but has no prescribed written guidelines, expectations, or reporting requirements for NPD personnel assigned to this unit.	The NPD should work with the NMDTF to develop a set of performance guidelines, expectations, and reporting processes, to help ensure that NPD personnel are meeting expectations, and that their work with the NMDTF is supporting the overall public safety mission of the NPD.
No.	Finding	Recommendation
3-4	Converting the animal control unit to a community service officer (CSO) unit would reduce the workload volume for patrol, and shift a certain portion of the workload to non-sworn personnel, resulting in reduced costs for the City.	The NPD should convert and reclassify the duties and job title for the animal control unit to a CSO unit, and add staffing to support patrol operations.
No.	Finding	Recommendation
3-5	The report writing and review process for incident and arrest reports requires adjustments to improve quality control and ensure author responsibility for the overall quality and contents.	The NPD needs to revise the report writing process to place report quality on the author of the report. The process needs to be modified so that supervisors provide quality assurance, and education and guidance to officers, such that the quality of their reports improves and less errors and need for revisions occur.

No.	Finding	Recommendation
3-6	Adjusting the schedule of the records department to be staffed 24-hours per day, would save substantial money that the NPD currently pays to Adams County Communications Center (ADCOM) for overnight National Crime Information Center (NCIC) and Colorado Crime Information Center (CCIC) computer monitoring.	The NPD should explore the feasibility of changing the hours of the records unit to cover 24-hours per day.
No.	Finding	Recommendation
3-7	Data indicates the NPD is using clearance and closure categories incorrectly.	The NPD should ensure a clear understanding of the protocols for all case clearance and closure classifications, train appropriate personnel on their use, and take steps to apply these uniformly throughout the department.
No.	Finding	Recommendation
3-8	Specialized and ancillary functions necessary to service delivery have aggregated amongst a few individuals and need to be reviewed for redistribution.	The NPD should inventory, review, and redistribute specialized/ancillary functions in a deliberate, collaborative, and transparent manner.

Chapter 4: Patrol Services		
No.	Finding	Recommendation
4-3	The call for service (CFS) volumes within the patrol districts are unbalanced, contributing to operational and CFS response issues.	The NPD should examine the patrol districts and revise their structure and the associated personnel allocations.
No.	Finding	Recommendation
4-4	Numerous units with the NPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.	The NPD should establish a supplanting computer aided dispatch (CAD) code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.
No.	Finding	Recommendation
4-6	Improvements and enhancements to the telephone response unit (TRU)/desk officer and online reporting system will improve operational efficiency for the NPD.	The NPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU/desk officer and online reporting systems.
No.	Finding	Recommendation
4-7	NPD personnel report that a few high-volume apartment complexes account for a great deal of patrol's workload.	Utilize a multi-unit city housing ordinance to address chronic problems at apartment complexes.
No.	Finding	Recommendation
4-8	NPD does not require patrol officers to contact reporting parties on CFS to inform them of the outcome.	NPD should implement procedures which require patrol to contact all reporting parties who do not explicitly request not to be contacted.

Chapter 5: Community Engagement

No.	Finding	Recommendation
5-2	Current use of social media appears intermittent and lacks organization that clearly supports department mission, vision, and values.	The NPD should develop a social media/communications plan and policy, which support the department strategic plan.
No.	Finding	Recommendation
5-3	Problems associated with homelessness are a significant community concern and department employees report they utilize significant department resources.	Pursue a coordinated, multi-disciplinary, co-produced, and inter-city plan to assess homeless population and devise community-appropriate responses.

Chapter 6: Juveniles and Youth Engagement

No.	Finding	Recommendation
6-1	The NPD school resource officers (SROs) have used restorative justice practices successfully with youth offenders. Recent legislation in Colorado will affect how police agencies manage youth offenders for various cases. The Link is a community partner and resource the NPD can use to build better youth engagement policies.	The NPD should explore and build on the SROs experiences with restorative justice practices for youth offenders, and partner with The Link, to develop policies that support alternatives to arrest for juveniles, and other less restrictive methods for managing youth crimes.

Chapter 8: Investigations Services

No.	Finding	Recommendation
8-3	The Investigations Division is understaffed and requires additional personnel to fulfill its mission. The rotational structure for investigative personnel does not seem to be meeting operational goals.	The NPD should add three full-time investigators to the general investigations staff. The NPD should also evaluate and consider revisions to the policy requiring rotations for investigations positions.

Chapter 9: Operational Policies

No.	Finding	Recommendation
9-2	There are several areas within the NPD policies or procedures that are either lacking, missing, or that should be considered for revision.	The NPD should review BerryDunn's findings and recommendations concerning department policies, and consider adding or amending policies, based on that review.

Chapter 10: Data, Technology, and Equipment

No.	Finding	Recommendation
10-1	NPD has a significant amount of progressive and exciting technological tools and resources and has made an attempt to be a technology-driven agency. However, implementation and support are often lacking and this has led to technology failures, or technology not being leveraged to its maximum potential.	NPD should create an internal technology committee (including records staff) and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency.

Chapter 11: Training and Education

No.	Finding	Recommendation
11-1	NPD has experienced high levels of employee turnover recently and this has resulted in a very inexperienced patrol cadre in need of high levels of field training. The field training function has become overburdened and undertrained.	The NPD should reorganize and reestablish the field training function and build detailed, formal policies, procedures, and guidelines with robust accountability mechanisms for the entire field training process.
No.	Finding	Recommendation
11-2	The NPD does not currently have a formal process for training newly promoted personnel.	The NPD should develop a field supervisor training (FST) program for all new supervisors.
No.	Finding	Recommendation
11-3	The NPD training policy does not establish a strategy for department-wide training and it does not include specific provisions for staff development. There is no formal policy for submission or approval of training requests.	The NPD should establish a training policy and plan that establishes a department-wide training strategy, and one that clarifies the process for submission and approval of training requests. The approval process should align with staff roles, and the overarching training plan for the NPD.

Chapter 12: Recruitment, Retention, and Hiring

No.	Finding	Recommendation
12-2	Hiring levels at the NPD do not account for attrition rates. Hiring for officers at the NPD occurs when there are vacancies. Because of the lag-time associated with hiring and providing initial training for officer personnel, the NPD is constantly operating at less-than-optimal levels.	In collaboration with city leaders, the NPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.

Chapter 13: Internal Affairs

No.	Finding	Recommendation
13-1	The internal affairs, discipline, and conduct documentation processes (including performance evaluations) have been perceived department-wide to be slow, unpredictable, inequitable, and lacking in transparency and clarity.	The NPD should continue its efforts in improving the internal affairs (IA) process, revising its personnel quality report (PQR) process, and developing a mentoring program.

Chapter 1: The Policing Environment

Examination of the policing environment is an essential prerequisite to informed judgment regarding policing culture, practice, policy, operations, and resource requirements. The geography, service population, economic conditions, levels and composition of crime and disorder, workload, and resources in Northglenn are salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. These factors are examined in this chapter.

The main purpose of any police agency is to ensure public safety within the community. This objective is accomplished primarily through the function of those in the Patrol Division, who have the responsibility to maintain order, respond to calls for service (CFS), conduct traffic enforcement, maintain high visibility to deter criminal activity, and to have positive interactions with those in the community. These public contacts are essential to help establish good rapport, build relationships, and to bolster and help ensure ongoing community trust. Additional patrol officer responsibilities include conducting preliminary investigations; identifying, pursuing, and arresting suspects; rendering aid to victims, including psychological, emotional, and physical care; preparing cases for court, including testimony; and writing reports that document accurate accounts of events.

In pursuing its public safety mission, the NPD allocates personnel to investigations and a variety of other positions and roles, which support the Patrol Division and the needs of the department and the community. For 2020, the NPD has authorization for 73 sworn positions and 20.5 non-sworn positions for a total of 93.5 authorized positions. There are 11 officers assigned to support patrol operations as investigators, with an additional 1 sergeant and 1 commander position within the investigations unit. There are 41 officers assigned the primary responsibility of responding to CFS, with an additional 6 officers assigned as sergeants within patrol and 1 commander position. The remaining 12 sworn positions within the department are allocated to specialty assignments or units.

When examining staffing levels and allocations and other organizational metrics and measures, it can be helpful to compare one organization against another to help illustrate any significant variances between them. As these types of references will be used throughout this report, it will be helpful to explain the origins of these comparative numbers. For this assessment, BerryDunn has used comparative data from a variety of sources, including the Federal Bureau of Investigation (FBI) Uniform Crime Reports (UCR) and National Incident-Based Reporting System (NIBRS), the Bureau of Justice Statistics (BJS), and from prior staffing and organizational studies and assessments conducted by BerryDunn and the International Association of Chiefs of Police (IACP). In the following chapters and sections, this report will reference *example* cities, or *study* cities. These data emanate from prior operations and management studies conducted by our project manager, which are publicly available, and are considered to be relevant comparative data for this assessment.

Another important resource that BerryDunn references often in this report is the survey of *benchmark* cities. Several police chiefs created this annual survey in 1997 as a means to establish comparative statistics. As of 2018, 30 agencies are currently contributing data to this survey (many of which are of similar size to Northglenn), and BerryDunn finds the site valuable and informative.²

Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, BerryDunn's analysis of various organizational and operational factors relies more heavily on data specific to the agency being studied or assessed. Still, benchmark data and data from other studies help to establish context and the level of agency conformance with other organizations within the industry. Accordingly, because of their strong comparative value, these sources will be referenced at various points within this report.

I. Service Population

The City of Northglenn is located in the north-central section of the Denver metropolitan area, situated in Adams County. Figure 1 depicts a map of the Denver metropolitan area, including the City of Northglenn.

Figure 1: Denver Metropolitan Area



Source: Internet

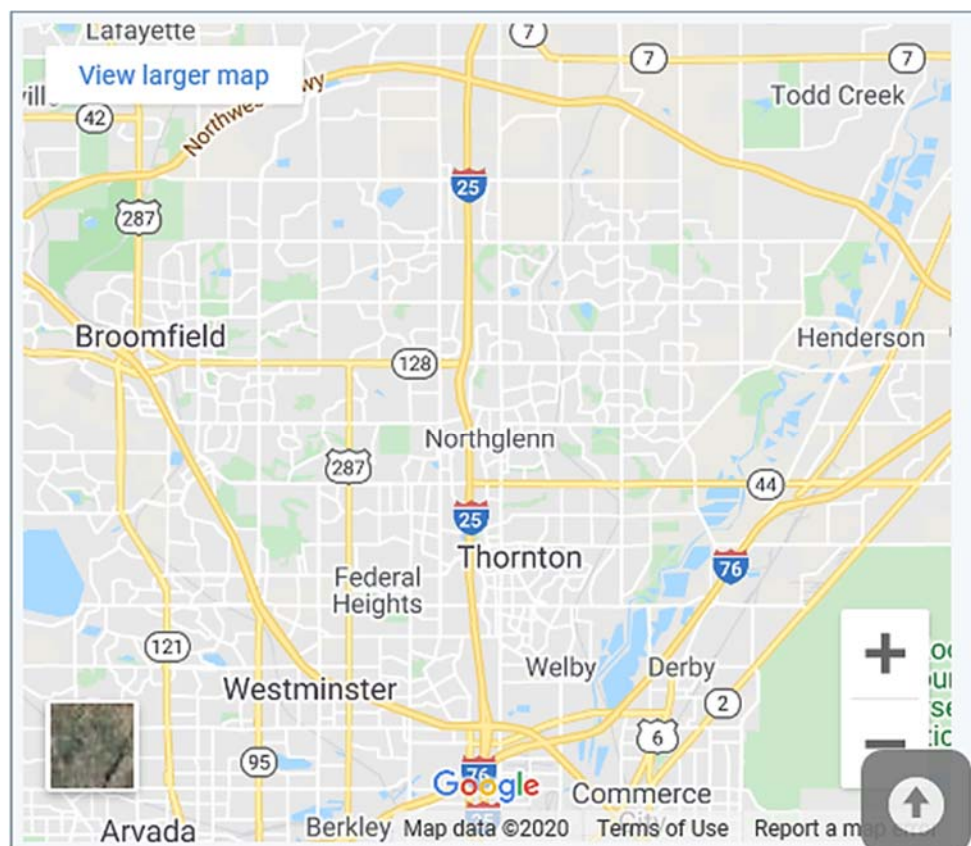
² <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

Northglenn is a suburban community made up of two geographically separated areas. The major portion of the City contains 6.5 square miles. In 1990, the City annexed 1 additional square mile of land, which is located 5.5 miles north of the former City border. The City's wastewater treatment facility is located on this parcel. Based on 2018 data, the population of the City is estimated at 39,010.³

The position of Northglenn in relation to Denver is significant because the population and constituency of Northglenn is not limited by the geographical confines of Northglenn's borders. Due to its proximity to Denver, Northglenn is an active hub of the greater Denver area. This includes various metropolitan amenities as well as the volume of police services that tend to be associated with larger urban communities, and those that often spill over into adjacent areas.

Figure 2 provides a closer view of the City of Northglenn and its neighbors, including the major roadways that surround them and travel directly through the heart of the community.

Figure 2: Northglenn Area Map



Source: Internet

³ https://en.wikipedia.org/wiki/Northglenn,_Colorado

As Table 4 indicates, the population in Northglenn has increased substantially since 1990. Based on U.S. Census Bureau American Community Survey (ACS) estimates, the population of Northglenn in 2017 was 38,473. This represents an increase in population from 1990 of 40.99%. If the projected 2020 population of 43,253 were accurate, this would reflect an increase of 58.51% over the 1990 population.

Table 4: Population Trends

Population	1990 Census	2000 Census	2010 Census	2017 ACS Est.	2020 Projected*
Population	27,287	31,575	35,127	38,473	43,253
Increase		4,288	3,552	3,346	8,126
10 Year % Change		15.71%	11.25%	9.53%	23.13%

Source: U.S. Census Bureau

It is important to consider these population numbers in context with the geographic size of Northglenn. The 1990 population density per square mile was 3,638, while the projected 2020 population density per square mile is estimated to be 5,767. Despite being landlocked without an opportunity to grow geographically, Northglenn's population and density has continued to increase. These factors contribute to framing the policing environment and the associated policing strategies.

In addition to examining general population numbers, it is also important to consider the demographics of the community. Table 5 shows the demographic breakdown of the City of Northglenn based on the 2010 census. This table shows that the population of Northglenn is predominantly white, with those of Asian descent making up the largest non-white segment of the population, at 3.72%. The African-American population in Northglenn is the next largest demographic, at 2.26%. Other races and those of multiple races combine for nearly 15% of the overall population.

Table 5 also shows the breakdown of the Hispanic or Latino population in Northglenn. Although not considered a separate race, those who identify as Hispanic or Latino make up a large portion of the diversity of the population within Northglenn, at 30.62% of the population.

Table 5: Community Demographics

Community Demographics (2010)	Total	Percent
White	27,430	76.64%
African-American	810	2.26%
American Indian and Alaska Native	473	1.32%
Asian-American	1,333	3.72%
Native Hawaiian or Pacific Islander	49	0.14%
Other	4,186	11.70%
Multiple Races	1,508	4.21%
Total	35,789	
Hispanic or Latino	10,957	30.62%
Not Hispanic or Latino	24,832	69.38%

Source: U.S. Census Bureau

Race and diversity are important factors as police agencies work toward hiring, recruiting, and staffing police departments that are representative of the communities they serve. Understanding community demographics can also be important in helping the department develop clarity on the need and demands for cross-cultural knowledge with the police force. In addition, recognizing the ethnic makeup of the community may also be an important consideration in terms of the population served for whom English may be a second language. For Northglenn, the Hispanic/Latino population is sizeable, and this factor should be particularly relevant in hiring, operations, and community policing efforts.

Table 6 provides historical, current, and projected population numbers for Northglenn, broken down by age.

Table 6: Population Age Ranges

Population by Age	2010 Census	2010 Percent	ACS 2017 Number	2017 Percent	2010 – 2017 Percent Change	2020 Projected	2020 Projected Percent
0 – 4	2,916	8.30%	2,907	7.56%	-0.31%	2,903	7.27%
5 – 9	2,305	6.56%	2,994	7.78%	29.89%	3,289	8.24%
10 – 14	2,189	6.23%	2,557	6.65%	16.81%	2,715	6.80%
15 – 19	2,835	8.07%	2,073	5.39%	-26.88%	1,746	4.38%
20 – 24	2,857	8.13%	2,886	7.50%	1.02%	2,898	7.26%
25 – 34	6,161	17.54%	7,002	18.20%	13.65%	7,362	18.45%
35 – 44	4,895	13.94%	4,677	12.16%	-4.45%	4,584	11.49%
45 – 54	4,727	13.46%	4,437	11.53%	-6.13%	4,313	10.81%
55 – 59	1,388	3.95%	2,875	7.47%	107.13%	3,512	8.80%
60 – 64	1,279	3.64%	1,538	4.00%	20.25%	1,649	4.13%
65 – 74	1,712	4.87%	2,358	6.13%	37.73%	2,635	6.60%
75 – 84	1,465	4.17%	1,641	4.27%	12.01%	1,716	4.30%
85+	398	1.13%	528	1.37%	32.66%	584	1.46%
Total	35,127		38,473			39,907	

Source: U.S. Census Bureau

The data in Table 6 reflects a community of working-age people, ages 20 – 54, who are more likely to be using the roadways at the same time during peak commuting hours, necessitating a commensurate police presence and response. Conversely, this working-age population also leaves many empty houses, apartments, and condominiums during working hours, presenting potential targets for criminals. Based on 2017 ACS numbers, this age demographic (20 – 54) represented 49.39% of the community population. Statistics of this nature are also important from a criminal perspective. Nationally, young males ages 15 – 24 perpetrate the majority of violent crimes.⁴

In addition, Northglenn has a significant retirement-age population, with roughly 23.24% of the population aged 55 and over. This age demographic can also demand a substantial workload for police agencies; however, workload relating to an aging population tends to involve service needs and victimization by those who exploit older populations. As the community continues to

⁴ <https://www.nij.gov/topics/crime/Pages/delinquency-to-adult-offending.aspx>

grow, it is important to monitor the evolving population numbers in different age demographics, as significant shifts (either upward or downward) can affect workload volumes.

Community demographics influence the policing environment, however, the BerryDunn police staffing model does not rely on population as a variant for calculating staff demands. Although BerryDunn recognizes that increases in population typically result in additional workload and these shifts are often predictable and measurable, the most important point is the level of workload that is generated by the population, not the size of the population itself.

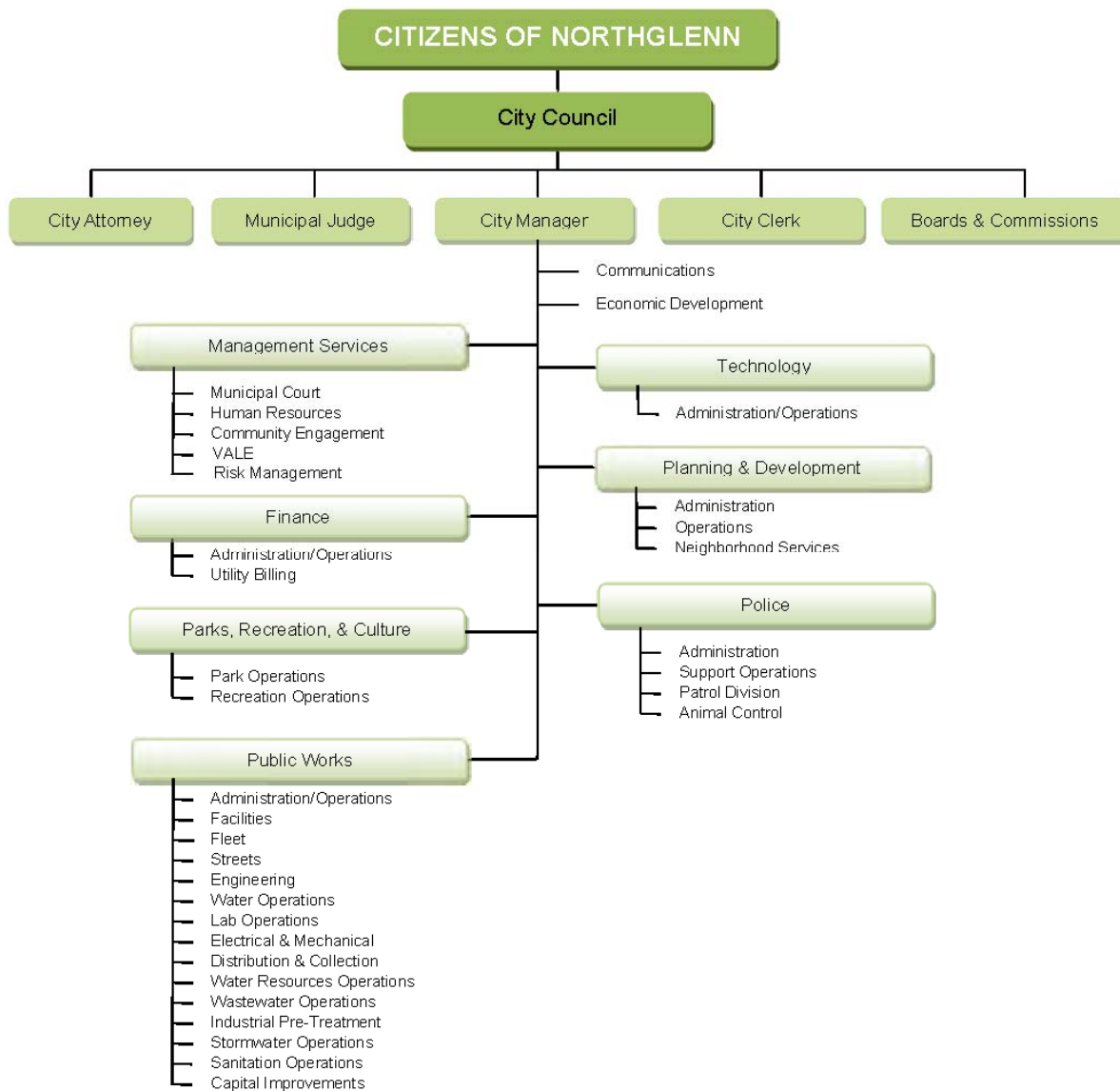
BerryDunn will expand upon this concept in other portions of this report. However, the optimal staffing levels outlined in this assessment will be based on overall workload demands, project data, and the overall analysis of those data, not population totals. This type of analysis is consistent with industry standards for conducting these assessments.

II. Government and Budgets

Northglenn is a home-rule city with a council-manager form of government. This combines the leadership of elected officials with the experience of an appointed manager. City Council sets the policy, while the city manager carries out the policies and runs the organization.⁵ The City Council is comprised of a mayor and eight council members. As a board, the City Council is responsible for enacting local legislation, determining the budget, and for appointing the city manager and various other positions. The governmental structure and reporting hierarchies for the Northglenn city government are shown in Figure 3.

⁵ <https://www.northglenn.org/government/index.php>

Figure 3: City/County Government Organizational Chart



Source: Agency Provided Data

In Table 7, the City budgets for Northglenn from 2015 to 2020 are shown. The budget increases shown in Table 7 are consistent with and follow the population growth pattern reflected in Table 4. Between 2015 and 2020, the overall City budget increased by \$6 million.

Table 7: Government Budget

City of Northglenn	2015	2016	2017 (1)	2018 (2)	2019 (3)	2020 (4)	% Change 2015 – 2020
Adjusted Budget	\$56,012,751	\$53,476,615	\$51,228,575	\$56,463,601	\$60,470,172	\$62,379,104	11.37%
Percent Change		-4.53%	-4.20%	10.22%	7.10%	3.16%	

Source: Agency Provided Data

- (1) Excludes major one-time budget for construction of Justice Center in the amount of \$22,020,445
- (2) Excludes carry-over of one-time budget for construction of Justice Center in the amount of \$13,226,856
- (3) Excludes major one-time budget for construction of Recreation Center/Theatre Complex in the amount of \$8,000,000
- (4) Excludes major one-time budget for Civic Center Master Plan of \$51,000,000

During this same five-year period, the police department budget increased from \$8.7 million to \$11 million, representing a change of 25.46%; see Table 8.

Table 8: Police Department Budget

NPD	2015 (Actual)	2016 (Actual)	2017 (Actual)	2018 (Actual)	2019 (Budget)	2020 (Budget)	% Change 2015 – 2020
Personnel Services	\$5,288,902	\$5,460,920	\$5,863,228	\$5,883,958	\$6,607,544	\$6,579,497	24.40%
Employee Benefits	\$1,858,174	\$1,896,999	\$2,060,630	\$2,123,117	\$2,285,649	\$2,426,716	30.60%
Other Expenditures	\$1,649,339	\$1,603,198	\$1,504,509	\$1,728,191	\$1,935,154	\$2,029,748	23.06%
Total Expenditures	\$8,796,415	\$8,961,117	\$9,428,367	\$9,735,266	\$10,828,347	\$11,035,961	25.46%
Percent Change		1.87%	5.21%	3.26%	11.23%	1.92%	

Source: Agency Provided Data

BerryDunn notes that between 2015 and 2018, police department budget growth was steady, ranging from 1.87% to 5.21% annually. In 2019, the NPD budget increased sharply by 11.23%. The overall budget increase for the NPD from 2015 to 2020 is \$2.23 million, or 25.46%. During this same period, the City budget increased by \$6.36 million, 35.06% of which was allocated to the NPD.

BerryDunn did not review sufficient data to draw conclusions regarding the shifts in the budgets that have occurred at both the City level and the police department level. However, it is notable that the City adopted a revised staffing plan for the NPD as part of the 2019 budget, which included several position additions. Because labor is the primary driver of police department

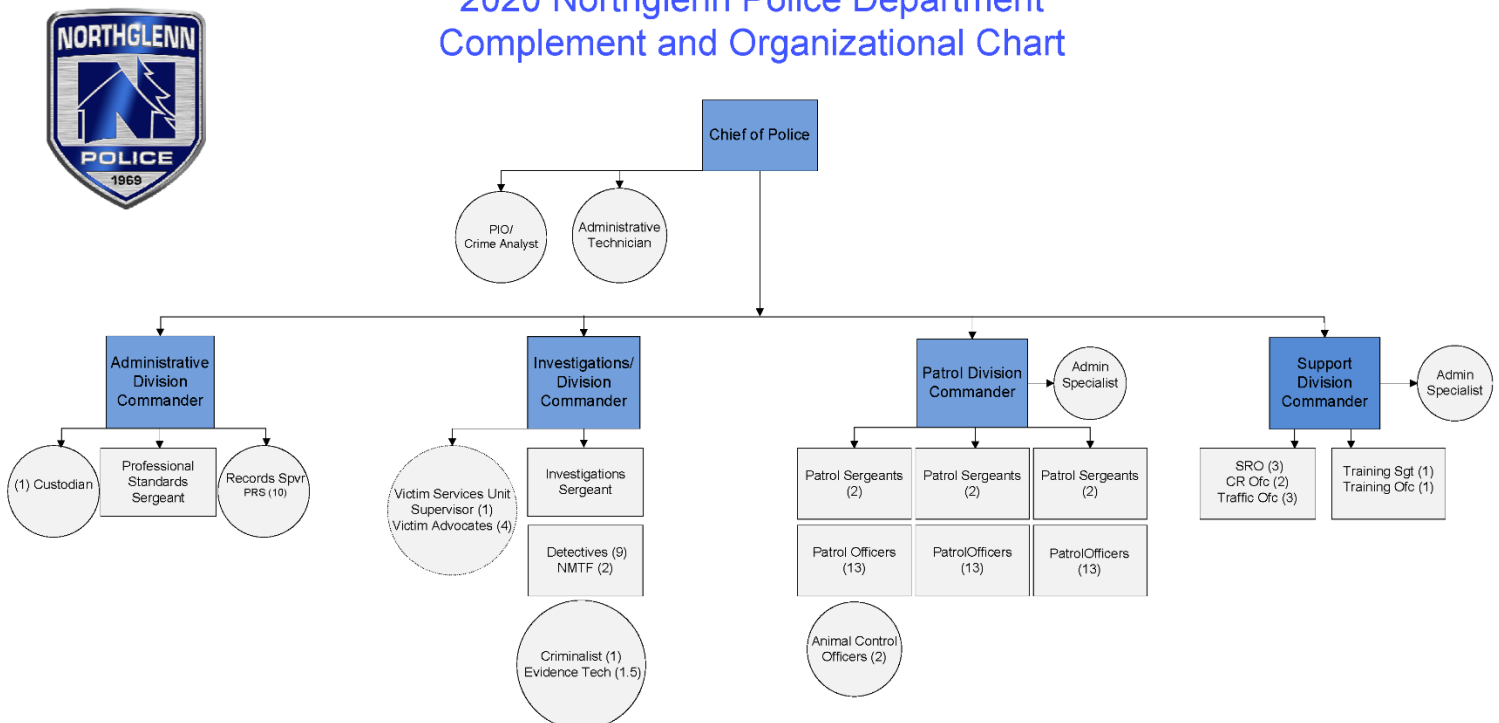
budgets, it is likely that these additions were responsible for a substantial portion of the NPD budget increase in 2019.

III. Police Department Staffing and Organization

This next section reflects the organizational structure and staffing levels of the police department, including historic staffing levels and current personnel allocations. Figure 4 reflects the current structure of the police department, which is split into four main divisions: Administrative, Investigations, Patrol, and Support. Each division is led by a commander who reports to the chief of police. The Administrative Division includes the major subunits of Records and Professional Standards/Internal Affairs. The Patrol Division includes all Patrol Services and Animal Control. The Investigations Division includes Investigations, Drug Task Force, Victim Services, Property/Evidence, and Crime Scene. The Support Division includes the School Resource Officers (SROs), Community Relations Officers (CROs), Traffic, and Training.

Although the current organizational structure provides a functional distribution and grouping of duties and responsibilities, BerryDunn noted several challenges and limitations within the current structure. BerryDunn elaborates on these in Chapter 3 of this report and has included recommendations for changes to the organizational structure of the NPD.

Figure 4: Police Department Organizational Chart
2020 Northglenn Police Department
Complement and Organizational Chart



Source: Agency Provided Data

Circles indicate non-sworn personnel. Broken circle indicates personnel shared with Thornton PD.

The historic staffing levels of the police department for the past six years are presented in Table 9. The first portion of this table reflects actual staffing levels at the time the NPD reported this data to the FBI UCR for each of those years (2014 – 2018). In addition to the numbers collected from the FBI, Table 9 also includes allocated sworn and actual sworn positions from 2014 – 2019. This data comes from an internal staff report generated by the NPD; see Figure 21. BerryDunn elaborates further on the patrol staffing numbers in Chapter 4 of this report. The data in Table 9 presents an important distinction because it helps to illustrate the actual staffing levels of the police department over these periods, not the number of allocated positions. This is important because optimal workload models are predicated on ensuring full staffing to maximize operational efficiency. Personnel fluctuations work against operational efficiency, and it is necessary to minimize them to achieve the best results.

Table 9: Historic Staffing Levels

Year	Population	FBI Reported # of Sworn	FBI Reported # of Non-Sworn	Allocated Sworn	Actual Sworn
2014	37,909	61	12	66	61
2015	39,299	59	24	66	59
2016	39,890	60	19	66	62
2017	39,520	64	15	68	64
2018	39,383	57	17	68	63
2019				70	64

Source: FBI Uniform Crime Reports

Table 10 shows the current number of allocated sworn positions for the NPD for 2020, broken out by rank and major unit of assignment.

Table 10: Sworn Personnel Allocations (2020)

Section	*Total Number
Executive	1
Mid-Rank	4
Sergeants	9
Patrol Officers	48
Investigations	11
*Totals	73

Source: Agency Provided Data

*Includes vacancies

Table 11 shows the percentage of personnel allocated within the organizational structure for several benchmark cities and several prior study cities, and the comparison to the personnel allocations within the NPD. Comparing the data for the NPD against prior studies and the Benchmark Averages is difficult because of the overall organizational structure of the NPD.

Table 11: Personnel Allocation Comparisons

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages	172,778	238	3.30%	3.60%	12.20%	80.90%
Prior Study 1	148,892	304	12	15	41	236
Percentages			3.95%	4.93%	13.49%	77.63%
Prior Study 2	251,893	516	18	14	51	433
Percentages			3.49%	2.71%	9.88%	83.91%
Prior Study 3	559,600	719	15	33	74	597
Percentages			2.09%	4.59%	10.29%	83.03%
Prior Study 4	708,920	636	21	30	74	511
Percentages			3.30%	4.72%	11.64%	80.35%
Prior Study 5	19,780	45	1	2	9	33
Percentages			2.22%	4.44%	20.00%	73.33%
Prior Study 6	113,875	182	3	9	22	148
Percentages			1.91%	5.73%	14.01%	94.27%
Prior Study 7	86,306	157	3	10	22	122
Percentages			1.91%	6.37%	14.01%	77.71%
*Prior Study Averages	269,895	366	2.85%	4.42%	11.45%	81.28%
Northglenn PD (v.1)	39,383	73	1	4	9	59
Percentages			1.37%	5.48%	12.33%	80.82%
Northglenn PD (v.2)	39,383	73	5	0	9	59
Percentages			6.84%	0.00%	12.33%	80.82%

Note: Executive includes the Chief of Police and two steps below. Mid-level includes three steps below the Chief, to one step above the line-level supervisor.

Source: Agency Provided Data; <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

*Table includes public data from prior studies conducted by the IACP.

Based on the structure of the NPD, the commanders could either be considered mid- (as shown in v.1) or executive-level supervisors (as shown in v.2). If the NPD personnel allocations are compared consistent with the other studies, v.2 is the more accurate allocation. Whether looking at v.1 or v.2, the allocation of executive- and mid-level supervisors is 6.84%. This is consistent with the comparison percentages. However, as noted, there is an absence of either executive- or mid-level supervisors, depending upon which model is used. This is one reason why an organizational restructuring should be considered by the NPD. The remaining sworn personnel allocations at the NPD for first-line supervisors and officers are consistent with prior studies and Benchmark Averages.

In Table 12, the staffing numbers for sworn and non-sworn personnel for the NPD are provided.

Table 12: Staffing Level Allocations by Unit

Section	Sworn Personnel		Non-Sworn Personnel	
	Supervisor	Officer	Supervisor	Employee
Administration (chief of police)	1	0	0	2
Administrative Division	2	0	0	0
Records	0	0	1	10
Patrol	7	39	0	1
Animal Management	0	0	0	2
Investigations	2	11	0	0
Property/Evidence	0	0	0	2.5
Support Services	1	0	0	1
School Resource Officer	0	3	0	0
Community Relations Officer	0	2	0	0
Special Enforcement Team (future unit)	0	0	0	0
Traffic	0	3	0	0
Training	1	1	0	0
Custodian	0	0	0	1
*Subtotals	14	59	1	19.5
Totals	73		20.5	
Victim Advocates (not on Northglenn payroll)	0	0	1	4

Source: Agency Provided Data

*Includes vacancies

This table provides a detailed breakdown of the allocations of staff by section, and with respect to the number of supervisory personnel in each area. This type of breakdown helps to clarify the organizational structure and span of control for the department.

Although there is no hard-and-fast standard, a general rule regarding span of control is one supervisor for every five followers (those supervised by someone else), although some have suggested this ratio could be higher, at one supervisor for every eight to ten followers.⁶ To a certain extent, the span of control number is fluid, based on the personnel being supervised and their relative capabilities. Based on the data provided in Table 12, the overall span of control for sworn staff is 1 to 4.21. Although the sworn ratio seems low, it is less than ideal when considered against the organizational structure. As noted, based on the organizational structure, the NPD does not have mid-level supervisors. This complicates the span of control assessment because executive-level supervisors typically do not provide direct supervision to line-level staff. This is part of the reason why restructuring the NPD would be helpful.

The overall non-sworn span of control is 1 to 18.5. However, 8.5 of the non-sworn personnel are supervised by sworn staff. The main disparity is within records, where there is only one supervisor overseeing the 10 other staff members in that unit (although there are two records leads who perform supervisory tasks, they are not formal supervisors). Given the broad scope of processes and tasks assigned to the records unit, this span of control is too high. BerryDunn recommends adding a supervisor to this unit from within the existing staff. This is part of BerryDunn's overall recommendation to reorganize the NPD, as outlined in Chapter 3.

IV. Crime and Clearance Rates

Within the policing industry, the UCR categories established by the FBI have been the standard for decades. Under those standards, crimes were separated into two categories: Part 1 crimes (more serious) and Part 2 crimes (all others). The crimes classified as Part 1 crimes under UCR included: murder, rape, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson. In recent years, the FBI has adopted NIBRS, a new standard for crime reporting by police agencies. The NIBRS standard includes several sub-categories and allows for more intricate evaluation of certain crime data, particularly on a national scale. For the purpose of this study, BerryDunn is maintaining the UCR standard, and is representing crime data as Part 1 data and Part 2 data. To accomplish this, BerryDunn mapped each of the applicable NIBRS categories back to the traditional UCR Part 1 categories, and the remaining crime categories to a set of Part 2 categories. In doing so, BerryDunn collapsed 53 NIBRS categories down to 8 Part 1 crimes, and 15 Part 2 crimes. It is important to note here that NIBRS does not capture all crime data. Certain minor crimes (e.g., city ordinance violations) are not collected. However, the NIBRS crime categories mapped to Part 2 crimes reflect a large portion of the crime that does

⁶ http://highered.mheducation.com/sites/007241497x/student_view0/part2/chapter4/chapter_outline.html

not fit into a Part 1 category. The mapping of NIBRS categories is included in Appendix C, Table 1.

Part 1 crimes for the NPD are shown in Table 13 for the three-year period from 2016 to 2018. BerryDunn wishes to point out that the FBI annual crime report is typically released late in the calendar year. Because of this, the most recent report available at the time of this assessment was the 2018 report. To allow for cross-comparison of crime occurrences and to help ensure access to complete data, BerryDunn has used 2018 crime data for this report.

In looking at Table 13, BerryDunn notes that the overall number of Part 1 crimes has fluctuated between 2016 and 2018. Although the number of Part 1 crimes increased by about 10% between 2016 and 2017, it declined in 2018 by about 4%. The three-year average of Part 1 crimes was 1,613, which is almost identical to the 2018 total. When compared against 2016 data, Part 1 crimes were up by 5.41% in 2018.

Table 13: Part 1 Crime Rates

Part 1 Offenses vs. Cleared	2016 Offenses	2017 Offenses	2018 Offenses	Three- Year Average	'16 - '18 Change
Homicide Offenses	0	0	2	1	N/A
Sex Offenses (Rape)	43	40	46	43	6.98%
Robbery	16	13	18	16	12.50%
Aggravated Assault	91	109	91	97	0.00%
Burglary	165	130	114	136	-30.91%
Larceny (Theft)	917	1,047	1,075	1,013	17.23%
Auto Theft	295	342	264	300	-10.51%
Arson	7	8	7	7	0.00%
Total	1,534	1,689	1,617	1,613	5.41%

Source: FBI NIBRS Reports

Looking more closely at Table 13, two categories are notable. The number of burglaries has declined by 51 incidents, or 30.91% between 2016 and 2018. This is a substantial reduction, and it represents a positive shift. In contrast, larceny (theft) has increased by 17.23% over the same period. BerryDunn does not have the data to explain these shifts, but both are notable and worth further examination by the NPD.

When assessing police organizations, another area that BerryDunn often examines concerns crime clearance rates. There are two different crime clearance categories: cleared by arrest and exceptionally cleared. A crime is cleared by arrest when the police department charges the responsible person with the crime (adult or juvenile), whether by physical arrest, citation, or a

formal complaint process. A crime can also become exceptionally cleared, if the offender is known and there is sufficient evidence to prosecute the case, but a determination is made not to pursue criminal charges (e.g., the victim does not want to pursue charges, the suspect is deceased). In both of these instances, the crime is considered solved or cleared. There is also one other category worth mentioning relating to reported crimes, and that category is, unfounded. In some instances, when a report is made to the police about an alleged crime, it is later discovered that no crime actually occurred. For example, a person might report their car stolen, only to realize later that they parked it at a friend's house, and forgot they had left it there. In this case, the reported crime actually did not occur; therefore, it is unfounded. Cases that are unfounded do not count as case clearances; instead, the crime statistic is removed entirely because no actual crime occurred.

Although crime clearance rates are not the sole metric for determining effectiveness in addressing crime levels within the community, and there can be myriad factors that affect crime clearance rates, it is important to monitor these rates, as they can be an indication of efficiency and effectiveness for the police department or for specific units. Despite their potential value, BerryDunn is unable to provide or analyze crime clearance data for the NPD as a part of this study. The reason for this is that the data BerryDunn reviewed suggests that case categorization has not followed a uniform standard, which has resulted in unreliable case clearance numbers. BerryDunn discusses this further in Chapter 3, and with respect to Table 73, but it is clear that the NPD needs to engage processes and protocols to address this issue so that it can accurately monitor clearance rates in the future.

In addition to looking at crime and clearance rates for the NPD, BerryDunn also looked at comparative data from other communities. It is sometimes difficult to draw crime rate comparisons between certain metropolitan population areas because of the population density variances and other differing factors. However, crimes rates and crime frequencies are relevant factors, as they can affect quality of life and feelings of safety within the community. For the NPD, BerryDunn chose to select suburban Denver communities, not only because of their similar size to Northglenn, but also due to their relative proximity to Denver and the City of Northglenn. The data from these communities is reflected in Table 14 below. Although there are calculations in the table that provide averages for all of the communities listed, BerryDunn has separated the data in Table 14 by population. The top five communities, highlighted in light blue, are all over 100,000 population. The bottom six communities, highlighted in yellow, are all under 100,000, and are closer in population size to Northglenn.

Table 14: Crime Rate Comparisons

Northglenn PD	Population	Total Offenses	Overall Crime Rate	Crimes Against Persons	Crimes Against Property	Crimes Against Society	Homicide	Sex Offenses	Robbery	Aggravated Assault	Burglary	Larceny / Theft	Motor Vehicle Theft	Arson
Arvada	120,631	6,564	5,441	749	5,070	745	2	117	48	171	365	3,093	499	18
Aurora	372,824	28,851	7,739	7,700	18,321	2,830	21	640	632	1,703	1,660	8,000	2,280	53
Centennial	111,646	3,976	5,056	531	3,180	265	2	61	28	128	271	1,611	219	7
Thornton	139,697	10,041	3,561	1,993	6,971	1,077	5	210	72	161	516	3,988	738	18
Westminster	113,751	7,283	7,377	1,035	5,331	917	13	130	80	189	334	2,763	682	24
Broomfield	70,307	3,555	5,523	373	2,797	385	0	45	14	50	154	1,807	151	4
Commerce City	57,474	4,240	10,857	778	2,967	495	1	94	45	275	273	1,394	315	8
Golden	20,768	1,147	5,548	129	892	126	0	19	2	26	50	464	47	2
Greenwood Village	15,989	1,736	7,188	198	1,232	306	0	15	7	81	84	614	58	3
Littleton	48,632	2,698	6,403	276	2,218	204	2	22	17	18	221	1,208	206	5
Wheat Ridge	31,452	1,780	5,659	310	1,305	165	0	18	12	53	91	760	220	7
Averages	100,288	6,534	6,396	1,279	4,571	683	4	125	87	260	365	2,337	492	14
Northglenn PD	39,383	2,749	6,980	432	1,970	347	2	46	18	91	114	1,075	264	7
Study Dept. + or - Avg.	-60,905	-3,785	584	-847	-2,601	-336	-2	-79	-69	-169	-251	-1,262	-228	-7

Source: FBI NIBRS Reports

In looking at the data from Table 14, BerryDunn notes that several of the crime statistics for NPD are higher than the six other small cities they are compared against in the table. Table 15 shows the ranking of Northglenn (from 1st to 7th) for Part 1 crime categories among the seven smaller communities compared in Table 15 (including Northglenn).

Table 15: Crime Comparison Rank

Crime Category	Rank
Homicide	Tied: 1st
Sex Offenses	2nd
Robbery	2nd
Aggravated Assault	2nd
Burglary	4th
Larceny/Theft	4th
Auto Theft	2nd
Arson	Tied: 2nd

Source: FBI NIBRS Reports

BerryDunn also compared the crime rate for Northglenn against the other cities in Table 14. The crime rate is a calculation that describes the number of crimes reported per 100,000 population. The crime rate in Northglenn is the fifth highest of the 12 communities (including Northglenn), and third highest among the seven smaller communities.

BerryDunn did not study the reasons behind these rankings and cannot speculate as to what may be causing them. However, it is notable that Northglenn has a major Interstate Highway traversing it, which brings traffic and other urban issues directly to it from Denver. It is also notable that at only 7.45 square miles, Northglenn is a relatively small community geographically. In contrast, Broomfield is approximately 33 square miles, Commerce City is about 35 square miles, and Littleton is roughly 14 square miles. What this means is that even where crime statistics are comparatively equal across these communities, Northglenn has a substantially higher density of crime per square mile than several of its neighbors do.

Those reading this report should understand that the observations noted in these data are also not an indictment on the effectiveness of the department. There can be myriad factors that contribute to the trends observed, which can include staffing, training, or operational areas, or increases in the population or certain community demographics. Understanding these trends requires additional focus, which is beyond the scope of this study. Still, BerryDunn encourages NPD staff to look at these numbers more closely, by category, to determine whether a specific strategic approach is appropriate.

As mentioned previously, BerryDunn also examined Part 2 crimes reported and recorded in NIBRS; these are provided in Table 16. BerryDunn notes that there are some fluctuations among the numbers recorded in NIBRS from 2016 through 2018. These are most visible in the computer hacking and fraud/embezzlement categories. Although BerryDunn does not know for certain why these numbers reflect substantial variances, there are at least two possible things that could be contributing to these differences. First, BerryDunn is aware that the NPD moved to a new records management system (RMS) in the middle of 2018. Second, NIBRS is relatively new, and reporting inconsistencies could be responsible for some of the variations.

Table 16: Part 2 Crimes

UCR Part II Offenses	2016	2017	2018
Simple Assault/Intimidation	226	263	278
Human Trafficking/Commercial Sex Acts	0	0	0
Kidnapping/Abduction	25	20	15
Bribery	2	1	0
Counterfeiting/Forgery	64	69	43
Damage/Vandalism of Property	64	69	43
Fraud/Embezzlement	213	87	78
Computer Hacking	0	110	0
Stolen Property Offenses	16	6	0
Animal Cruelty	0	0	3
Drugs/Narcotics	297	295	302
Gambling	0	0	0
Pornography/Obscene	2	3	6
Prostitution	1	2	0
Weapons Violations	39	48	36
Totals	949	973	804

Source: FBI NIBRS Reports

BerryDunn also asked the NPD to provide data regarding Part 2 crimes from their RMS. In looking at the Part 2 crime numbers provided by the NPD, BerryDunn notes that these are more consistent than the numbers pulled from NIBRS. In looking at the crime categories in Table 17, there are some that reflect substantial shifts from 2018 to 2019, such as sex offenses, liquor laws, or runways. However, these categories have a relatively low number of instances, so even a small increase or decrease in numbers, can produce a high shift in the percentage of change. In contrast, drug abuse violations increased from 202 in 2017, to 319 in 2019, representing a

57.92% change. In contrast, driving under the influence (DUI) cases are down by 30 from 2017 to 2019, reflecting a reduction of 13.82%.

Other than these noted categories, there has been minimal shift in the number of offenses from 2018 to 2019. Looking at the totals in Table 17, the change in Part 2 offenses from 2018 to 2019 was .45%. However, the change from 2017 to 2019 was 7.3%. Again, because of numerous possible variables, BerryDunn does not have sufficient information to explain these variances, and the NPD should review these to evaluate what might contributing to these patterns.

Table 17: Part 2 Crimes

Incident Description	2017	2018	2019	Avg.	% Change '18-'19
Sex Offenses (except forcible rape, prostitution, and vice)	16	17	28	20	64.71%
Other Assaults (simple)	229	271	280	260	3.32%
Forgery and Counterfeiting	67	49	53	56	8.16%
Fraud/Embezzlement	73	77	78	76	1.30%
Stolen Property: buying, receiving, possessing	16	1	1	6	0.00%
Vandalism	396	385	392	391	1.82%
Drug Abuse Violations	202	256	319	259	24.61%
Prostitution and Commercialized Vice	1	0	0	0	0.00%
Weapons: carrying, possessing, etc.	50	50	70	57	40.00%
Vagrancy / Curfew and loitering laws (persons under age 18)	16	9	8	11	-11.11%
Disorderly Conduct	86	117	102	102	-12.82%
Driving Under the Influence	217	265	187	223	-29.43%
Liquor Laws/Drunkenness	43	55	39	46	-29.09%
Runaway (persons under age 18)	0	12	14	9	16.67%
Totals	1412	1564	1571	1516	0.45%

Source: Agency Provided Data

To more easily understand and compare the crime numbers, BerryDunn has pulled data from Table 16 and Table 13 and provided them in Table 18. This table shows total Part 1 and Part 2 crimes, as reported to the FBI in NIBRS.

Table 18: Part 1 and Part 2 Crime Totals

	2016	2017	2018	2016-2018 Average	2017-2018 Change
Part 1 Crimes	1,534	1,689	1,617	1,613	-4.26%
Part 2 Crimes	949	973	804	909	-17.37%
Total	2,483	2,662	2,421	2,522	-9.05%

Source: FBI NIBRS Reports

Table 18 shows some fluctuations in the Part 1 and Part 2 crime numbers, but between 2016 to 2018, overall crime numbers are down. However, Part 1 crimes, which are more serious, are up by 5.4%.

V. Call for Service Data

The NPD also provided BerryDunn with data concerning other activity that is not crime-related; these activities are reflected in Table 19, which shows non-criminal incidents from 2019. Although BerryDunn typically reviews multiple years of data for both crime and non-criminal incidents, this process was complicated because the NPD changed RMS mid-year in 2018. Due to changes and variations in reporting protocols between record systems, there would have been little value in comparing prior years against 2019, so BerryDunn has opted to only review the non-crime data for 2019.

BerryDunn has separated the data in Table 19 by event type. Those types include service, criminal, traffic, and non-CFS activity. Although Table 19 reflects 40,752 incidents, approximately 7,600 of those incidents are not considered CFS. In addition, another 5,600 incidents involve traffic stops, which are not CFS, either. When these incidents are removed, the number of non-criminal CFS is 27,504. Of this number, 21,792 incidents involve service, with 2,914 criminal and 3,198 traffic incidents.

The data reflected in Table 19 demonstrates activity that the police department managed in 2019. Regardless of whether it was service, criminal, traffic, or some other category, someone within the police department managed the volume. In Chapter 4 of this report, BerryDunn provides a detailed analysis of the CFS volume managed by patrol. Because different people/resources manage the work volume, there are substantial differences in the number of CFS reported in Table 19, as opposed to the number reflected in Table 34, in Chapter 4. This is an important distinction, because the patrol workload model BerryDunn uses to determine optimal staffing levels, relies on obligated workload (community-based CFS) that is managed by patrol, not the overall volume of activity managed by the department. To be clear, the NPD is responsible for handling all of the activity reflected in Table 19, however, this volume reflects workloads managed by the whole department, which includes patrol.

Table 19: Call for Service Totals

Activity	Volume	Activity	Volume
Service		Criminal	
Abandoned Vehicle	663	Assault	160
Alarm	1567	Burglary	104
Animal Call	1798	Criminal Mischief	103
Check Wellbeing	2799	Domestic Violence	585
Child Issue	367	Drugs Violation	119
Citizen Assist	481	Fire Works Complaint	300
Civil Matter	836	Fraud/Forgery	266
Code Compliance	57	Shoplift	54
Disturbance	1018	Shots Fired	171
Drunk Driver	569	Theft	528
Drunk Party	169	Threats	202
Fire	364	Trespass	189
Harassment	388	Miscellaneous/Other	133
Juvenile Problem	185	Sub-Total of Criminal Activity	2914
Medical Call	3323	Traffic	
Miscellaneous Call	407	Motor Vehicle Crashes	971
Missing Person	351	Traffic Complaint	1808
Neighbor Dispute	134	Traffic Stop	5650
Noise Complaint	744	Miscellaneous/Other	19
Officer Complaint	120	Sub-Total of Traffic Activity	8448
Property Lost/Found	288	Non-CFS Response/Other Activity	
Protection Order	96	Attempt to Contact	944
Prowler	72	Attempt to Serve	223
Recovered Vehicle/Property	99	Be on the Lookout (BOLO)	437
Repossession	349	Cover	176
Request Officer	56	Directed Patrol	120
Standby to Prevent	397	Extra Patrol Request	227
Suspicious Activity	3050	Information	2945
Unknown Problem	173	Off Duty Assignment	206

Activity	Volume	Activity	Volume
Unwanted Party	826	Phone Message	1324
Miscellaneous/Other	46	Subject Contact	869
Sub-Total of Service Activity	21792	Vehicle Inspection	84
		Miscellaneous/All Others	43
		Sub-Total of Non-CFS Activity	7598
		Grand Total of Activity	40752

Source: Agency Provided RMS Data

BerryDunn also wishes to point out there that although we do not have a good multi-year dataset to compare the data in Table 19 against, the totals reflected in Table 19 are consistent with typical service volumes in other communities BerryDunn has studied.

Summary

The City of Northglenn is a community with a land mass of roughly 7.45 square miles, situated in the north central section of the Denver metropolitan area in Colorado. The population in Northglenn is roughly 40,000, which creates a population density of 5,370 people per square mile. Although Northglenn is land-locked, and it will not grow geographically, population numbers have continued to increase, as higher density housing has been added to the community.

The police department is authorized for 73 full-time sworn positions, with 20.5 non-sworn staff. Budgets for both the City and the NPD have grown in recent years, with the police department budget increasing sharply in 2019, as the result of staffing increases approved in a long-range staffing plan adopted by the City Council.

The police department is operationally separated into 4 main divisions; Administrative, Investigations, Patrol, and Support. Although it is functional, BerryDunn has noted some characteristics of the spans of control and organizational structure of the NPD which are not optimal, and which should be considered for adjustment. BerryDunn outlines these further in Chapter 3 of this report.

Crime and service levels have been consistent over the past three years. However, Northglenn ranks higher than several of its comparable neighbors in crime volume and crime rate, and the NPD should monitor, evaluate, and strategize methods to address and reduce crime in the community. Agencies that engage and data-driven and intelligence-led policing (ILP) strategies have had great success, and as BerryDunn will outline in Chapter 10 of this report, the NPD would benefit from these processes.

Recommendations

BerryDunn has no formal recommendations for this chapter.

Chapter 2: Organizational Leadership and Culture

At the outset of this project, BerryDunn had several conversations with the city manager and the chief of police in reference to the background of the NPD and some challenges the department has been experiencing over the past few years. During those conversations, BerryDunn learned that there had been some recent turnover at the commander rank within the NPD, and there had also been a controversial officer-involved shooting in late 2017 that resulted in some terminations, and some voluntary departures of officers. As expected, those conditions created internal challenges for the NPD, and the chief and his administrative staff have been taking steps to address them. Some of those steps include:

- Revising the mission, vision, and values for the NPD
- Establishing new goals and objectives for the NPD
- Developing a chief's advisory committee to improve internal communication
- Making policy revisions
- Rebuilding the command/leadership team

As noted and reflected in Figure 4, the organizational structure of the NPD includes the police chief, and four commanders – each of whom oversee the various operational divisions. During the course of this project, two commanders separated from the NPD. Although it is not uncommon for staff to leave police departments, these vacancies have added a level of complexity to redefining and reestablishing command leadership within the NPD. This is even more challenging because there are no mid-level leadership positions within the department and no formal mechanisms for professional development of personnel in preparation of promoting them to command-level positions. BerryDunn expands upon this topic in Chapter 3, however, this is another example of the pressing need for a change in the organizational structure of the NPD.

It is important to point out here that although BerryDunn encouraged the police chief to continue to provide strong leadership and to pursue any needed or appropriate operational changes, BerryDunn also encouraged the chief to delay the development of a new substantive set of goals and objectives for the NPD until the results of this study were complete. The primary reason for this was to help ensure alignment between the study outcomes and a strong leadership path for the organization. BerryDunn also expects to work with the NPD through a strategic planning process to establish priorities and operational goals and objectives, and this process will leverage study recommendations and findings.

I. Mission, Vision, Values, Goals, and Objectives

The chief of police is responsible for the development, coordination, and implementation of the mission, vision, core beliefs, values, and operational objectives for the department. As mentioned, Chief May has been working on revising these for the agency. BerryDunn asked the chief to provide a copy of the new mission, vision, and values, and these are listed below.

Vision

The Northglenn Police Department commits to providing exceptional police services that promote a safe and peaceful community.

Mission

The members of the Northglenn Police Department are a dedicated team who commit to protect life and property, reduced crime, and promote peaceful neighborhoods. We achieve this through strong community partnerships, collaborative problem solving, and ethical enforcement of the law.

Values

Four C's are the cornerstone of our core values

Character ~ Courage ~ Commitment ~ Competence

Goals

In addition to providing the mission, vision, and values, the NPD also provided BerryDunn with a series of current goals for the organization. These are part of the 2019 – 2023 City of Northglenn Strategic Plan. The plan outlines 8 strategic priority areas, and was presented to the City Council by the city manager. The areas that apply directly to the NPD have been taken directly from that report, and are provided below in Table 20 for reference.

Table 20: NPD Goals and Objectives

NPD Strategic Goals
3.1 Increase both real and perceived community safety for those who live, work, learn, and play in the City of Northglenn.
<ul style="list-style-type: none"> Expand Community Relations Unit in 2021(1 officer 2021, 1 officer 2022) <ul style="list-style-type: none"> Increase crime prevention education through social media campaigns, Connection articles, and calls for service. Increase community engagement through development of new neighborhood watch groups, police participation in community events, and community engagement on social media platforms. Increase community outreach through community meetings to include apartment, business, and ward meetings as well as homeless referrals which help to identify those in need of shelter, food, mental health services, and/or basic medical care. Complete a resident survey to measure community perception of safety in neighborhoods with a target of 80% community rating as “feels safe”. Provide 100% of officers Community Oriented Policing training to build collaborative community partnerships. Provide 100% of officers Crisis Intervention training to effectively address incidents involving mental health issues. Utilize threshold analysis to identify and address crime(s) exceeding expected levels. Utilize the National Incident Based Reporting Systems, a standardized data collection, as a benchmark for crime comparisons of both neighboring jurisdictions (Thornton, Westminster) and similar size agencies (Wheat Ridge, Englewood) to help develop appropriate targets. Increase targeted deployment according to crime activity identified through hotspot mapping.
3.2 Create safe roadways by developing and implementing a plan to address traffic concerns that aims to improve public safety by decreasing the number of speed violations and traffic crashes, particularly in school zones and high-crash locations.
<ul style="list-style-type: none"> Implement a traffic unit in 2020 (2 officers 2020, 1 officer 2021, 1 officer 2022) <ul style="list-style-type: none"> Increase traffic stops at target locations by 20% Increase traffic citations at target locations by 20% Increase traffic education through collaboration with the school district, through social media campaigns, and traffic stops. Increase directed traffic deployments at high accident locations and school zones.
3.3 Provide professional, high-quality public safety services to the community by maintaining optimal staffing levels through strategic planning, recruitment efforts and implementation of a succession plan.
<ul style="list-style-type: none"> Conduct a Police Department staffing and operations assessment to fully understand the needs of staff, community, and City Council and identify achievable and desirable levels of service. Assessment to begin November 2019 and completion March 2020. <ul style="list-style-type: none"> Collaboration on five-year staffing plan approved by City Council in 2018 based on recommendations from department assessment. Utilize the staffing and operations assessment to develop a department strategic plan - phase II. Retain existing officers and increase staffing levels in the Police Department by improving officer recruitment and training in the Academy, In-house, and FTO phase. <ul style="list-style-type: none"> Broaden recruitment efforts utilizing a variety of outreach methods including social media, career fairs, and video to market the police department as a desirable career choice.

- Maintain 100% success rate for officer's completing the Academy.
 - Increase the number of officers successfully completing the FTO phase.
 - Decrease the turnover rate of sworn personnel from 2018 to 2022.
- Develop and implement a **succession plan** with career development opportunities to encourage longevity, increase career satisfaction, and provide ease in transition when vacancies occur at the supervisory level.
 - Increase the number of qualified internal candidates for promotional processes.
 - Utilize an employee survey to measure job satisfaction ratings by sworn personnel with a target of 80% of sworn personnel rating job satisfaction as "good".
- Pursue **state accreditation** in 2022 to be recognized as a law enforcement agency demonstrating compliance with state standards and best practices.

Source: Agency provided information.

Mission, Vision, Values, and Goals Review

During the course of interviews, BerryDunn asked the NPD staff about their knowledge of the mission, vision, values, and goals of the department and whether staff felt that these are driving points for organizational leaders in making operational decisions. BerryDunn also asked staff whether these areas are communicated, emphasized, or reinforced within the department.

The response to BerryDunn's inquiries in this area was mixed. Virtually everyone interviewed expressed their belief that organizational leaders were conscious of the mission, vision, goals, and objectives of the organization, and that these factors were prominent in the decision-making process, even if they were not explicitly discussed. However, most of the staff indicated they could not recite the mission, vision, values, or operational goals, even though they vaguely understood the ideas behind them. Subsequent to the interviews, BerryDunn learned that the NPD had rolled out the new mission, vision, and values to the department. However, this had not been done at the time staff were interviewed.

Several staff members said that the communication of these items was not consistent or thorough, and that the organization could do a better job of communicating and reinforcing these concepts. Staff was also unable to articulate how these concepts are communicated internally, and any mechanisms for ensuring their prominence within the department. Several staff also told BerryDunn that they were aware the chief was working on revising these, but other than hearing about this being done, they did not know the status of this project.

Based on the feedback provided by staff, it is evident to BerryDunn that organizational leaders need to engage a strategy for communicating and promoting the mission, vision, and values of the organization, and the operational goals and objectives (a process that had been underway at the time BerryDunn was engaged for this project). Although the department had developed new mission statement, vision, and values statements, department members consistently report uncertainty about its status (again, these were distributed during this project). Top leadership at the NPD express a strong commitment to community-oriented policing (COP). However, most officers BerryDunn interviewed could not articulate a meaningful or effective understanding of COP and problem-oriented policing (POP) or how those strategies can support department

mission, vision, values, and operational goals. In addition, the NPD has received no specific COP or POP training recently or regularly.

Although the goals and objectives outlined in Table 20 are appropriate for the NPD and they are part of the City's strategic plan, the NPD does not have a formal plan of its own, nor does it have a clear plan of action for achieving the results outlined in goals established in Table 20. Through this study, BerryDunn independently identified each of the goals reflected in Table 20 as areas requiring focused attention. However, there are many other priority items that the NPD has not identified or established a plan to address (although some of these may have been under consideration as part of the strategic planning process the NPD was conducting, which was put on hold during this project). It is clear that the NPD has a need to initiate and utilize a formal and professional strategic planning process to develop (or refine) a clear and articulable mission, vision, values, and goals and objectives, along with supporting and guiding policing strategies to progress toward achieving them. As noted previously, BerryDunn will be working with the NPD as an additional phase of this project to prioritize and develop action plans for working on the findings and recommendations from this study.

BerryDunn also wishes to point out here that there are no glaring inadequacies in the current mission, vision, and values of the NPD. Although it is common to review and revise these periodically to ensure they are still relevant and applicable, and BerryDunn has no objection to this exercise, upon review, the current mission, vision, and values can provide support to all of the findings and recommendations from this study.

II. Accountability, Ethics, and Integrity

During the interviews with staff, it was clear to BerryDunn that the NPD strives to instill very strong ethical values and the highest level of integrity in its members. Staff clearly indicated that the department has set the highest of standards in these areas for all members of the organization, and that ethics and integrity are an expectation and a norm.

Despite clear positive statements from staff about ethics and integrity, comments about accountability were varied. Although everyone BerryDunn asked said that accountability was important, several expressed a belief that accountability was not applied equally or in a timely manner. BerryDunn also heard from several staff members that the internal affairs (IA) process was complex, took too long, and the processes seemed to be shrouded in secrecy. In discussions with staff, BerryDunn noted that many of the problems identified seemed to be communication-related. In many cases, staff felt that IAs were taking too long, or they were not aware of what was happening. This seemed to be particularly true with respect to the IA case involving the officers involved in the shooting.

Although many of those interviewed expressed reservations about the IA process, virtually all noted that since Commander Walts had taken over IA responsibilities, the process had improved. One thing in particular that Commander Walts has done is to publish summaries of IAs throughout the department. Staff reports that this has helped to improve communication

overall, and it has helped provide closure for many. BerryDunn commends the NPD for taking this step, but notes that they have not done the same externally. The NPD may wish to consider a similar voluntary disclosure process for the public, as this can add credibility to the department and the IA process.

In addition to noting challenges with the IA process, staff also described a significant level of frustration over inconsistencies in the use of personnel quality reports (PQRs). For the NPD, PQRs are intended to be non-disciplinary reports that outline and document positive notes about the work of staff, and minor performance issues that are noteworthy, but which do not necessitate a formal investigation and/or formal discipline. Many police agencies use a similar process of documentation with the intent of using these reports to inform the performance appraisal process on a yearly basis. For the NPD, however, it appears that the PQR process has been ineffective. Staff report inconsistent use by supervisors, and there is a widely-held belief that PQRs are in fact a disciplinary process despite department statements to the contrary.

As with IAs, it appears that communication issues also plague the PQR process. There is an apparent lack of communication for supervisors concerning their use, and for staff, there is a misconception regarding the nature and purpose of their use. BerryDunn notes that in the current NPD system, PQRs may actually be used in lieu of discipline, which many officers may not understand. Based on feedback provided, it is likely that some instances in which a PQR was used could have resulted in minor discipline (e.g., written warning, letter of reprimand). Although there may be some aspects of the PQR process that benefit staff, it is BerryDunn's assessment that those benefits are outweighed by the negative perceptions that surround them. Accordingly, BerryDunn recommends that the NPD abandon their use, and revise this process. BerryDunn provides a formal recommendation regarding these changes in Chapter 13.

III. Leadership Style

The BerryDunn on-site team had an opportunity to observe organizational leaders in various meetings, and in interviews with them. Based on the interviews, the review of various department documents and reports, and the observations of the team, BerryDunn found the leadership—at all levels within the department—competent, engaged, and concerned with making decisions that benefit the community and the organization.

When asked, those BerryDunn interviewed described a pattern of leadership internally that is widely varied among supervisors, and one that is typically contingency/situationally-based. Many remarked that there is a good balance in leadership styles throughout the organization, from delegating to directing, and that there is no singular style that is followed. Staff reported that supervisors and command staff generally seem to approach leadership matters in a manner that fits the issue at hand, in consideration of the capabilities and experience level of those who must carry out the work. Most supervisors get to know their employees and what style of leadership will be most effective for each.

Despite these responses, which were generally positive, some officers and other staff mentioned that although they have confidence in the supervisory staff, some supervisors are better than others. Staff also noted that the NPD is a relatively inexperienced department, particularly in patrol, and that there is a need for personnel development, even among supervisors.

BerryDunn also asked staff about the level of empowerment within the NPD. Most of the officers and other line-level staff expressed that they feel empowered to complete their work and that they know they can get help from their supervisor if they need it. Although the notion of empowerment is often considered primarily from the perspective of the line-level officer or staff member, this issue also applies to first-line leaders. The supervisors interviewed for this assessment explained that they are not typically micromanaged; they are given the right tools and sufficient leeway, and they are expected to execute the work. Those interviewed also acknowledged that in some cases, additional oversight is warranted. However, they also stated that the intent is to hire and train staff that are capable and competent, and then to empower them to do their jobs without undue interference.

Another area that BerryDunn explored with staff concerns the level of inclusivity in the decision-making processes within the organization. When asked whether the right people are consulted regarding decisions that might affect those people, staff provided a mixed response. Staff reported that this is a hit-or-miss issue. In certain cases involving significant operational changes (e.g., specific policies), there may be substantial input and discussion. However, several staff members also stated there has not been consistency in this area across the organization, and this has left some staff with a sense that their input is not valued. Some also conveyed to BerryDunn that the new chief's advisory council has been an improvement, and people are now feeling like they have a true voice in the process.

21st Century Policing

In 2015, the U.S. Government convened a task force to determine the best and most contemporary industry standards and practices and “ways of fostering strong, collaborative relationships between local law enforcement and the communities they protect.”⁷ BerryDunn asked command staff at the NPD to complete a 21st Century Policing survey, which provides a mechanism for assessing the operational alignment of the agency against the six primary pillars the task force identified. The results are provided in Table 21.

The survey BerryDunn provided consisted of 60 questions, separated within the six pillar areas. For each question, command staff were asked to independently assess whether the department regularly engages in practices that are consistent with the task force recommendation area, or whether the department inconsistently does so, or not at all.

⁷ https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Table 21: 21st Century Policing

Area	Max. Possible	Average Score	Pct. of Max.
Building Trust and Legitimacy	18	13	72.22%
Policy and Oversight	30	9	30.00%
Technology and Social Media	10	7	70.00%
Community Policing and Crime Reduction	36	23	63.89%
Training and Education	18	15	83.33%
Officer Wellness and Safety	12	7.5	62.50%
Totals	124	74.5	60.08%

Source: 21st Century Policing Survey

Within the context of this survey, it is important to understand that not all of the task force recommendations apply equally to each agency. Further, the surveys for this study were completed independently by command staff based on their interpretation of the task force recommendation and their subjective assessment of the operational aspects of the agency in relation to each topical area (which for some, may be limited). Lastly, there is no specific standard or expected score for any of the pillar areas, or the overall rating. Instead, BerryDunn provides this survey as one mechanism for examining and assessing various aspects of the agency, with the intent of encouraging additional discussion and consideration in any areas in which command staff scored the agency low. Accordingly, BerryDunn suggests that the NPD engage a conversation about the 21st Century Policing report, recommendations, and the assessment above to determine any appropriate actions to engage efforts that correspond to any of those areas.

IV. Communication

During the course of interviews with staff, BerryDunn inquired about various aspects of organizational communication within the NPD. In terms of the nature and type of communication within the department, those interviewed told BerryDunn that depending on the issue, communication may or may not be timely or come from a consistent source. The method of communication has also varied, occurring in the form of face-to-face communication, email, or even written memoranda for more formal or important communication.

Employees BerryDunn interviewed almost universally reported internal communication as an operational challenge, and that ineffective communication has contributed to, and/or magnified, many of the other problems identified in other sections of this report. Communication was the most common topic initiated by employees other than staffing. Importantly, however, almost all employees agreed communication had improved dramatically in recent months, with particular compliments for the handling of the IA process under Commander Walts and the implementation of the chief's advisory committee. Additionally, it is important to note the desire for improved communication is a very common theme at all agencies, and because of its

criticality, all agencies, including the NPD, need to continuously focus on positive, active communication.

It is important to note that as reflected in Figure 4, the NPD has a staff position with responsibilities that are split between being the public information officer (PIO) for the department, and performing crime analysis duties. BerryDunn expands this discussion in Chapter 3 of this report as part of the organizational restructuring recommendation, and in Chapter 10 as part of a recommendation relating to improving the use of data and engaging data-driven policing (DDP) and ILP strategies. In short, the NPD should separate the communications and crime analyst responsibilities into two positions. For the PIO, this will allow the communications professional to focus on this vital and basic agency task. Further, the NPD should develop a strategic communication plan that supports the department strategic plan, mission, vision, values, and goals and objectives. The plan should also address internal and external communications while focusing on supporting inclusion and collaboration of all employees.

In addition to general communication, BerryDunn also explored the level of comfort for staff in bringing ideas, thoughts, or critiques forward. When asked about the concept of *safety in dialogue* (safety in dialogue refers to the process of supervisors and followers feeling free to talk out issues openly and confidentially without fear of reprisal), again, BerryDunn received mixed responses. Some said they would feel comfortable bringing items up to a supervisor, or even the chief of police, without any undue concern, while others said it would depend on the issue or the supervisor.

Expanding on this concept, BerryDunn asked staff whether they feel their input is valued by supervisors and/or command staff. Staff reported they felt confident that their input was important, but reiterated that it is not always sought on issues of importance or with regard to decisions that may affect them. As noted previously, the NPD has established the chief's advisory committee, and this well-received and promising practice has reportedly improved internal communication. BerryDunn sees this as a strong first step in working toward a communication-focused organization that values and promotes ongoing discussion, questions, comments, and feedback.

Several of those interviewed also explained that they are very aware that those in leadership positions may be privileged to information they cannot share or that might otherwise influence decisions in a direction that might be contrary to popular opinion or wishes. Generally, staff respect the leadership and recognize the challenges they face in making tough decisions. However, staff also feel there is a need for a more intentional process of inclusion within operational discussions that involve significant decisions.

V. Management and Supervision

BerryDunn also explored the issue of supervisor accountability and reporting, and asked sergeants and commanders to describe how work performance expectations are communicated to supervisors within the department. Those interviewed explained that this occurs in a variety of ways, and that it varies depending upon the supervisor. Some said that expectations were made clear to them, while others indicated it was more of a learn-as-you-go process. Based on feedback provided to BerryDunn, there is no formal or consistent process for outlining supervisory roles or expectations for new or promoted supervisors.

The lack of a formal process for training supervisors is not unusual, however, there is a significant need to have such a process, especially for new sergeants. Those in law enforcement are well aware that the transition from line-level officer to line-level supervisor is one of the most challenging growth experiences for personnel. Line-level supervisors have a tremendous burden in managing the shift, and in maintaining healthy relationships and managing the morale of their followers. They must do this while carrying out the mission of mid- and upper-level leaders, and they must also make difficult decisions, including holding others accountable. For most new sergeants, this transition is very difficult, as they find themselves functioning as part of the organizational leadership for the first time.

Field Supervisor Training

Many organizations have found that developing a field supervisor training (FST) program can be helpful in bridging this gap for new sergeants, and BerryDunn recommends that departments develop these programs. This training can include instruction on relevant policies and practices, supervisor expectations and limitations, and other information that aids them in their mission. Because of the vital role they play within the organization, it is critical that new sergeants are positioned for success, and BerryDunn recommends that the NPD develop an FST program. The structure should be tailored to the needs of the NPD, and it should be customized based on the duties and responsibilities that sergeants within the NPD are expected to perform. Additional details on this recommendation have been included in Chapter 11 of this report.

Unified Command

As noted at the outset of this report, the NPD has had several operational challenges in recent years which have included the departure of key command-level personnel. At the time this project began, the current command staff, included two long-term NPD commanders, and two commanders who were recently hired externally. BerryDunn noted, and was told, that the command staff had not fully coalesced; as a result, they have faced communication, collaboration, and unity of purpose issues.

BerryDunn recognizes that even in the best conditions, communication and teamwork challenges are common. For the NPD, the presence of these issues is perhaps more critical, given the operational difficulties the organization and staff have endured in recent years. It is evident to BerryDunn that there are numerous factors which have contributed to a lack of

cohesiveness among the command staff. Still, it is vital to organizational success that the command staff work as a team and in constant support of each other and the public safety mission of the department.

As noted previously, subsequent to this project starting, two commanders have separated from the NPD. This creates a set of challenges for the remainder of the administration, but also an opportunity to work together as a team with an infusion of new personnel. BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff, including the new command members that will join the executive team. This should include, at a minimum:

- Establishing clear expectations for command staff supported by effective management tools
- Promoting group problem-solving and collaboration utilizing deliberate leadership techniques
- Encouraging cross-division communication and establishing mechanisms for support
- Demonstrating unified leadership to everyone within the organization in a consistent and deliberate manner

Tools and techniques that can support the above steps include established and proven project management forms and software, facilitated problem-solving exercises, regular formal and informal opportunities for communication in all directions (up, down, and laterally), and embracing intentional opportunities to convey department strategy and philosophy to all members of the organization.

The NPD should pursue a formal and professionally facilitated strategic planning process to determine which approaches, tools, and techniques to use and how to deploy them in a coordinated manner that supports the department's policing strategies and clear mission, vision, and values. The chief of police needs to clearly communicate expectations, support available, rewards, and consequences in a clear, explicit, organized manner (this is an area the NPD engaged during this project, see Appendix D). Top leadership, starting with the chief of police, should employ simple project management tools (shared spreadsheets, supervision worksheets or forms, Gantt charting, dry erase board, etc.) to detail significant command staff expectations highlighting and documenting prior tasks, current issues, future tasks, deliverables, due dates, partners, status, etc. to provide more structure, clarity of purpose, and accountability for command staff. This will also set an example and help build accountability for the entire command staff.

Traffic Unit

It is clear to BerryDunn that traffic is a concern within the community. This was communicated to BerryDunn by several community leaders and members, as well as by police and school officials. During this project, BerryDunn learned that the NPD is in the process of implementing a traffic unit. Although these plans are briefly described in the City Strategic Plan, and in Table

20, item 3.2, there is currently no plan in place to describe the functions, strategies, or priorities of this unit, how the NPD will direct and monitor unit activities and success, or how the NPD will adjust responses to meet community and department needs (again, this represents an area that is in progress within the NPD).

It is vital this is done strategically with a well-supported plan. To help ensure that the efforts of this unit are most effective, the NPD should prepare a comprehensive traffic safety strategic plan that outlines the issues the department expects this unit to address; the stratification of traffic duties and responsibilities; the overall department-wide response; and identification of performance measures for the traffic unit, including how success will be defined and measured.

This plan should be prepared in coordination with any department reorganization as well as with any department-wide strategic planning, establishment of department-wide mission, vision, and values as recommended elsewhere in this document. The purpose of a traffic safety strategic plan should be to provide operational clarity for the unit, the department, and the community. The traffic safety strategic plan should also build a level of data-driven intentionality into the efforts of traffic unit personnel. One of the common and persistent challenges encountered when a department creates a specialized unit to address a chronic problem is that other employees can perceive all responses to that problem as the sole responsibility of the specialized unit. The traffic safety strategic plan should formally reinforce that traffic enforcement and solving traffic safety problems is the responsibility of all police officers in a department committed to community-oriented and problem-oriented policing. NPD should consider multi-modal transportation options in its goal-setting, planning, and communication. NPD could support its new focus on traffic safety in a manner that is complementary to COP by implementing a driver safety course option, provided in lieu of a citation, along with the launch of the traffic unit. Combining enhanced and more visible enforcement with an educational and non-punitive consequence supports a COP approach to problem solving.

In addition to general traffic concerns, traffic safety around the numerous schools in Northglenn was raised as a distinct issue. The current lack of the NPD to conduct a meaningful analysis of the data, precludes any ability to quantify traffic safety near schools as a problem in the context of problem-oriented policing. As the NPD develops a data analysis ability as recommended in Chapter 10 of this report, they should simultaneously seek to respond to the community concern about traffic safety near schools. This information should be part of the traffic safety strategic plan, and it should include specific steps and strategies to work directly with the schools on this issue.

The NPD considers itself a proactive department that utilizes traffic enforcement as an approach to interdiction of other crimes. Currently, this approach is being pursued at a dispersed and individual level and not with any sort of strategic or coordinated approach utilizing analysis or assessment. While traffic enforcement and pretextual traffic stops are legally supportable policing mechanisms, they do offer risks if they are not managed actively through strategy, training, policy, and review. Complaints can include bias-based profiling and violations of civil

liberties. While BerryDunn has encountered no such complaints or suggestions of such issues, it is important for the NPD to be aware of and manage the potential for such issues to arise. One well-established policing best practice that combines proactive traffic safety enforcement with a strategic and data-driven approach to the interdiction of crime is called data driven approach to crime and traffic safety (DDACTS).

DDACTS operates on the underlying assumption that the vast majority of criminal actors utilize vehicular travel to move to and from crime locations. DDACTS uses analysis of crime, traffic, and crash data to produce intelligence regarding when and where to focus traffic enforcement to positively impact crime and traffic safety. The NPD should train on and deploy DDACTS as a tool for improving traffic safety, effectively interdicting crime, and as an opportunity to practice data driven policing in a well-researched and supported environment. The Colorado Department of Transportation has resources to assist with DDACTS deployment. This report includes a recommendation in Chapter 10 to deploy data-driven and intelligence-led policing as core strategies. The utilization of DDACTS is a manifestation of those strategies and will serve as a gateway into exploring the use of data and intelligence to inform operational decision-making.

Start by Believing

The NPD recently launched a local version of the Start by Believing (SBB) campaign. This was initiated, in part, due to the perceived need to shift the internal culture within the NPD to one in which victim reports and needs are fully recognized, heard, and legitimized. Few employees embrace or even understand what the SBB campaign represents in the context of department policing strategies or how it supports the department's desire to be a premier law enforcement agency that embraces victim-centered policing. The NPD has access to a robust systems-based victim services team, but the NPD has not fully integrated that team into a coordinated victim-centered response.

Numerous interviews conducted by the BerryDunn team with employees and community partners suggest an internal culture at the NPD in which officers believe there is a significant false reporting rate for various crimes, including sexual assaults, which is contradictory to national research and findings. Although BerryDunn recognizes that a small number of reported crimes are false, having the right approach and mindset when investigating a reported crime can make all the difference. Crime victims often have feelings of remorse or guilt surrounding their victimization, and a heightened sense that others will not believe them. When this is combined with questions from an officer or an investigator that suggest and/or affirm that disbelief, many crime victims will shut down, recant their statements, or simply walk away. These actions do not mean that the report was false; rather, that they are often more accurately an indication of an investigative approach that is not victim-centered. To help ensure the SBB campaign is successful, that it supports a broader department vision to support victims and investigate crimes, and to help foster a culture that understands the impacts of trauma and supports victims, the NPD needs to take immediate and decisive steps to transform, promote, and sustain a culture that addresses these concerns. The NPD administration, starting from the very top, needs to clearly reinforce support for the SBB approach and a general victim-centered

and trauma-informed response by all employees. In order to become a victim-centered organization, it is vital the SBB approach not be treated as a project or a program but, rather, as an approach reflective and supportive of guiding department vision and values.

NPD should review and update all victim-related policies and procedures (in collaboration with victim services and community-based advocates) including referral and response guidelines. BerryDunn recognizes that victim services have been provided opportunities to train department employees. The implementation of comprehensive and consistent training on trauma-informed and victim-centered approaches should be memorialized in the strategic plan and policy. Victim services professionals should be included in implementation and review of *all* policies to identify impacts on victims. Leadership needs to visibly and actively support victim services and victim-centered policing as a core policing strategy to support COP/POP and DDP/ILP.

Top leadership should deliberately and visibly include victim services personnel as regular participants in command-level meetings to reinforce their value and authority in the department. This also provides victim services professionals with opportunities to be aware of important events, discussions, opportunities, and challenges to the department and be able provide a victim-centered and trauma-informed perspective. This will also prepare victim services professionals to incorporate department priorities in their areas of responsibility. This strategy should be memorialized in policy, procedures, and strategic plans. NPD should seek opportunities to encourage formal and informal participation and communication by victim services with their department customers in both patrol and investigations. This includes including them in all unit meetings, inviting them regularly to attend roll calls, provide formal and informal training, participate in ride-alongs with patrol, and find ways for victim services to communicate with the broader department.

VI. Mentoring and Coaching

Another operational aspect BerryDunn examined involves mentoring within the NPD. Staff interviewed told BerryDunn that they are in the process of developing a policy for a formal mentoring program, and they have plans to implement it, but it has not yet been rolled out officially (the NPD began this process during the course of this assessment).

It is common knowledge that when high-potential, highly motivated employees are presented with the chance to learn, lead, and/or advance, they will take advantage of those opportunities. With this in mind, it is critical for agencies to cultivate and guide these quality employees, or the agency runs the risk of those employees becoming disenchanted or even seeking to leave the agency for other career opportunities. Currently, the NPD does not have a formal system in place to identify these employees, or a program to cultivate them once identified. Supervisors interviewed said that in lieu of a formal process, they will select employees they feel have potential and engage in coaching or mentoring those employees on a regular basis and as follow-up or in conjunction with the annual review process. Other mentoring and coaching

described includes targeted training for staff and suggesting or assigning staff to attend community events.

Although BerryDunn acknowledges that some supervisors within the department are doing a good job in mentoring various personnel, this process is being done in an ad hoc fashion, and even though it may be working for some, there are likely others who are not fully benefiting from the opportunity to be mentored by those who have a broader level of experience. Based on the information provided, it is evident to BerryDunn that some staff members have been mentored in a variety of ways, but there is no consistent methodology for mentoring or development of staff, nor is there a policy for a formal mentoring program within the department.

In order to help staff learn, grow, and become more effective within their roles, and to prepare staff within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development but specifically prepares staff for those opportunities through an intentional process. Accordingly, BerryDunn recommends the development of a formal mentoring program and policy that supports staff in their current roles, and one that identifies and develops potential leaders as well as those who have already been promoted who wish to advance further.

VII. Performance Appraisals

During the course of this assessment, BerryDunn had the opportunity to examine and evaluate the performance appraisal system in use for employees with the NPD. Departments typically use performance appraisals to engage staff in a process that supports the vision, mission, and values of the department. They are a means by which supervisors formally interact with staff to mentor and promote their success, as well as to identify areas where training may improve performance. Employee performance evaluations may be also used as a tool to assist management in making key decisions concerning promotions, disciplinary action, training, and determination of eligibility for permanent appointment. These evaluations can also be used to alter the service expectations, policing styles, and responsibilities of officers and other staff.

Ultimately, the appraisal process should be fair and transparent, develop growth and learning, and identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. Lastly, supervisors should view performance appraisals as a helpful tool they can complete in a timely manner.

BerryDunn examined the performance appraisal process in use within the NPD, which included a review of the documents used and discussions with staff concerning the effectiveness of the process. The performance appraisal process was created by the human resources section of the City of Northglenn, and it is utilized by all city staff. The appraisal document BerryDunn reviewed has system has several sections:

- A rating guide
- Performance review categories, including:

- Job Knowledge/Competence
- Analytical Skills
- Work Quality
- Planning and Organization
- Working Relationships/Communication
- Integrity/Work Ethic/Professionalism
- Adaptability/Change Management
- Customer Relations
- Budget/Fiscal Responsibility
- Commitment to Safety
- Use of Equipment
- Supervisory Skills
- Employee policy review and checkoff
- Goals
- Training/development
- Employee comments

BerryDunn reviewed the appraisal documents and found that the instructions, while sufficient in establishing the process, provided little to no direction for supervisors in terms of the expected content. In addition, some portions of the appraisal form apply only to certain staff (e.g., budget, supervisory skills), while other performance aspects are noticeably absent (e.g., problem solving, mentoring). Performance management and appraisal systems come in a wide variety of structures and formats, but the effective characteristics of such a system generally involve the following key components:

- Specific performance standards are established and communicated.
- Performance is reviewed on the basis of results/output (quality, quantity, timeliness).
- Communication and feedback are provided on an ongoing basis.⁸

Many organizations use performance appraisal systems to monitor past performance, but also as tools to help personnel learn, grow, and develop, whether this relates to their current role, or to future roles within the organization. When these elements are included in the performance appraisal process, the following additional components are typically included:

- Coaching
- Mentoring

⁸ <https://hr.uiowa.edu/faq/what-are-characteristics-effective-performance-management-program>

- Individual development plans⁹

In examining the process in place for the NPD, BerryDunn notes that the current process lacks specificity against all of these components. Although the appraisal system includes very good prompts for staff and appraisers, the value of the responses is minimal, unless those responses translate into meaningful assessment, monitoring, and personnel development. Feedback received from staff by BerryDunn mirrored the above observations of the current system. Most staff indicated there was limited value in the process, that the forms are too generic, feedback is not timely, and there is little follow-up on goals or personnel development.

BerryDunn recommends that the NPD form a committee to look more closely at the appraisal process with the objective of revising the process so that staff have confidence in the final product. The committee should include department members and personnel from human resources with the city. It should solicit feedback and participation from staff, sworn and non-sworn, and this feedback should be used to inform the revision process. Suggested areas for discussion as part of this process include:

- Methods to help ensure that supervisors conduct these evaluations consistently, fairly, and objectively
- Officer shift rotations, and methods to help ensure that the evaluation of each officer includes a review by each supervisor they have worked for during the evaluation period
- Systems for identifying Key Performance Areas (KPA's) for each job specialty, and a mechanism for including and evaluating these
- Goal setting and monitoring, and provisions for scheduling and documenting these interactions between the staff member and supervisor
- Monitoring of other key areas identified for the department, such as community policing or leadership, for example

BerryDunn recognizes that performance appraisal systems often receive criticism by those that must be evaluated, and that designing a system that is effective and that most staff agree with is an arduous task. Still, for the reasons stated in this section, it is critical that staff have confidence in the system, otherwise, there will be limited value in the process, and it may contribute to morale issues. Accordingly, BerryDunn recommends that the NPD engage a collaborative process to review and/or revise the current system.

VIII. Union/Labor Management

As part of this project, BerryDunn explored labor relations between staff at the NPD and the administration. BerryDunn learned that police department staff are not unionized; however, many of the police officers are members of the Fraternal Order of Police (FOP), and this group,

⁹ <https://www.shrm.org/resourcesandtools/tools-and-samples/toolkits/pages/developingemployees.aspx>

although not a union, does provide some advocacy on behalf of the officers. BerryDunn also asked the NPD to provide a list of grievances filed over the past five years, these are reflected in Table 22.

Table 22: Grievances

Dispositions	2015	2016	2017	2018	2019	Total All Years
Number of Grievances	0	0	0	1	0	1
Internal	0	0	0	1	0	1
External	0	0	0	0	0	0
Sustained	0	0	0	1	0	1

Source: Agency provided data

Based on feedback provided to BerryDunn, employee relations are largely positive, with little conflict. If warranted, police department staff can file a grievance with the city human resources (HR) department, but as Table 22 reflects, this is very infrequent.

IX. Workforce Survey

BerryDunn typically uses an in-depth survey of staff to explore workforce perceptions, attitudes, expectations, and conditions, as these constitute essential information for understanding the current culture and effectiveness of the organization, and for diagnosing opportunities for constructive change and managing organizational transformation. However, BerryDunn learned that the NPD had recently conducted a survey with personnel, and in reviewing the data, determined that many of the questions in the survey BerryDunn would normally use would be duplicative. Rather than duplicate efforts, BerryDunn reviewed the outcomes from the NPD internal survey, and produced a customized survey for the NPD for this project.

Survey Structure

The electronic survey BerryDunn created was offered to all staff and consisted of a respondent profile (current assignment), seven organizational climate items, and a three-question open comments option. This three-question survey afforded staff the opportunity to provide any feedback they wished to convey as a part of the review process that produced this report. Additionally, as noted previously, in May of 2019, NPD launched the chief's advisory committee as a feedback mechanism for NPD leadership to hear from a representative group of department members about their concerns, ideas, and suggestions. The committee's ongoing work was reported in December of 2019 in a document titled, Examination of Employee Morale (Examination). The employee feedback documented in the Examination was included in this qualitative analysis along with the responses to the three-question survey. The results of the survey and the associated analysis are provided below.

Survey Response

The NPD is authorized to employ 92 full-time personnel, including both sworn and non-sworn positions. At the time of this assessment and the survey, there were some unfilled positions at the NPD, but BerryDunn does not know the exact number of positions that were open at the time the survey was distributed. In addition to the official staff number, NPD also works with several victim advocates (approximately eight) who although not technically employees of the police department, would have received this survey. Based on the data received, 51 persons completed the survey. If the department had been fully staffed at the time the survey was deployed, and if each staff member and victim advocate received an invitation, the 51 responses would represent a return rate of 51% (assuming 100 total recipients), which is statistically significant and indicative of the desire of staff to engage in the process of self-analysis and improvement.

In Table 23, the profile of those who responded to the survey is provided. When fully staffed as allocated and inclusive of the victim advocates, 73% of the NPDs workforce is sworn, with 27% of the staff non-sworn. Based on the data in Table 23, there were 29 sworn staff that responded (39.72%), with the balance of respondents being non-sworn and/or victim advocates.

Table 23: Respondent Profile

Unit Assignment	Total
Executive and Command Staff, Sworn	1
Non-Sworn Supervisor or Manager	1
Other Non-Sworn Personnel	21
Patrol - Sworn Officer	21
Investigations Division - Sworn	4
Specialty Division or Assignment - Sworn	3
Total	51

Source: Organizational Survey

Organizational Climate

The main portion of the survey BerryDunn provided involved an analysis of the organizational climate using specific survey questions that directly target certain operational areas. These questions intend to address many of the same categories found in a typical workforce survey. However, by their construction, these questions provide a different vantage point and a readily observable range, both in reference to how the organization currently functions and how it should ideally function based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high, and BerryDunn has provided the response data in Table 24.

Table 24: Organizational Climate Assessment

CONFORMITY: The feeling that there are many externally imposed constraints in the organization; the degree to which members feel that there are rules, procedures, policies, and practices to which they have to conform, rather than being able to do their work as they see it.		
Conformity is very characteristic of the organization	Current	6.44
Conformity should be a characteristic of the organization	Desired	6.69
RESPONSIBILITY: Members of the organization are given personal responsibility to achieve their part of the organizations goals; the degree to which members feel that they can make decisions and solve problems without checking with supervisors each step of the way.		
There is great emphasis on personal responsibility in the organization	Current	6.21
There should be great emphasis on personal responsibility in the organization	Desired	8.23
STANDARDS: The emphasis the organization places on quality performance and outstanding production; the degree to which members feel the organization is setting challenging goals for itself and communicating those goals to its members.		
High challenging standards are set in the organization	Current	5.38
High challenging standards should be set/expected in the organization	Desired	8.64
REWARDS: The degree to which members feel that they are being recognized and rewarded for good work rather than being ignored, criticized, or punished when things go wrong.		
Members are recognized and rewarded positively within the organization	Current	4.36
Members should be recognized and rewarded positively within the organization	Desired	8.69
ORGANIZATIONAL CLARITY: The feeling among members that things are well organized and goals are clearly defined rather than being disorderly or confused.		
The organization is well-organized with clearly defined goals	Current	4.46
The organization should be well-organized and have clearly defined goals	Desired	9.13
WARMTH AND SUPPORT: The feeling of friendliness is a valued norm in the organization; that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.		
Warmth and support are very characteristic of the organization	Current	6.38
Warmth and support should be very characteristic of the organization	Desired	9.08
LEADERSHIP: The willingness of organization members to accept leadership and direction from other qualified personnel. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organization is not dominated by, or dependent on one or two persons.		
Members accept and are rewarded for leadership based on expertise	Current	5.38
Members should accept and be rewarded for leadership based on expertise	Desired	9.18

Source: Organizational Survey

There are three important aspects of the organizational climate survey from Table 24, which make this a versatile tool. The first aspect relates to the *correct* or *right* response. Each organization is different, and accordingly, there is no pre-identified proper level associated with any of these questions. The responses reflect the collective desires of the staff at the NPD, and as such, they are representative of the current and desired culture of the NPD, as opposed to an arbitrary standard that is set elsewhere.

The second aspect of this tool is that it has tremendous utility. The categories in this questionnaire are clear and the agency can easily identify, based on the responses, which areas require focused attention. The third notable aspect of this tool is that it is brief and easily replicable. The agency can re-administer this survey at various intervals. Doing so can provide the agency with comparative data to examine the prior conditions against the current perceptions of staff, and the results can help the agency recognize whether its efforts are shifting in one or more of these cultural areas and whether they are successful.

Because there is no correct or incorrect response, BerryDunn will not provide an analysis here with regard to any specific question or category of the information in Table 24. Instead, the department is encouraged to examine the responses below, and to consider what adjustments, if any, might be appropriate to respond to the desired level noted by staff who took the survey.

Survey Analysis – Qualitative Responses

As mentioned within the survey, three open-ended text box sections were included, in which staff were afforded the opportunity to provide feedback. BerryDunn provides details concerning these responses in this section. These response prompts included the following:

- Describe something the organization does particularly well
- Describe an area in which you feel the organization could improve
- Please use this section to explain any of your choices and/or to express your view on any topic not covered

Unlike quantitative analysis, which can be broken down into numeric representations, ratios, or percentages, qualitative data is much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data, which are then grouped into a small number (usually four to six) of overarching *themes*. There can also be sub-categories of data within each of these themed areas, but when done properly, each of the responses have a connection to the main theme. Data within these themed areas may be positive or negative or neither, such as comments that merely make a suggestion. The analysis provided here engages a contemplative process of considering each of the data elements (narrative responses) to determine within which themed area it may be most appropriately categorized, and then to consider the substance of each response in relation to the theme area and the other data within that category.

Singular responses that could not be included as part of a themed category have not been included in the qualitative analysis that follows. By their nature, single responses are not representative of a perceived pattern, and even though they may have individual merit, and BerryDunn feels all feedback is important, they do not conform to a qualitative analysis process. Accordingly, BerryDunn has excluded these non-themed responses.

Qualitative Response Analysis

Of the 51 personnel who completed the survey, 37 provided a narrative response regarding either a positive aspect of departmental operations or an area that needs some focused attention. The feedback from the three-question survey combined with the results of the Examination provide a comprehensive narrative which contains both negative and positive commentary as well as areas of perceived improvement. In some cases, respondents expressed areas of success or improvement and in other cases provided insightful suggestions as well as positive comments. Notably, only one response to the three-question survey directly mentioned concerns about staffing levels and only one response specifically mentioned concerns about morale. This likely indicates employees have clearly observed the aggressive efforts to fully staff the department as well as the positive work by the chief's advisory committee to listen to employees and address their concerns actively. The data from the three-question survey and the feedback from the Examination were reviewed, compared, analyzed, and categorized into themes. This process revealed three main themes:

1. Leadership
2. Communication
3. Training, Career Development, and Retention

Leadership

The responses to the three-question survey provided valuable information about the perceptions of leadership within the department. Based on the qualitative survey responses, the staff at NPD widely regard leadership and the organization as caring and supportive. Multiple respondents expressed contentment and pride in working at NPD. In fact, one of the most common responses was that NPD was like a family with many supporting comments about how NPD takes care of each other, makes staff members feel welcome, and fosters good relationships.

In addition to these positive comments, some of the narrative responses addressed leadership as a significant issue which respondents felt could use attention or improvement. Staff reported that both command- and supervisor-level leadership had been negatively impacted by the recent employee turnover, resulting in inconsistent leadership that often lacks follow-through. Leadership is a broad topic. The qualitative data addressing leadership reflected this with supporting elements that can be further categorized into three subsections for better understanding of concerns about leadership: vision, accountability, and trust.

- Vision

Employees clearly understand that recent turnover at the command level, just like at the line level presents a challenge for any organization. This turnover and resulting lack of stability and consistency is reflected in various concerns about the department's need for a clearer, more unifying vision to provide guidance and direction to both the organization and the people who comprise it. Leadership at NPD appears to have a clear vision of

who they want the department to be: a premier police agency committed to COP and POP. As might be expected with the tumultuous events affecting NPD over the last few years, that vision (and what it means on an operational and individual level) does not appear to have been effectively promoted department-wide.

Communication is one of the primary themes observed in employee responses to the three-question survey, and the analysis of the communication theme below supports employee observations here regarding the desire for a clearer and more active expression of department vision. Also consistent with this theme, staff report they want to know what is expected of them and, as will be discussed in the section that addresses retention, want to see tangible and meaningful connections between department vision, their contributions, department success, and personal success.

- Accountability

Accountability was one of the topics most frequently mentioned by respondents. The concept of accountability is complex and can have myriad meanings and implications. The responses from staff reflect the complexity of this concept. Responses expressed concern about holding individuals (at all levels) accountable for duties and expectations, following through on decisions and efforts, establishing accountability of top leadership, and the consistent application of standards and expectations regardless of rank or relationship. The concerns about accountability extended from line level to supervisor up to command staff, and included the organization as a whole.

This theme also included concerns expressed about decision-making because, in the context of the responses, decision-making was generally referring to the individual and organizational ability to make consistent decisions in a timely manner and follow through on them, which is, in its essence, accountability. Staff made several observations about the department having good ideas or intentions but lacking follow-through and a need for timelier decision-making. It is worth noting that effective decisions that are not supported by active communication can present the appearance of poor decision-making.

One specific and significant area of concern stressed in the Examination was the IA process, particularly timeliness, transparency, and consistency of investigations. The fact that there were no specific concerns about this topic reflected in the three-question survey appear to indicate staff members are aware of the improvements being made to the IA process.

- Trust

Staff report they often feel command staff does not support officers, that policy can seem vague and subjective, and that the lack of preciseness in policy can be used as a 'catch all' to discipline officers for areas not addressed. Staff express significant concern about

how the PQR process is administered. Observations include that the PQR process can feel as if it is administered inconsistently, inequitably, capriciously, and without transparency or timeliness. This is an area NPD has been addressing diligently. The PQR is going to be replaced by a multi-component process that clearly distinguishes between possible disciplinary action, simple documentation, and commendations and has deadlines for formal investigations.

Communication

It is important to note the examination included no feedback specifically about communication challenges, yet the three-question survey elicited 15 responses directly about communication. This is possibly an indication of the success of the chief's advisory committee in providing a venue for involved employees to engage in meaningful dialogue with the organization. Importantly, however, nearly one of every five narrative responses mentioned communications as an area in need of improvement. Additionally, although the Examination did not report direct concerns about communication, it raised several communication-related issues such as transparency, particularly about significant events that concern the entire department. Staff want to hear more directly and transparently about significant events and decisions impacting the agency. Staff would like to know that they have a voice in the improvement of the department and would like to see consistent response to suggestions for improvement. NPD is taking active steps to address these concerns about communication, including more active communication such as sharing notes from command staff meetings, providing consistent messaging during roll calls, and disseminating IA informational memoranda.

Training, Career Development, and Retention

A seemingly wide variety of concepts are included in this theme because, in the context of the responses, they all relate to staff members' reflections that they affect professional growth and satisfaction and, ultimately, decisions affecting retention. NPD recently experienced significant turnover in staffing at all levels of rank and experience. NPD and the City of Northglenn worked aggressively to replace that staffing which has averaged a voluntary resignation rate of over 9% during the past five years. Losing this level of experience undoubtedly affects a number of factors (such as training, experience, workloads, specialized assignments, etc.) across an organization but, specifically, it has magnified concerns at NPD about employee training, career development, and their impacts on retention.

Staff reported that access to quality training has traditionally been a real strength and source of pride at NPD. More recently, however, staff express a desire to improve the training experience through a more consistent process for obtaining training, more comprehensive training of new officers that extends beyond the field training experience, enhanced standards for the field training program that build confidence in patrol abilities, and a more consistent embrace of senior officers' ability to provide informal guidance. These training challenges are to be expected when an agency experiences turnover like NPD has recently.

Staff would like more opportunities for patrol to broaden their experience via participation in limited specialized assignments. Additionally, permanent and long-term selections for specialized assignments often appear to be made without giving everyone a fair chance. Staff would like more deliberate and inclusive approaches to career development, which include direct individual career coaching. Note that NPD is establishing a formal mentoring program. Staff are concerned that NPD has resigned itself to being an agency which new officers use to enter the profession then move on to other agencies and would like to see concrete actions which convey the value of current employees to the organization.

Climate Survey Overview

BerryDunn has provided the above data in Table 24 and the themed qualitative responses without substantive commentary; this is by design. These data and statements, whether accurate or perceived, provide an opportunity for organizational leaders to examine practices, have further discussion, and seek remedies for those areas that seem to require focus. Although some of the qualitative comments appear negative, the general tenor of the responses was positive, and even in those circumstances in which staff offered contrary perspectives, BerryDunn concludes that staff conveyed their comments professionally and with a genuine desire to improve the organization.

The primary objective of conducting a culture and climate survey is to obtain meaningful and unfiltered feedback and to reveal and highlight the thoughts, ideas, and concerns that staff have about various organizational and operational issues. However, it is imperative that such remarks are not summarily dismissed. This information should be used as a prompt for action by organizational leaders to better understand why staff feel a particular way and to guide internal discussion and decision-making to mitigate any staff concerns. For the NPD, the good news is that the chief's advisory committee can provide a very good mechanism for continuing to explore these issues.

Summary

The leaders within the NPD have demonstrated a commitment to ensuring that the department is operating in an efficient and effective manner, in furtherance of the public safety mission for the organization in serving the Northglenn community. Although the NPD has current mission, vision, and values statements, and they appear appropriate, there is an effort underway to adjust them. The NPD also has a set of high-level operational goals, and although the NPD has engaged significant effort toward the completion of the goals and the associated action steps; much of this effort has not been visible to staff, and this has resulted in a perception of inaction on the part of organizational leaders.

Staff turnover has been a challenge for the NPD, including turnover in the command ranks. This has created experience gaps, and challenges in developing a collaborative team that is working together toward a unified purpose. This aspect of operational leadership is vital to moving the organization forward, and to serving the public safety mission of the organization and the

community. The NPD would benefit from a strategic planning process to establish a clear path for organizational leaders, and BerryDunn will facilitate that process, following this study.

One organizational goal for the NPD involves the establishment of a traffic unit. BerryDunn heard from government leaders, police staff, and community members, that this is a priority for the city. BerryDunn recognizes the value and need for this unit, but also encourages the NPD to be diligent and intentional about the goals, metrics, and measurements of effectiveness for the traffic unit. To help ensure the efforts of the unit are clear and focused, BerryDunn recommends developing a strategic plan, or unit charter, that outlines expectations.

In discussions with staff, and in reviewing other data, BerryDunn learned that the NPD recently started a SBB campaign, which can aid departments in developing and maintaining a victim-centered approach to policing and investigating crimes. Although this is a good first step, the NPD needs to refocus their efforts in this area to help ensure that everyone within the department understands his/her role in serving crime victims.

The NPD is a professional organization that prides itself in being ethical and in holding itself and staff members accountable to the community and to each other. However, consistent and equitable accountability have been raised as growth areas for the organization. From a discipline standpoint, the NPD utilizes a wide range of options available, resorting to formal punitive discipline only as a progressive requirement or when serious infractions occur. However, staff have been critical of both the PQR and IA processes, and continuing efforts to adjust these processes would be beneficial to the NPD.

The NPD leadership does not engage a singular operational style, but instead uses a variety of styles that are situationally based, taking into account the individual and task at hand. Staff feel empowered to do their work but have indicated a desire for more inclusivity in operational discussions and decisions that will affect them. The NPD is exercising an approach to law enforcement that is highly consistent with industry best practices and the components of 21st Century Policing.¹⁰ Labor relations within the organization are positive and suggest a collaborative environment.

One of the primary themes of the assessment pertains to communication. Although the NPD has used a variety of methods and has made improvements in this area, lack of information flow has been identified as a significant operational need. The chief's advisory council is an example of a good mechanism to improve communication, but it is only one piece of a larger puzzle. The NPD needs to develop a strategic approach to department communication that is long-lasting and consistent.

Another primary area of focus is the need for mentoring, coaching, and staff development. This is a critical need for the NPD due to its organizational structure, lack of experience, and

¹⁰ https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf


significant turnover in top organizational positions. BerryDunn is aware that efforts for this are underway and recommends continued pursuit of these.


Although the NPD has an appraisal system, it is generic and falls short of providing the details and structure required to ensure goal development, progress, and monitoring. It also does not sufficiently provide for staff development, whether within role, or from a succession planning standpoint. Accordingly, BerryDunn recommends a deep examination of this process in collaboration with HR, and appropriate revisions.



Through the organizational climate and culture survey, and the Examination, staff identified a number of areas they feel require some attention. This information should be used as a prompt for action by organizational leaders to better understand why staff feel this way and to guide internal discussion and decision-making to mitigate any staff concerns.


Recommendations


This section provides the eight formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.


Organizational Leadership and Culture		
No.	Department Strategic Plan	Overall Priority
Chapter 2 Section I: Mission, Vision, and Goals		
2-1	<p>Finding Area: The department lacks a meaningful department strategic plan supported by strategic communications, training, and community engagement plans.</p> <p>The department is currently working on a new mission statement, vision, values, and goals and objectives, but the effort has been put on hold and department members consistently report uncertainty about its status. Top leadership at the NPD express a strong commitment to COP. However, most officers BerryDunn interviewed could not articulate a meaningful or effective understanding of COP and POP or how those strategies can support department mission, vision, values, and goals. In addition, the NPD has received no specific COP or POP training recently or regularly.</p>	
	<p>Recommendation: The NPD should initiate and utilize a formal and professional strategic planning process to develop a clear and articulable mission, vision, and core values along with supporting and guiding policing strategies.</p> <p>This department strategic plan should be supported by strategic plans in several critical areas: communications, training/recruiting/retention, community engagement, and traffic safety. The department strategic plan and supporting plans should clearly support department strategies, mission, vision, and values; and lay out a course for communicating, supporting, evaluating, and revising that</p>	


Organizational Leadership and Culture		
	plan. The planning and implementation of a strategic plan should include developing a deliberate strategy to roll out, communicate, socialize, and reinforce the new mission, vision, values, and policing strategies. The routine reinforcement of these values should include, at a minimum, employee on-boarding, cadet training, field training, continuing education opportunities, detective selection, performance evaluations, promotional processes, specialized assignment selection, informal opportunities such as roll call and department events, regular internal department communication, and external communications. Team training on core strategies (e.g., COP and POP, DDP and ILP, Victim-Centered and Trauma-Informed Policing)	
No.	Internal Communication	Overall Priority
Chapter 2 Section IV: Communication		
2-2	<p>Finding Area: Internal communication is an operational challenge and has contributed to, and/or magnified many other operational problems for the department.</p> <p>Communication was the most common topic initiated by employees other than staffing. Importantly, almost all employees agreed communication had improved dramatically with particular compliments for the handling of the IA process under Commander Walts, and the implementation of the chief's advisory committee.</p>	 Medium
	<p>Recommendation: Develop a communications strategic plan which supports the department strategic plan, and the department mission, vision, values, and internal goals and objectives.</p> <p>Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to help ensure that all messages reach their intended target. This must be done in a timely manner, and it must provide for consistent and accurate messaging. There can never be too many avenues of communication capacity, and redundancy with internal communications can be a positive attribute, especially when combined with operational transparency.</p> <p>BerryDunn recommends that the NPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps. The results of these discussions and decisions should be produced in a formal communications plan.</p>	
No.	Organizational Leadership	Overall Priority
Chapter 2 Section V: Management and Supervision		
2-3	<p>Finding Area: The NPD has had several operational challenges in recent years, which have included the departure of key command-level personnel. The current command staff, which includes two long-term NPD commanders and two</p>	

Organizational Leadership and Culture		
	<p>commanders who were recently hired externally, have not coalesced, and as a result, the command staff has faced communication, collaboration, and unity of purpose issues.</p> <p>Recommendation: BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff.</p> <p>BerryDunn recognizes that even in the best conditions, communication and teamwork challenges are common within leadership ranks. For the NPD, the presence of these issues is perhaps more critical, given the operational difficulties the organization and staff have endured in recent years.</p> <p>It is evident to BerryDunn that there are numerous factors that have contributed to a lack of cohesiveness among the command staff. Still, it is vital to organizational success that the command staff work as a team and in constant support of each other and the public safety mission of the department.</p> <p>BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff. This should include, at a minimum:</p> <ul style="list-style-type: none"> • Establishing clear expectations for command staff • Promoting group problem-solving and collaboration • Encouraging cross-division communication <p>Demonstrating unified leadership to everyone within the organization</p>	 <p>Critical</p>
No.	Traffic Unit Strategic Plan	Overall Priority
Chapter 2 Section V: Management and Supervision		
2-4	<p>Finding Area: The NPD is in the process of implementing a traffic unit. There is currently no plan in place to describe the functions, strategies, or priorities of this unit, or how the NPD will direct and monitor unit activities and success.</p> <p>Recommendation: The NPD should develop a comprehensive strategic plan for the traffic unit.</p> <p>It is clear to BerryDunn that traffic is a concern within the community. Several community leaders and members, as well as police and school officials, communicated this to BerryDunn. To help ensure that the efforts of this unit are most effective, the NPD should prepare a comprehensive traffic safety strategic plan that outlines the issues the department expects this unit to address, the stratification of traffic duties and responsibilities, the overall department-wide response, and identification of performance measures for the traffic unit, including how success will be defined and measured.</p>	 <p>Critical</p>

Organizational Leadership and Culture		
	<p>The purpose of this plan should be to provide operational clarity for the unit and the department and to build a level of intentionality to the efforts of traffic unit personnel.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>	
No.	Victim-Centered Approach	Overall Priority
Chapter 2 Section V: Management and Supervision		
2-5	<p>Finding Area: The NPD recently launched a local version of the Start by Believing campaign. The department initiated this campaign, in part, due to the perceived need to shift the internal culture within the NPD to one in which victim reports are fully legitimized.</p>	
	<p>Recommendation: The NPD administration needs to clearly reinforce support for the Start by Believing campaign and a general victim-centered and trauma-informed response by all employees.</p> <p>Although the NPD recently initiated a Start by Believing campaign, numerous interviews the BerryDunn team conducted with employees and community partners suggest an internal culture at the NPD in which officers believe there is a significant false reporting rate for various crimes, including sexual assaults. Although BerryDunn recognizes that some reported crimes are false, the approach used by those investigating crimes can result in a self-fulfilling prophecy. Crime victims often have a heightened sense that others will not believe them and when this is combined with questions from an officer or an investigator that suggest and/or affirm that disbelief, many crime victims will shut down, recant their statements, or simply walk away. These actions do not mean that the report was false; rather, they are often an indication of an investigative approach this is not victim-centered.</p> <p>To help ensure that the Start by Believing campaign is successful, that the department is doing a professional job of supporting victims and investigating crimes, and that no culture develops that subscribes to a philosophy in which high false reporting rates are occurring, the NPD should take immediate and decisive steps to promote and sustain a culture that addresses these concerns.</p> <p>The NPD administration needs to clearly reinforce support for the Start by Believing campaign and a general victim-centered and trauma-informed response by all employees. There are several steps the NPD might wish to consider, but BerryDunn recommends, as a first step, a review and update of all victim-related policies and procedures (in collaboration with victim services and community-based advocates) including referral and response guidelines, and implementation of training on trauma-informed and victim-centered approaches.</p>	

Organizational Leadership and Culture		
	Note: The NPD has been working on this process during this project. See Appendix D.	
No.	Staff Development	Overall Priority
Chapter 2 Section VI: Mentoring and Coaching		
2-6	<p>Finding Area – Personnel Development: The NPD does not have a formal staff development system that includes coaching, mentoring, or succession planning. Although the NPD explained that they are in the process of developing a mentoring program, it has not been rolled out to the department. Based on interviews with staff, it is evident that some supervisors coach and mentor certain team members on their own, including identifying those they feel might be good leaders in the future. However, this system has been done informally, and not everyone is afforded the same opportunities. The lack of a personnel development system is not exclusive to line-level staff. Supervisors also expressed that there is no formal system of mentoring, coaching, or training for them in their supervisory roles.</p> <p>Recommendation: The NPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning. Career development and succession planning programs involve a structured process that provides for individual growth, exposure, and development at all levels of the organization. These programs help individuals to be more productive, efficient, and effective in their current roles, which increases job performance and improves overall job satisfaction. In addition, these programs also prepare individuals to ascend to leadership positions, if they are interested in that progression. Regardless of whether certain persons ascend the promotional ladder, the development of personnel and providing them with enhanced training helps staff to see the organization through the lens of organizational leaders, and this broadens their perspective. In order to help ensure success within each operational role and to prepare those within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development, but one that specifically prepares staff for those opportunities through an intentional process. BerryDunn recommends that the NPD develop a formal coaching, mentoring, and succession planning program for staff, and that the program be implemented both in policy and practice.</p> <p>Note: The NPD began this process during this project. See Appendix D.</p>	 Medium

Organizational Leadership and Culture		
No.	Performance Appraisals	Overall Priority
<i>Chapter 2 Section VII: Performance Appraisals</i>		
2-7	<p>Finding Area – Performance Appraisals: The current performance evaluation system is generic and is considered marginally useful at all levels of the NPD organization.</p> <p>The current system was designed by human resources for the City of Northglenn. The format is generic and does not include any job-specific evaluation. The system does not provide any standards or measurements, and it does not include any standardized mechanism for personnel development and/or monitoring of goals. Staff within the NPD, sworn and non-sworn, expressed their displeasure with the lack of specific information pertaining to their individual positions.</p> <p>Recommendation: The NPD should engage a collaborative process to evaluate the current performance appraisal system in use, to develop a system that will more closely conform to the needs and desires of the leadership and staff within the department.</p> <p>To achieve its public safety mission, the NPD must depend upon satisfactory work performance from all its employees. From an accountability standpoint, this means that staff should know what is required of them, and there should be a process to evaluate their performance against those expectations. Although the appraisal forms reviewed by BerryDunn appear to solicit some good information from both the employee and the supervisor, they do not include performance standards and measures, and they are general in nature. In addition, there is no process for personnel development and no system for monitoring progress against goals or future development opportunities.</p> <p>One of the key areas noted by staff, and a concern shared by BerryDunn, is the generic nature of the current system and the lack of job-specific evaluative criteria. Ideally, each performance appraisal should be tailored to each assignment and include criteria and measures that can be assessed against the performance of that employee. Although a formalized job task analysis provides one mechanism for the development of such standards, this is an arduous process, which can be time-consuming and expensive. Alternatively, the NPD could develop a small number of KPAs for each position, and these could be incorporated into the process.</p> <p>It is imperative that staff have some level of confidence in the appraisal system in use, otherwise, staff will find little value in going through the process, and it will become simply a perfunctory duty. To help ensure that the system in use in Northglenn is valued and worthwhile, BerryDunn recommends that the NPD engage a collaborative process to design a system that will better suit the needs of the staff and the organization.</p> <p>BerryDunn notes it is important to point out here that human resource departments often have very sound reasons for the layout of the performance appraisals they produce. Accordingly, it is critical to include representatives from human resources in this process.</p>	 Medium

Organizational Leadership and Culture		
No.	Review of Survey Results	Overall Priority
<i>Chapter 2 Section IX: Workforce Survey</i>		
2-8	<p>Finding Area – Organizational Culture and Climate: The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.</p>	
	<p>Recommendation: The NPD should review the quantitative and qualitative survey responses and consider any appropriate actions.</p> <p>The organizational climate survey provides organizational leaders with substantive data to consider, which reflects various perspectives of staff. However, the true value in this information is not in what it conveys, but rather, in what categories this information prompts additional inquiry, discussion, and action. BerryDunn encourages the leadership at the NPD to examine the survey information from this section and consider engaging in follow-up in the appropriate areas.</p>	

Chapter 3: Operations and Staffing

I. Organizational Structure

The structure of the NPD is similar to the majority of the police departments across the United States, in that it follows a hierarchical chain of command. As noted previously, the department is split into four main divisions: Administrative, Investigations, Patrol, and Support. Each of the divisions is led by a commander who reports to the chief of police. The PIO/crime analyst also reports directly to the chief of police.

This organizational structure for the NPD is shown in Figure 4 in Chapter 1. Although the organizational layout of the department is logically structured and provides a clear chain of command, as noted in Chapters 1 and 2 of this report, BerryDunn has observed that adjustments to certain aspects of the organizational structure would contribute significantly to operational effectiveness and efficiency.

Before addressing the organizational structure further, BerryDunn wishes to point out that there are innumerable ways in which a police organization might be organized and structured. There are also many factors to consider in assessing whether the structure of the organization is appropriate and effective. At a minimum, a thorough review of the organizational structure would include the following areas:

1. Spans of control
2. Authority and oversight
3. Grouping of similar duties and responsibilities
4. Functional utility

Because there are a number of significant details and considerations that accompany a detailed review of the organizational structure of a police department, there can also be many possible solutions. This also means there is no standardized or prescriptive design. What is most important is whether the structure is serving its purpose and working for the agency. For this reason, BerryDunn typically takes a general approach in providing guidance on organizational structure issues, relying on the agency to further define and refine its structure, based on a thoughtful and collaborative review. For this study and the NPD, BerryDunn has deviated from the typical practice, and our recommendation includes a specific proposed structure.

There are two main reasons BerryDunn took this approach. First, the NPD has experienced some operational challenges in recent years, including vacancies at the command level. It is BerryDunn's assessment that while not wholly responsible, the organizational structure has been a significant contributing factor in some of these challenges, and with respect to several other gaps in practice identified during this study. Given this finding, it is imperative that the NPD develop an appropriate and functional organizational structure, and one that serves the operation well. The second reason relates to opportunity. As noted earlier, during this project, two commanders separated from the department. BerryDunn's recommendation would likely

have involved a restructuring of the command staff regardless of these departures. However, the fact that there are open command positions affords the NPD an opportunity to restructure without any forced demotions or separations. Essentially, the NPD has a rare opportunity to make these adjustments without negatively affecting internal personnel.

Throughout this assessment, during the internal interviews, in conversations with staff, and as part of the analysis of the various data provided, BerryDunn continually considered the functionality of the organizational structure of the NPD against the areas listed above. Upon review, BerryDunn made several observations regarding the current NPD organizational structure as follows:

- As indicated previously, there are no mid-level supervisors in this structure (above sergeant, and below commander); see Table 10. This structure creates several operational challenges.
- The lack of mid-level supervisors interferes with the process of progressive development for supervisors. Within the current structure, supervisors go from line-level straight to the executive level, without an opportunity to develop a broadened set of leadership skills.
- Because there are no mid-level supervisor positions, and the structure does not support growth and development for supervisors, it also interferes with the succession planning process. This structure is substantially responsible for creating an environment in which the NPD has needed to look externally to fill commander positions.
- Because the commanders are operating at an executive level, they are immersed in broad organizational processes and decision-making. This is appropriate for those within executive-level positions. However, it interferes with their ability to directly supervise line-level supervisors and daily operations.
- For patrol and investigations, there are span of control issues for the commanders. In patrol, a single commander is supervising six sergeants across three main shifts. For investigations, the commander is supervising one sergeant and 11 investigators. As noted immediately above, this structure is challenging for executive-level leadership and supervision.
- Records is currently supervised by a single supervisor, and an additional supervisor would be appropriate, particularly if the unit is converted to a 24-hour operation.
- When a sergeant is not available for a shift, the NPD appoints a patrol officer as acting sergeant. Although this assists with establishing a line of authority for that shift, there is no formal authority, pay, or training for those serving in an acting sergeant capacity. Moreover, there is no consistency in these appointments, and they do not provide a developmental platform.
- As BerryDunn has already mentioned, there is a need for the NPD to split the PIO and crime analyst duties. There is sufficient work to justify two full-time positions, and as

BerryDunn explains in detail in Chapter 10, there is a need for the NPD to move toward a more data-driven operational focus.

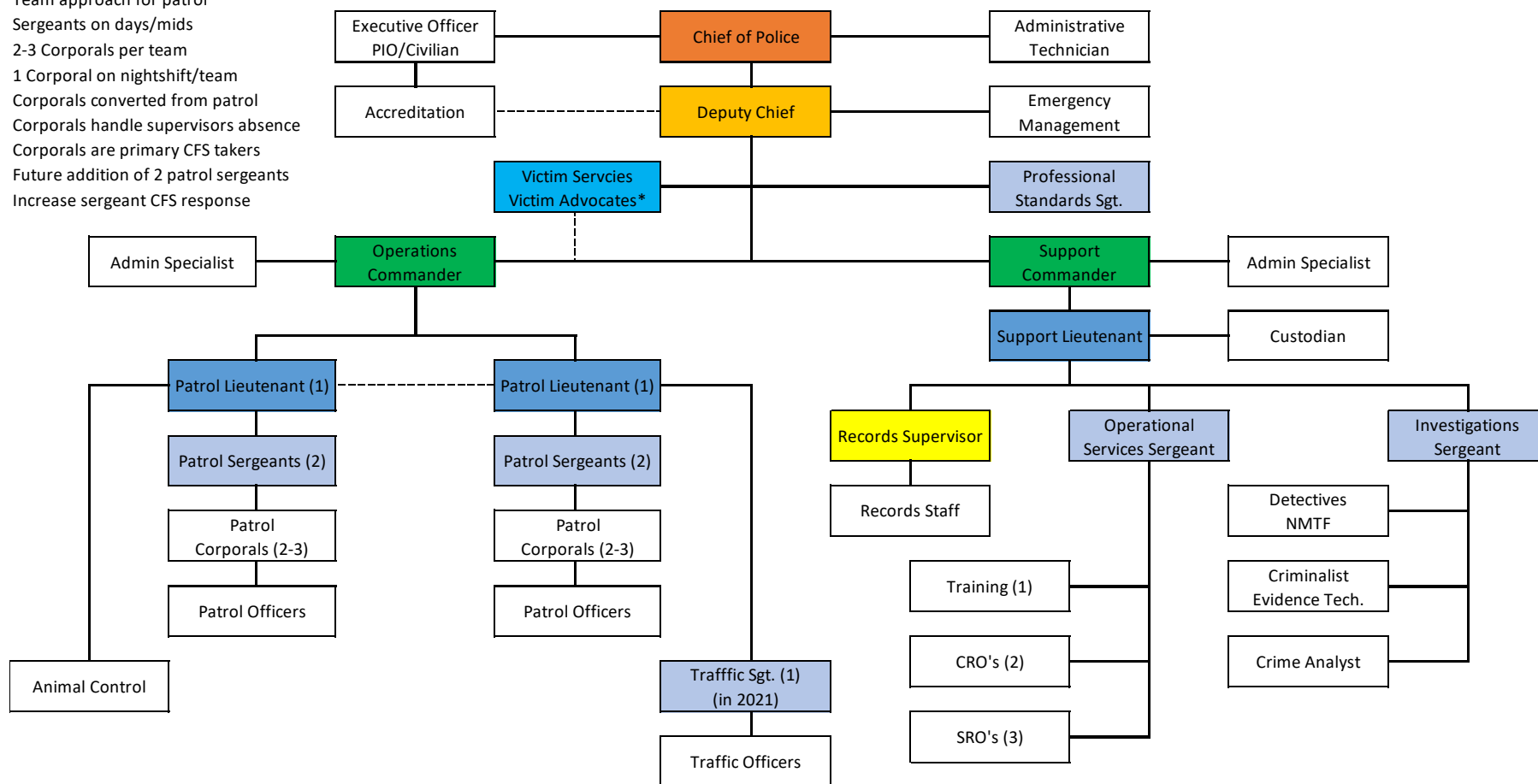
- The current reporting structure for the victim advocates is within the Investigations Division. This has not been effective, and victim advocacy needs to extend to the entire department, not just the investigative function.
- The current structure has resulted in the police chief performing a more operational role, as he has worked to guide and develop commanders. The chief would benefit from separating the administrative and operational functions of upper management, which would best be accomplished by creating a deputy chief position. The deputy chief would supervise the command positions, oversee day to day operational implementation of strategic plan, and allow the chief of police to focus on community and employee engagement.

Because the opportunity presented itself during this project, BerryDunn began the process of collaborating with NPD staff to discuss an operational reorganization strategy. The proposed restructuring shown in Figure 5 is the byproduct of those conversations and is based on the results and findings of this study.

Figure 5: Recommended Organizational Structure

Assumptions:

Convert 1 commander to DC
 Convert 1 commander to lieutenant
 Convert 2 sergeants to lieutenant
 Team approach for patrol
 Sergeants on days/mids
 2-3 Corporals per team
 1 Corporal on nightshift/team
 Corporals converted from patrol
 Corporals handle supervisors absence
 Corporals are primary CFS takers
 Future addition of 2 patrol sergeants
 Increase sergeant CFS response



The proposed structure would add a deputy chief position and three lieutenant positions, while also eliminating two commander positions. This would provide a more balanced supervisory structure for the department. In addition, BerryDunn is recommending the addition of a corporal rank to patrol to serve as shift leaders when sergeants are not available. This will provide formality to shift supervision and also create a developmental opportunity for patrol staff. The proposed structure also shifts oversight of certain units and separates the PIO and crime analyst duties into two positions.

In summary, BerryDunn has determined that the current organizational structure is not optimized to support department goals. The proposed reorganization of department structure will support larger organizational transformation goals including professional development and accountability of command staff (as discussed in Chapter 2), additional capacity for training, coaching, and active supervision at the line level, increased opportunities for both promotion and professional development of future leaders, enhanced internal communication, and a demonstrated commitment to community oriented, data-driven, and victim-centered policing.

As mentioned previously, there are many ways to structure a police organization, and some are better than others. The organizational structure proposed in Figure 5 is the result of a collaborative process with NPD administration to correct numerous issues, gaps, and shortcomings of the current structure. Because the organizational structure is related to several operational challenges identified during this study, BerryDunn views this reorganization as imperative, and one that is time-sensitive. Accordingly, we encourage the NPD to move swiftly toward this new structure, as it will provide the framework necessary to accomplish the many recommendations emanating from this study.

As mentioned previously, the NPD has engaged in the practice of appointing acting sergeants to supervise patrol shifts. In the past, the NPD has not named acting commanders but has done so recently due to substantial need. Although BerryDunn has suggested adding corporals to reduce the need to place patrol officers in an acting supervisory role, this does not fully eliminate the issue. When vacancies occur, or when someone is on leave for an extended period, there might be value in appointing a person as an acting supervisor, in whatever rank is required. At present, however, the NPD does not have a process for doing this.

The NPD should formalize the policy and process for filling acting supervisor positions for all ranks, and ensure that policy is consistent with City HR policy and the Fair Labor Standards Act (FLSA). This will support complementary recommendations in this report about enhancing the internal communications approach and will support recommendations about developing a formal coaching/mentoring/professional development plan. Staff told BerryDunn that Commander Osgood has developed a standardized process for determining acting sergeants, and if this is accurate, this process should be reviewed as a baseline for developing a full department policy.

II. Policing Philosophy and Operations

One component of this assessment includes an analysis of the policing philosophy and the prioritized focus of the organization. This is important, because the BerryDunn staffing model includes substantial discretionary time, which functions best in an environment predisposed to promoting community policing. In discussions with various personnel throughout the organization, BerryDunn heard consistently that the department has an excellent reputation for honesty and integrity in the community. BerryDunn also heard that community policing is a very important aspect of the operational philosophy of the department; this was conveyed both in the meeting BerryDunn had with the command staff and in the interviews conducted with various staff members. Chapter 5 of this report explores and expands upon these issues; in short, various recommendations in this report intend to support a community-policing operational philosophy and the ability of staff to carry out that function.

The message conveyed to BerryDunn by those interviewed was one that clearly promotes community policing as a strategy and an expectation. However, despite the expression of community policing as an overarching philosophy and organizational commitment, BerryDunn observed an apparent disconnect between this philosophy and how it translates into an operational perspective, particularly within the Patrol Division. BerryDunn noted that during the interviews with patrol, there was very little mention of community collaboration or the development of relationships with community members in furtherance of the public safety mission. Even though the department has stressed the importance of community policing throughout the organization, and patrol staff are expected to attend community meetings to engage the community in non-enforcement activities, there is work to be done to help ensure that these philosophies filter into daily practice in the Patrol Division in a more thoughtful, intentional, and meaningful manner.

BerryDunn wishes to highlight two points here. First, the NPD has a separate community relations officer (CRO) unit that is doing some very good work with the community. However, the success of the CRO unit can also lead to an organizational belief that the CRO unit has primary responsibility for community policing for the department. From a fundamental and conceptual perspective, this is inaccurate. Although the CRO unit includes specialized functions and has personnel dedicated to specific CRO activities, the responsibility for COP must reside with each member of the department, and those in patrol are in the best position to engage this work on a daily basis.

The second important point is that for many in patrol, it is not a question of whether they agree with or understand the COP philosophy—the more pressing issue is how they can find the time to be more proactive in this area. It is evident to BerryDunn that staffing and personnel deployment issues have contributed to difficulties for patrol officers in successfully engaging in meaningful community-policing activities on a consistent basis. However, if adjustments are made to staffing and personnel deployments, patrol staff should be afforded more time to perform this vital aspect of work.

In conversations with staff, BerryDunn discussed the use of data within the organization. Based on various interviews, reports, and other data reviewed by BerryDunn, it is evident the department has access to various crime and personnel data. However, BerryDunn saw limited evidence that this data was being put to optimal use from an operational perspective. Some of this relates to the lack of a full-time position dedicated to this purpose. BerryDunn is aware that the NPD is committed to and working toward developing an operational focus that is more data-driven. Of course, this requires not only the gathering of pertinent data but also the personnel and capacity to analyze these data. BerryDunn explores this area further in Chapter 10 of this report.

III. Support Services, Specialty Programs, and Assignments

This section provides a description of the various units and programs within the NPD that provide the resources for officers to do their job and meet the demands of the public. This section will briefly overview the operational divisions and sections that exist for the purpose of supporting the core mission of effectively policing the City. Much of the information from this section was provided directly from the command staff within the NPD, based on a data request from BerryDunn. Although BerryDunn mentions them briefly in this section, several areas are addressed in detail later in this report. Those areas include the following:

- Patrol (Chapter 4: Patrol Services)
- Investigations (Chapter 8: Investigations Services)
- Crime Analysis (Chapter 10: Data, Technology, and Equipment)
- Training and Academy (Chapter 11: Training and Education)
- Professional Standards/Internal Affairs (Chapter 13: Internal Affairs)

Office of the Police Chief

The Office of the Police Chief is comprised of the police chief, an administrative technician, and the PIO/crime analyst for the department. The police chief and commanders provide overall guidance, policy direction, and management for all police department operations, programs, and police services in the community. They are also responsible for establishing high ethical and professional standards and promote the mission and vision for the organization.

Public Information Officer/Crime Analyst

Within the NPD, one full-time staff member manages the PIO and crime analyst responsibilities. As mentioned, BerryDunn recommends separating these roles into two positions. There is a substantial need for the NPD to engage a strong communication strategy. BerryDunn has already outlined a recommendation for the development of a communications strategic plan, and the PIO is in a good position to manage department communications, both internally and externally. Given the need for improved communication for the NPD, it is important that there is a person fully dedicated to these duties.

The PIO role currently includes proactively promoting the department through various means, including social media, community meetings, and other forums, educating the public on topics of interest that have a law enforcement or police department connection, and acting in a forward-facing role in addressing the media on department operations and regarding incidents of particular interest to the community. The role also includes coordinating community outreach programs, which often involve numerous members of NPD staff.

The role of the crime analyst for the NPD involves conducting research, interpreting, preparing, analyzing, and disseminating information relevant to actual and anticipated criminal activities and relationships, to increase the effectiveness of patrol deployment, crime prevention, and the apprehension and prosecution of criminal offenders. Although BerryDunn has seen data produced by the crime analyst, and the data has value, the NPD does not follow a data-driven policing strategy. This is something BerryDunn elaborates on in Chapter 10. However, as with the PIO position, the NPD would benefit greatly from having a full-time person dedicated to these responsibilities.

It is BerryDunn's position that although the PIO has managed current responsibilities well, there is more that can be done, both from a PIO perspective and otherwise. BerryDunn is aware that the NPD intends to expand the CRO unit, which will generate more community outreach opportunities and associated work. In addition, as noted above, there is a need for a communication strategy within the NPD, and the PIO should manage these duties. In addition, within the proposed organizational structure, the PIO position would also act as an executive officer (civilian position) to the chief of police. This could involve drafting grant applications or administering grants, reviewing and/or researching policies, or a host of other functions that would benefit the chief. Having a dedicated person available for these functions would be a significant benefit. This collection of duties and responsibilities requires the dedication of a full-time position, and BerryDunn recommends the separation of PIO and crime analyst duties and the creation of a PIO/executive officer position, as part of the reorganization.

Investigations Division

The NPD uses a centralized investigations structure that includes a commander overseeing the unit, one sergeant, and 11 investigators. The Investigations Division currently has one officer assigned to the drug task force, with 10 general investigators. Although some investigators specialize in certain cases (e.g., homicide, sexual offenses), the NPD does not separate personnel into specific investigative units. In addition, the criminalist (crime scene technician) and the evidence technicians (1.5 property room positions), and victim services/crime victim advocates are a part of the Investigations Division. As noted above, BerryDunn provides substantial details on the Investigations Division in Chapter 8 of this report. However, this section provides additional details concerning the supporting units within that division.

Property and Evidence

The evidence technicians maintain the security and control of the property and evidence rooms. Daily activities for this unit include intake of evidence, release of property and evidence,

maintaining digital evidence, routine audits, and property inventories. Staff are also responsible for strict adherence to storage and preservation of evidence to prevent damage, tampering, and theft. This unit is staffed by one full-time and one part-time staff member. Staffing appears adequate to manage the property room.

In discussions with property room staff, BerryDunn learned that several control standards for the property room could be improved. These relate to regular and spot audits, control of sensitive items (e.g., drugs, guns, negotiables), security procedures, and video monitoring of the property room. The NPD should revisit the property and evidence control, security, and audit policy and procedures. BerryDunn provides additional details on this in Chapter 9.

Criminalist/Crime Scene Investigator (CSI)

The purpose of the criminalist/CSI is to provide investigative support in all areas pertaining to physical evidence. The CSI investigates and collects physical evidence at major crime scenes and in some instances at minor crime scenes. The CSI provides some laboratory analysis to include photography, latent print development and bloodstain analysis, and also works as an evidence technician.

Having a dedicated CSI within the NPD has significant value. This resource, when utilized properly, can improve the quality and quantity of evidence collected and reduce the time that patrol officers and/or investigators need to spend collecting evidence. However, there is no clear policy on when to call out the CSI, which has reportedly resulted in underutilization of this valuable resource. To correct this, BerryDunn recommends developing a clear policy on when to use the CSI. BerryDunn provides additional details on this in Chapter 9.

Victim Services

The NPD provides victim services through a collaborative partnership with an advocacy group. The team, which was established in 1987, includes 7 advocates, 3 of whom are bilingual, and it serves both the NPD and Thornton Police Department.

The purpose of this unit is to provide support, guidance, and assistance to victims and witnesses of crimes and to ensure they are aware of and receive the rights afforded to them under the Victims' Rights Act. Victims' advocates provide assistance in the form of emergency needs and referrals for services and resources to people experiencing traumatic events. Victim advocates are on call 24 hours a day so they can respond quickly to the scene of a crime, accident, or to a victim's location to provide support and information. The advocates work with the detectives in the Investigations Division to help facilitate/schedule interviews and exams with victims. The advocates explain and support victims throughout the process, from investigation to prosecution of the criminal case. The advocates also act as a liaison between detectives and victims and help ensure victims are treated with fairness, dignity, and respect, and that they are informed, present, and heard.

At the time of this report, data for the full calendar year of 2019 was unavailable. However, between January and November of 2019, the victims' services unit served 1,362 victims in the City of Northglenn. The unit served 653 victims of persons crimes and over 684 victims of property crimes. Advocates also spent 1,915 hours on scene for victim advocacy callouts.

The presence of a full-service, full-time advocacy group that is available 24 hours a day to serve the community of Northglenn is remarkable. This group has significant experience and resources and provides a vital link for crime victims as they navigate the criminal justice process. BerryDunn is aware that this unit is currently embedded within the Investigations Division. However, the services of this unit span the entire organization, and it is critical that the NPD develop a victim-centered approach. As noted, the NPD has initiated a SBB campaign, and that is a good start. To further the organization-wide approach to serving victims, BerryDunn is recommending a shift in the oversight of this group within the NPD; see Figure 5. Although BerryDunn expects this group to continue to work primarily with the Investigations Division, shifting the oversight should result in an opportunity to engage more readily with other sections of the NPD.

North Metro Drug Task Force (NMDTF)

The NPD is one of several agencies that contribute resources to the NMDTF. The NMDTF is comprised of detectives from police agencies in Adams County, Colorado, and works with federal agencies such as the drug enforcement administration (DEA) and the bureau of alcohol, tobacco, and firearms (ATF). The purpose of this unit is to investigate drug-related crimes and enforce Colorado and federal drug laws. The task force investigates illegal drug activity from information obtained through local agencies, federal agencies, community tips, Crime Stoppers and undercover work.

From January through August of 2019, case statistics from the NMDTF include: 124 arrests in Northglenn, 3 surveillance operations, 4 search warrants, and 112 patrol filings.

In discussion with the detective assigned to the NMDTF, BerryDunn learned that the NPD is allotted two positions on the NMDTF, when available, but that currently there is only one NPD staff member assigned. BerryDunn also learned that there are no prescribed performance guidelines, expectations, or reporting requirements from the NMDTF to the NPD. Although BerryDunn recognizes the valuable purpose served by drug task forces, it is also important to have clear expectations for assigned personnel, along with a mechanism for supervising them and evaluating them against those expectations. BerryDunn recommends that the NPD work with the NMDTF to develop a set of performance guidelines, expectations, and reporting processes to help ensure that NPD personnel are meeting expectations and that their work with the NMDTF is supporting the overall public safety mission of the NPD.

Patrol Division

The purpose of the Patrol Division is to work in partnership with the community to enhance public safety and prevent crime through education and enforcement, and to respond to CFS from the community and protect the rights of all individuals.

The Patrol Division of the NPD is the largest section within the department. There are 49 personnel assigned to this section, which includes 1 commander, 6 sergeants, 39 police officers, 2 animal control officers, and 1 administrative specialist. Patrol personnel within this section are broken into two patrol teams working three primary shifts to provide overall staffing of the patrol schedule.

BerryDunn provides extensive details concerning the primary patrol workloads and operations in Chapter 4 of this report.

Animal Control Unit

Within the NPD, animal control officers are primarily responsible for domestic animal-related issues and some wildlife issues such as sick animals. In addition to the animal-related calls, animal control officers work with code enforcement issues and other CFS that are mainly traffic and parking related. This unit is staffed with two full-time non-sworn personnel.

As with patrol staff, animal control officers are dispatched through the Adams County Communication Center (ADCOM). As a result, all CFS activity of the animal control officers is collected and captured through the computer aided dispatch (CAD) system. BerryDunn conducted an extensive analysis of the CAD data for the NPD, which is detailed in Chapter 4. As part of that analysis, BerryDunn isolated the activity of the animal control officers. This data is provided in Table 25.

As Table 25 shows, animal control officers responded to more than 1,400 incidents in a primary capacity, and over 200 incidents as backup. The total recorded on-scene time for these incidents is approximately 910 hours. BerryDunn will expand this discussion in Chapter 4, but this data shows that the animal control officers are busy. More importantly, however, the data in Table 25 reflects a workload that sworn police officers would need to manage, if not for this unit. Again, BerryDunn discusses patrol workloads in detail in Chapter 4, but the volume shown in Table 25 is equivalent to the available workload capacity of two sworn police officers. Essentially, the NPD is accomplishing this work with staff who are capable of performing it, and more cost-effectively, because these tasks do not require a licensed officer.

Table 25: Animal Control Activity

Category	Primary		Backup	
	Count	Hours	Count	Hours
Abandoned Vehicle	165	74:55:42	18	16:19:59
Alarm			1	0:00:11
Animal – Criminal (Bite, Cruelty, Ordinance Violation)	753	377:41:39	90	110:39:51
Animal – General	288	122:57:34	23	29:13:22
Assault/Aggravated Assault			1	0:40:59
Attempted Contact with a Party/Suspect/Vehicle	1	1:33:23	3	3:45:35
Attempted Paper Service	1	1:05:03		
Be on the Lookout (BOLO)			2	0:56:17
Child Abuse/Neglect/Out of Control			1	0:36:23
Citizen/Community Assist			1	0:22:02
Civil	2	0:47:24	1	1:46:55
Code Violation	9	2:15:00	3	2:38:32
Death			1	2:14:56
Disturbance			1	0:24:31
Domestic Violence			2	4:55:42
Fire/Public Hazard			2	2:41:02
Fraud/Forgery			1	0:33:14
Graffiti			1	0:59:48
Gun Incident			1	1:57:57
Lost/Found Property	14	9:58:34	5	9:59:59
Medical	1	0:02:55	5	1:50:45
Mental Health/Suicidal			1	1:35:02
Missing/Found Person			3	8:15:57
Motor Vehicle Crash Unknown/Other			2	5:52:39
Motor Vehicle Injury Crash			1	1:16:03
Motor Vehicle Property Damage Crash	1	0:33:42	2	0:38:47
Mutual Aid/Request for Cover			2	5:45:01
Parking Violation	117	58:02:43	10	11:46:39

Category	Primary		Backup	
	Count	Hours	Count	Hours
Recovered Stolen Vehicle/Property	17	9:09:17	2	3:18:41
Shoplifting			1	1:45:34
Suspicion	1	0:15:24	2	0:46:37
Telephone Message	19	6:28:10	2	2:47:05
Theft			1	0:30:23
Traffic Complaint	9	2:58:47	2	0:27:46
Traffic Hazard	9	2:09:00	1	0:06:06
Unwanted Person			2	0:30:16
Vehicle Inspection			3	1:41:04
Welfare Check			3	0:48:31
Total	1407	670:54:17	203	240:30:11

Source: Agency Provided Data

As BerryDunn explains in detail in Chapter 4, the NPD has a need to add patrol staff to manage the overall work volume. However, there are CFS, similar to those outlined in Table 25, which non-sworn personnel could manage. Because there is a direct one-to-one ratio of workload hours saved in patrol compared to hours worked by the animal control officers, there is also a direct fiscal savings in using these personnel to manage CFS that do not require sworn personnel.

At present, the responsibilities of the animal control officers are focused and primarily involve animals and parking. However, changing the job title and duties and responsibilities of these personnel, and adding staff, would reduce the overall patrol workload and the overall expense in managing it.

In many police agencies, non-sworn uniformed staff (typically called community service officers or CSOs), handle a variety of service and criminal calls (particularly if there is no evidence to collect and/or no suspect information) that do not require a sworn officer. An example list includes the following:

- No pay gas drive-off/theft
- Theft
- Graffiti
- Vehicle burglaries (thefts from a motor vehicle)
- Vehicle or other property damage
- Callbacks and information requests
- Damage to property

- Crashes on private property
- Predatory offender registration (POR) intake and paperwork possessing
- Property lost or found (e.g., bikes, abandoned bags)
- Animal calls including dogs in cars, barking dogs, dogs running loose, and nuisance animals
- Hit-and-run on private property
- Fraud with no financial loss
- Motorist assists/stand by

The above list is not intended to be all-inclusive or prescriptive. It is merely an example of the types of CFS that CSOs typically handle. From BerryDunn's perspective, CSOs could perform numerous support functions, including animal control, parking, crowd and traffic control, assistance on motor vehicle crash scenes and crime scenes, and park patrols, among others. BerryDunn is aware that the animal control officers are already performing some of these functions. However, regardless of the final configuration, converting animal control staff to a CSO unit would offset a substantial amount of workload that sworn staff currently manage.

Given the potential benefits and suggested expansion of job duties, BerryDunn recommends that the NPD convert the animal control officers to CSOs and add two personnel to the unit, for a total of four full-time non-sworn staff members. This would allow the NPD to staff CSOs for two shifts per day, covering approximately 7 a.m. to 11 p.m. This time frame would maximize their value and their ability to reduce the obligated workload for patrol.

There are two other reasons why it might be beneficial for the NPD to expand and change the function of the animal control unit. First, the City currently has people assigned to code enforcement. In discussions with City staff, there might be a benefit in shifting some or all of those duties to the police department. BerryDunn notes that it is common for police departments to manage all—or substantial portions of—code enforcement, and this might be an area of consideration for the NPD. The second reason relates to recruiting and staffing. Many police departments use their CSO programs as a feeder for sworn positions in the department. This is an excellent model, and it can increase success rates for candidates while also reducing initial training time and costs.

Regardless of the additional considerations, BerryDunn recommends adjusting the duties and responsibilities of the animal control unit and adding personnel. The final staffing recommendations for patrol presume this expansion, and if this does not occur, additional sworn officers would be required to manage the overall workload.

Support Division

The Support Division is responsible for coordinating and directing department training, recruiting, and the transition of new personnel into the training academy. The Support Division is also responsible for uniforms, equipment, fleet management, inventory control of sensitive items, and community relations.

Community Relations Officers (CROs)

The CROs are responsible for coordinating and directing the department's community events and the citizens' academy. The CROs act as the department's liaison with the City's multi-family housing complexes, homeless population, business entities, and other external stakeholders. The CROs also assist with hiring, recruiting, and training. This unit is staffed with two full-time personnel.

BerryDunn met with the CRO for the NPD, and the list of duties and responsibilities for this unit is remarkable. BerryDunn notes the great value of this unit for the department and the community but reiterates that COP must be a department-wide strategy. Although there are certain aspects of COP that are more appropriately managed by the dedicated personnel in this unit, BerryDunn encourages the NPD to use the CROs in a guiding and supporting role for other COP activities throughout the department, encouraging robust activity by other department staff, particularly those in patrol.

Training

The training unit is responsible for coordinating and directing department hiring, recruiting, training, and community events. This unit also assists with background checks and community events. The duties and tasks associated with the mission of this unit are resource intensive. At present, the unit is staffed only with a sergeant. Staff have indicated that the addition of a training officer would increase the efficiency of the unit. BerryDunn provides additional details on department training in Chapter 11 of this report. However, given the duties and responsibilities of this unit, assigning a second officer would be helpful. BerryDunn notes that the 2022 staffing plan for the NPD includes a second officer in this unit.

School Resource Officers (SROs)

The NPD has established a relationship with the local school district to provide a law enforcement presence in Northglenn schools. As a part of this agreement, the NPD provides an officer to each of the two high schools and an officer for the middle school. These SROs are also responsible for the elementary schools but spend the bulk of their time at the high schools and middle school. BerryDunn provides additional details on the SROs and youth engagement in Chapter 6 of this report.

Administrative Division

The overarching purpose of the Administration Division is to support the vision, values, and mission of the NPD. The Administrative Division provides services directly to the community through the records unit and IA. The Administrative Division is supervised by a commander. The records unit has one primary supervisor and two lead records staff who perform some supervisory functions but are not formal supervisors. The IA unit is staffed by one sergeant.

Records

The Records Unit is ultimately responsible for the safe-keeping and distribution of all crime reports and reporting. The unit processes all reports taken, ensures data and reporting requirements are met, then distributes reports and other documents to municipal and county courts, the public on request, and to state and federal crime data reporting. The unit also assists and supports operations with various services such as fingerprinting, background checks and clearance letters, vehicle identification number (VIN) inspections, and tows and impounds. The unit is also responsible for national criminal information center (NCIC) terminal guard providing direct information to officers related to warrants, criminal history checks, and other NCIC and Colorado criminal information center (CCIC) data requests.

At BerryDunn's request, the NPD provided a detailed breakdown of the duties of the records unit. A summary of primary duties is listed below:

- Monitors police radio and transmits via radio a variety of information to police officers and other agencies as needed. Conducts a variety of queries, entries, modifications, and cancelations utilizing CCIC/NCIC computer regarding driver's licenses, vehicle registration, stolen property, wants and warrants, criminal history records, investigative files, and related reports. Reviews CCIC/NCIC computer input of other coworkers to ensure accuracy. Responds to messages from other agencies giving or receiving information. Validates CCIC/NCIC entries.
- Processes police reports, disseminates copies to appropriate authorities, updates or prepares appropriate records, cross-files records, logs tickets. Releases reports to citizens, businesses, and other government agencies following the Colorado State Statutes regarding records release. Enters data into the NPD's RMS system. Conducts a variety of queries against the system that search for data errors and duplication and then cleans up those errors. Files reports, summonses, ID photographs, and miscellaneous correspondence. Interviews victims and writes crime reports in cases that do not require immediate follow-up or arrest; may handle accident reports that do not require citations or other follow-up. Enters reports into in-house computer system and completes processing. Audits case files. Validates reports for accuracy of NIBRS coding. Resolves errors for NIBRS submissions reports.
- Acts as deputy municipal and county court clerk for bonding and fine purposes. Processes municipal warrants by obtaining case numbers, entering into various computer systems, and running criminal histories and department of motor vehicle (DMV) records.
- Confers with citizens regarding civil problems or complaints. Confers with parents of runaways; writes reports and is responsible for follow-up in most cases.
- Fingerprints citizens for bonding, real estate applications, school/day care employees, sales licenses, and other statutory purposes.

- Maintains call lists and performs call-outs for a variety of emergencies, for example, special weapons and tactics (SWAT) team as required, appropriate personnel in weather emergencies (e.g., tornadoes, snow storms), and others as needed.
- Processes incoming mail and forwards copies of reports to insurance companies, district attorneys (DAs) office, probation and parole, etc., and receives subpoenas for officers.
- Performs notary duties for officers, detectives, and citizens.
- Researches various requests for officers, detectives, citizens, and other City departments.
- Collects and secures cash from the public for bonds, fines, and fees for various services.
- Maintains records using basic accounting principles.
- Collects and secures money bags for other City departments on the weekends during the summer.
- Performs a variety of miscellaneous typing and filing on an as-needed basis to assist other divisions.

Based on the above information and the interviews BerryDunn conducted with records staff, it is clear that the records unit at the NPD performs many functions. One of the functions noted above and expressed during interviews involves the records unit correcting and/or updating reports submitted by patrol officers. In many cases, patrol officers will often complete only the arrest module and the associated narrative report, and then the records unit will complete the actual incident report using the information from the arrest module. In addition, the records unit reports routinely correcting errors and completing incident reports for patrol.

BerryDunn recognizes that this activity is common in records units, particularly as it relates to making very minor adjustments (e.g., the officer transposed a name or a number, the terms *suspect* or *complainant*). However, although it might seem that having the records unit complete and correct incident reports is the most efficient use of resources, it actually contributes to reduced efficiency and effectiveness. When the records unit routinely corrects reporting issues, the reporting officer does not learn to do it properly and this becomes a recurring need for and use of resources. Additionally, supervisors may not be aware of officers writing incomplete or inaccurate reports and, consequently, cannot supervise, coach, and evaluate thoroughly. The NPD should implement procedures to return all incomplete or missing reports to patrol and require the supervisor to ensure the officer completes them properly. Supervisors should be required to review and approve all arrest report modules and all incident reports.

BerryDunn suspects that because of the utilization of the arrest report to inform the incident report instead of the other way around, officers often put more information than is necessary in the arrest report. To clarify, the purpose of the report filed within the arrest module is to establish the probable cause for arrest, not to create a complete narrative report of the incident. The NPD should revise this practice and consider collaborating with local prosecutors to provide

enhanced training on completing probable cause affidavits and arrest reports versus writing complete incident reports within the arrest module.

BerryDunn also learned that the records unit used to cover staffing on a 24/7 basis, as opposed to its current schedule, covering two shifts, seven days a week. Staff explained to BerryDunn that as a result of moving to a two-shift schedule, the NPD has to pay ADCOM approximately \$58,000 per year to monitor the NCIC/CCIC computer for any urgent messages to the NPD from other agencies. Staff also explained that having ADCOM manage overnight NCIC/CCIC services has also resulted in some inefficiencies, as officers often have to wait for ADCOM to send and receive various messages and to notify them of the results, and this can cause time delays for the officers.

In discussions with the administration, BerryDunn learned that the reason the NPD stopped having overnight shift coverage was due more to challenges in finding people who were willing to work that shift, as opposed to a cost savings or operational decision. BerryDunn recognizes that there can be challenges in finding personnel to cover overnight shifts. Still, there would be value in having records staffed 24 hours per day. The benefits are many, but the ability to quickly process reports for those in jail, monitoring those in the temporary holding rooms at the police department, and monitoring the NCIC/CCIC computer are primary among them. It occurs to BerryDunn that the NPD could pay a shift differential for staff working overnight and still save a substantial amount of money by not paying ADCOM \$58,000 to monitor the computer. Accordingly, BerryDunn recommends that the NPD explore this issue further and consider changing the records unit to a 24-hour-per-day operation.

As mentioned elsewhere in this report, the records unit has only one supervisor. Although there are two personnel designated as records leads, the leads do not have formal supervisor authority, and they do not have supervisory authorization within the RMS to perform higher-level functions, in the absence of the unit supervisor. BerryDunn recommends the NPD explore converting one position within records to a supervisor position. This position would report to the unit supervisor and would be able to take on a portion of the supervisory responsibilities for the unit. Although the unit would benefit from this addition—independent of the decision to move to a 24-hour operation—if the NPD chooses to move in that direction, a second supervisor would be even more important to manage overall operations.

There is one additional area pertaining to records that requires mentioning here. As BerryDunn noted in Chapter 1, within the FBI and NIBRS reporting processes, there are standards for classifying cases reported to the department. These classifications help law enforcement agencies understand which cases were solved and/or involved an arrest, which were falsely or erroneously reported, which were investigated but not solved, and which are still pending resolution. BerryDunn elaborates on this data in Chapter 8 and with regard to Table 73, but there is ample data to conclude that these classifications are not being applied correctly on a consistent basis throughout the NPD. To help ensure accurate data for reporting and analysis purposes, the NPD needs to train all personnel involved in case classification on these

categories and their appropriate use. Further, unit supervisors and records staff should monitor these on an ongoing basis and challenge any case or pattern that appears inappropriate.

Professional Standards/IA

IA has the responsibility of ensuring ethical conduct in the organization, while providing an environment of mutual trust and respect with the community as the unit that investigates any complaint of misconduct within the department. The IA unit handles all internal affairs complaints filed either internally or externally and reviews and determines processing of any complaint filed through an online complaint system involving any police employee. Additionally, the sergeant in the unit is responsible for liquor and marijuana enforcement/inspections and some fleet purchasing. This unit is sufficiently staffed by a single sergeant.

BerryDunn provides additional details regarding the IA function in Chapter 13 of this report.

Supplemental Duty Assignments

Perhaps one of the most ambiguous lines in any job description is “any other duties as assigned.” Almost all job descriptions contain this catchall phrase, and although it makes it easy for management to assign specialized duties to staff, it can result in some staffing taking on numerous duties and responsibilities in addition to their primary job.

Although police departments might not be unique in this respect, they have numerous specialty assignments that require constant attention. These can vary from providing in-service training, to managing technology, calibrating preliminary breath testing (PBT) units, and maintaining safety or first aid inventories. Unfortunately, specialized and ancillary functions necessary to service delivery are often unintentionally aggregated among a few individuals. This results in some employees feeling overburdened and other employees feeling they are missing opportunities to contribute and develop professionally. It can also cause service delivery issues if tasks accumulate disproportionately. For example, if most members of a specialized unit or a patrol shift are also members of a tactical response team, then every time that team trains or deploys, the primary team is understaffed. BerryDunn notes this problem is currently acute in the training sergeant position.

One way to solve this problem is to inventory, review, and redistribute specialized/ancillary functions in a deliberate, collaborative, and transparent manner. The NPD should implement an annual or biannual review of distribution of these additional responsibilities and produce and distribute a chart of specialized and ancillary functions to visually demonstrate distribution of these responsibilities and opportunities.

IV. Stakeholder Relationships

As part of this assessment, BerryDunn explored the various stakeholder relationships that affect the operation of the NPD, to include intra-agency (internal units and sections), interagency (other departments), and external stakeholders (professional partners).

Intra-Agency Relationships

During interviews, the NPD staff described internal operations and relationships between units positively, and BerryDunn found no evidence to suggest a pattern of internal conflict between units. Some staff mentioned a gap between patrol and investigations, and a desire for better communication between the two units. However, staff reported this as a desire, not a problem. BerryDunn notes that this is a commonality within police organizations. Because of their varied functions, communication challenges between operational units, particularly between patrol and investigations, are typical. However, there are ways to improve upon this reported gap, and BerryDunn recommends that the NPD consider inter-unit communication as an important aspect of the overall communications strategic plan recommended for development.

Interagency Relationships

When asked, those interviewed described relationships with area law enforcement as generally positive, including various partnerships on a variety of operational levels. Those interviewed noted they work most commonly with the Thornton and Westminster police departments, and with the Adams County Sheriff's Department. Those interviewed consistently reported they get along well with other police agencies and other professional stakeholders they work with on a regular basis. Staff reported no significant issues related to outside organizations.

Professional Partners

Within the context of this report, the term *professional partners* refers to other agencies the NPD interacts with on a regular basis, which might include law enforcement agencies or other organizations such as social services, prosecutors, probation, advocates, mental health organizations, hospitals, and the medical examiner. At the request of BerryDunn, the NPD convened a group of professional partners to engage in a group discussion concerning the working relationships and interactions between those interested groups and the NPD. During one of the on-site visits, BerryDunn met with eight individuals who represented the following groups:

- ADCOM
- Ralston House
- Adams 12 Five Star Schools
- City of Northglenn
- The Link

The discussion with this group was largely positive regarding procedures, practices, and relationships with the NPD and its personnel. Those in attendance described the great relationship the NPD has with the community, and noted Chief May's involvement in particular. The school district described a very positive relationship with the NPD SROs and the department in general. During this meeting, there were a few things mentioned that the NPD should consider for further discussion:

- Ralston House: The Ralston House Child Advocacy Center works with law enforcement, human services, DAs' offices, and the community to provide a safe place to investigate

child abuse and ensure victim services for children who have been physically or sexually abused or witnessed violence.¹¹ The NPD has been very supportive of the Ralston House, and led the initiative to get a new facility in Northglenn. However, as noted previously, statistical data and interviews suggest the need for the NPD to adopt a more victim-centered approach, and there are opportunities for the Ralston House to assist the department in these efforts.

- **The Link:** The Link is a community assessment and resource center, with individualized processing, assessment, screening, and referrals for at-risk youth and juvenile offenders.¹² It appears there is an opportunity for the NPD to expand its use of the services offered by The Link. Dealing with at-risk youth and juvenile offenders can be challenging, and The Link specializes in providing these services. Based on information provided to BerryDunn, changes in Colorado state law will add a layer of complexity to managing this population, and BerryDunn encourages the NPD to explore further and broadened use of The Link.
- **Traffic:** As noted previously, traffic concerns permeated several discussions with community members, elected officials, City staff, and NPD staff. During this meeting, a primary discussion concerned traffic issues around the schools. Although it is apparent that the City has taken steps to evaluate various traffic safety issues around the schools, there are ongoing concerns that additional traffic enforcement and/or evaluation might be necessary. BerryDunn recommends that the NPD include a section on school traffic issues as part of the development of the strategic plan for the traffic unit.

All of the professional partners had positive things to say about the NPD and the relationships between the police department and their organizations. It was evident to BerryDunn that the NPD strives to maintain positive relationships with these professional partners, and that the NPD has been responsive to their needs.

V. Accreditation

Accreditation is a process through which police organizations are evaluated against a set of established criteria that represent typical, standardized, and expected procedures, protocols, policies, and practices of law enforcement agencies. Accreditation provides law enforcement agencies with an opportunity to regularly assess themselves, gauge their conformity with industry standards, and receive feedback that helps prioritize needed changes and improvements for the agency.

The overarching purpose for obtaining accreditation is to help ensure the organization is operating within a prescribed set of standards, and, once established, these operational aspects do not typically change frequently. Although accreditation is helpful and beneficial to an

¹¹ <https://www.ralstonhouse.org/>

¹² <https://www.thelinkcolorado.org/>

organization, it can be an expensive and time-consuming process to maintain this status. Because of these factors, many agencies do not pursue formal accreditation, or they do so on a revolving cycle, as opposed to making it an annual requirement.

The NPD is not currently an accredited agency, but BerryDunn notes the NPD has identified obtaining accreditation as one of its strategic goals. BerryDunn is aware that the State of Colorado has an affordable accreditation program, and encourages the NPD in its efforts to pursue this endeavor.

Although the NPD is not currently accredited, the department does use a national resource for policy development, and this helps ensure that department policies are standardized and in line with national and industry practices. The NPD also publishes an annual report for the public.

VI. Highlights and Best Practices

As BerryDunn noted at the beginning of this report, assessments of this nature tend to focus on areas requiring improvement, and they often fail to mention positive aspects of the operation. During the assessment, BerryDunn asked staff to identify some of the positive aspects of the organization. The following list expresses the common responses:

- Family atmosphere
- Good community engagement
- Good training
- High ethics
- Citizens' academy

In addition to the above topics, one effort at NPD that really shined as promising practices was the development and utilization of the Chief's Advisory Committee (CAC). The CAC was developed to provide a format for employees from the breadth and depth of the department to voice their concerns and collaborate on solutions. There was near universal acclaim from employees about the positive effects of the CAC on operations and morale. NPD should formalize the CAC and use it as a basis for building a similar model for community collaboration. Another promising practice within the NPD involves the SROs use of a process called restorative justice, to divert certain criminal cases. BerryDunn expands on this model further in Chapter 6, however, the use of restorative justice models, particularly for juvenile offenders, is a best practice, and on that BerryDunn encourages the NPD to continue and expand upon.

Summary

Although the organizational structure for the NPD is logically structured and provides an appropriate chain of command, making adjustments to the organizational structure would support larger operational goals and improve service delivery for the NPD. BerryDunn is recommending changes at the command level and the addition of mid-level supervisors to the operational structure.

The NPD has several divisions and units that support overall police operations. Each of these distinct units are valuable, important, and helpful in furtherance of the public safety mission of the NPD. However, BerryDunn recommends substantial changes to the animal control unit, including an expansion of duties and additional personnel. These adjustments will reduce the work burden for patrol and provide additional resources to manage work volume that does not require a sworn officer, resulting in a financial savings to the City.

The records unit within the NPD provides many services that are critical to department operations but are often not readily observable. This unit provides the key support function for all of the paperwork and data that flows through the NPD. Although the unit has sufficient staff, BerryDunn is recommending the NPD create a second supervisor position within the unit and consider moving the unit to a 24-hour operation. There are numerous benefits the NPD can realize from this move, including saving a substantial annual payment to ADCOM to perform critical computer-monitoring services overnight.


Another records-related issue BerryDunn discovered involves the coding and disposition of incidents and case files within the NPD. There are clear standards on how these codes should be applied to police records, but it is evident to BerryDunn these standards are not being consistently applied across the NPD. To correct this, the NPD needs to train personnel responsible for entering these codes and provide ongoing monitoring to ensure appropriate use.




As with most police agencies, the NPD has many supplemental or ancillary duties and responsibilities that the department has assigned to various personnel. BerryDunn is aware that the NPD has not distributed these duties equally, or in a balanced manner, which has resulted in some personnel becoming overburdened. BerryDunn recommends the NPD engage a process to evaluate these assignments and redistribute these duties across the organization.


In conversations with professional stakeholders, BerryDunn learned that the NPD has strong external relationships, and that the NPD has worked with their partners to maintain them. However, additional discussion surrounding crime victims, youth, and traffic safety, would be helpful in meeting community needs.



Recommendations


This section provides the eight formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Operations and Staffing		
No.	Organizational Restructure	Overall Priority
<i>Chapter 3 Section I: Organizational Structure</i>		
3-1	<p>Finding Area: The current organizational structure of the NPD is not optimized to support department goals.</p> <p>The department has faced recent operational challenges—including a high rate of employee turnover—that might have contributed to the current organizational structure performing sub-optimally, particularly in regard to accountability of command staff (as noted in Chapter 2) and the ability of first-line supervisors to train, coach, and actively supervise a department that is young in tenure. The department has experienced struggles with employee retention and has no formal professional development program in place to cultivate and develop future leaders.</p>	
	<p>Recommendation: The NPD should reorganize the operational structure of the department, consistent with the proposed recommended structure developed collaboratively with NPD administration.</p> <p>The revised department structure should support larger organizational transformation goals including professional development and accountability of command staff (as discussed in Chapter 2), additional capacity for training, coaching, and active supervision at the first-line level, increased opportunities for both promotion and professional development of future leaders, enhanced internal communication, and a demonstrated commitment to community-oriented, data-driven, and victim-centered policing.</p> <p>Reorganizing the NPD includes several personnel adjustments:</p> <ul style="list-style-type: none"> • Convert one current commander position (open) to a deputy chief • Convert one current commander position (open) to lieutenant • Convert two current sergeant positions (from patrol) to lieutenant • Create two or three corporal positions per patrol team • Convert current PIO/crime analyst position to a PIO/executive officer position • Create a new full-time crime analyst position • Convert one records position to a supervisor position • Convert animal control personnel to an expanded role and add two personnel to this unit <p>All personnel adjustments and recommendations are outlined in Table 97.</p>	

Operations and Staffing		
No.	Continuity of Supervision	Overall Priority
Chapter 3 Section I: Organizational Structure		
3-2	Finding Area: Although the NPD has routinely appointed acting sergeants, and recently acting commanders, there is no formal selection process or established standard for this process.	 Medium
	Recommendation: NPD should formalize the policy and process for filling acting positions for all ranks, and work to ensure that policy is consistent with City human resources policy and the Fair Labor Standards Act. This will support complementary recommendations in this report about enhancing the internal communications approach and will support recommendations about developing a formal coaching/mentoring/professional development plan. Developing this policy should occur collaboratively and should consider past practices, including any prior processes used.	
No.	NMDTF Performance and Accountability	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-3	Finding Area: The NPD assigns personnel to the NMDTF but has no prescribed written guidelines, expectations, or reporting requirements for NPD personnel assigned to this unit.	 Medium
	Recommendation: The NPD should work with the NMDTF to develop a set of performance guidelines, expectations, and reporting processes, to help ensure that NPD personnel are meeting expectations, and that their work with the NMDTF is supporting the overall public safety mission of the NPD. Although BerryDunn recognizes the valuable purpose served by drug task forces, it is also important to have clear expectations for assigned personnel, along with a mechanism for supervising them and evaluating them against those expectations. At a minimum, these should include reporting lines of authority and supervision, reporting on unit activity, and reporting on individual activity that supports the mission of the unit and the police department.	
No.	Reclassification of Animal Control	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-4	Finding Area: Converting the animal control unit to a CSO unit would reduce the workload volume for patrol and shift a certain portion of the workload to non-sworn personnel, resulting in reduced costs for the City. There are numerous tasks that CSOs could perform, which do not require a sworn officer and which would remove this obligated workload burden from patrol.	 Medium

Operations and Staffing		
	<p>Recommendation: The NPD should convert and reclassify the duties and job title for the animal control unit to a CSO unit and add staffing to support patrol operations.</p> <p>From BerryDunn's perspective, CSOs could manage numerous support functions, including animal control, parking, crowd and traffic control, assistance on motor vehicle crash scenes and crime scenes, and park patrols, among others. BerryDunn is aware that the animal control officers are already performing some of these functions. However, regardless of the final configuration, converting animal control to a CSO unit would offset a substantial amount of workload that sworn staff.</p> <p>Given the potential benefits and suggested expansion of job duties, BerryDunn recommends that the NPD convert the animal control officers to CSOs and add two personnel to the unit, for a total of four full-time non-sworn staff members. BerryDunn sees significant value in shifting duties from patrol staff to CSOs, as this would ease the workload burden for patrol staff.</p>	
No.	Report Writing and Review Process	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-5	<p>Finding Area: The report-writing and review process for incident and arrest reports requires adjustments to improve quality control and ensure author responsibility for the overall quality and contents.</p> <p>Patrol officers will often only complete the arrest module and then the records unit will complete the actual incident report. The records unit also reports routinely fixing errors and completing incident reports for patrol. The report-writing process does not correctly place the burden for quality on the author of the report. Supervisors are not ensuring report quality, and those drafting reports are not being held responsible for creating a quality document.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD needs to revise the report-writing process to place report quality on the author of the report. The process needs to be modified so that supervisors provide quality assurance, education, and guidance to officers, such that the quality of their reports improves and fewer errors and need for revisions occur.</p> <p>The NPD should implement procedures to return all incomplete or missing reports to patrol and require the supervisor to ensure the officer completes them properly. Supervisors should be required to review and approve all arrest report modules and all incident reports. The NPD should collaborate with local prosecutors to provide enhanced training on completing probable cause affidavits and arrest reports versus writing complete incident reports within the arrest module.</p> <p>In addition to general revisions to the report writing process, the NPD should consider requiring officers to collect and report on solvability factors within RMS for all criminal cases. See policy 600.5.1, and Chapters 4 and 8 of this report for additional details.</p>	

Operations and Staffing		
No.	Records Unit Schedule	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-6	<p>Finding Area: Adjusting the schedule of the records department to be staffed 24 hours per day would save the NPD substantial money currently being paid to ADCOM for overnight NCIC/CCIC computer monitoring.</p> <p>The NPD pays ADCOM \$58,000 per year to monitor urgent NCIC/CCIC messages. If the NPD were to staff the records unit 24 hours a day, NPD could perform this function and it would be unnecessary to pay ADCOM this money.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD should explore the feasibility of changing the hours of the records unit to cover 24 hours per day.</p> <p>Officers report delays in obtaining information from ADCOM during the overnight shift, as well as a desire to have records staff available to assist with monitoring persons in the temporary holding rooms, assisting with processing paperwork, and other tasks.</p> <p>The records unit used to be staffed on a 24-hour basis, but due to challenges in keeping staff during the third shift, this was abandoned. Instead, the NPD now pays ADCOM for computer monitoring services. BerryDunn recognizes that hiring and keeping staff who are willing to work the overnight shift can be challenging. However, there would be operational benefits to doing so, and it would likely result in a cost savings to the department. Accordingly, BerryDunn recommends that the NPD explore a schedule revision to accommodate 24-hour coverage in the records unit. To be clear, BerryDunn is not recommending additional personnel. The recommendation would include moving existing or replacement personnel into the overnight shift.</p> <p>In conjunction with the discussion on moving the records unit to a 24-hour operation, the NPD should consider creating a second formal supervisor within the unit.</p>	
No.	Report/Crime Clearance	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-7	<p>Finding Area: Data indicates the NPD is using clearance and closure categories incorrectly.</p> <p>Based on a review of case data provided to BerryDunn by the NPD, it appears there are numerous errors in case classification. Case closure or clearance categories are established by the FBI, and the application of these is not always clear to all staff. Using closure and clearance codes correctly helps ensure accurate reporting, so that appropriate data analysis can occur.</p>	 <p>Medium</p>

Operations and Staffing		
	<p>Recommendation: The NPD should ensure a clear understanding of the protocols for all case clearance and closure classifications, train appropriate personnel on their use, and take steps to apply these uniformly throughout the department.</p> <p>Although not all personnel within the NPD are responsible for setting case closure or case clearance codes, all personnel who have these responsibilities should be trained in their use. Moreover, unit supervisors and the records unit should routinely monitor the use of these codes to ensure they are being applied correctly.</p>	
No.	Supplemental Duty Assignments	Overall Priority
<i>Chapter 3 Section III: Support Services, Specialty Programs, and Assignments</i>		
3-8	<p>Finding Area: Specialized and ancillary functions necessary to service delivery have aggregated among a few individuals and need to be reviewed for redistribution.</p> <p>Having too many ancillary duties assigned to a small number of people results in some employees feeling overburdened and other employees feeling they are missing opportunities to contribute and develop professionally. It can also cause service delivery issues if tasks accumulate disproportionately.</p>	 Medium
	<p>Recommendation: The NPD should inventory, review, and redistribute specialized/ancillary functions in a deliberate, collaborative, and transparent manner.</p> <p>The NPD should implement an annual or biannual review of distribution of these additional responsibilities and produce and distribute a chart of specialized and ancillary functions to visually demonstrate distribution of these responsibilities and opportunities.</p>	

Chapter 4: Patrol Services

The purpose of the Patrol Division is to identify and hold criminals accountable, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the community members of Northglenn. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. The Patrol Division responds to emergency and nonemergency CFS. When not responding to these calls, officers in this section use non-obligated time to actively patrol their beats, which the NPD refer to as districts. This section of the report provides substantive details concerning the structure of the Patrol Division, along with data and analysis regarding workloads and personnel deployments.

I. District and Personnel Deployment

The authorized staffing levels for the Patrol Division are provided in Table 26. BerryDunn notes that the workload and staffing model for patrol relies upon calculating the actual time available for those officers who routinely respond to CFS. For the NPD, this includes only those at the officer rank assigned to patrol duties; that number is 39 (includes the total authorized number of line-level patrol, excluding officers in specialty assignments and supervisors).

Table 26: Sworn Patrol Staffing and Distribution of Personnel

Section	Total Number
Commanders	1
Patrol Sergeants	6
Patrol Officers	39
Other Units Assigned to Patrol	
Community Relations Officers	2
SROs	3
Traffic	3
*Totals	54

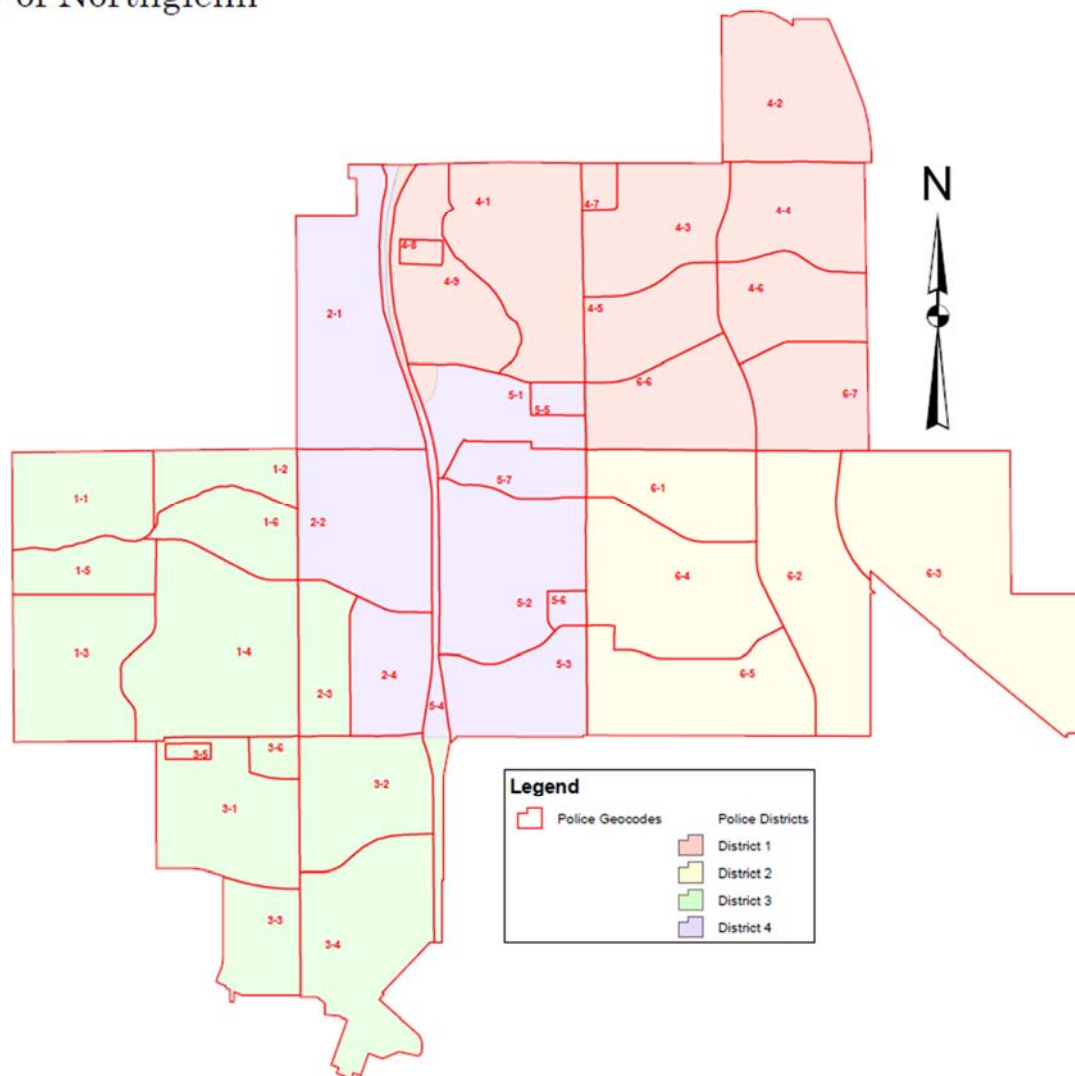
Source: Agency Provided Data

*Includes vacancies

The NPD separates the city into four primary patrol districts, which are depicted in Figure 6. The patrol districts are numbered 1 – 4 and include sub-numbering.

Figure 6: District/Beat Map

Police Districts City of Northglenn



Source: Agency Provided Data

The geography of the City can be an important factor in understanding staffing demands and personnel allocations. As noted previously, the land area of Northglenn is roughly 6.5 square miles (excluding the wastewater treatment plant). If the patrol districts were distributed equally in terms of geography, the average size would be approximately 1.625 square miles. BerryDunn asked the NPD to provide data on the size of the patrol districts, and that data has been provided in Table 38. Due to mapping calculations, the land mass measured was 6.32 square miles. If this number were divided equally, each district would be approximately 1.58 square miles. According to data provided by the NPD, district sizes range from 1.39 to 1.80 square miles, which is very close to an equal distribution of land across the four districts.

Although the geographic size of the districts is very similar, as BerryDunn points out later in this chapter, service volumes are not. District volume ranges from 6,800 CFS to 14,000 CFS from the lowest to the highest volume by district. As BerryDunn will explain, this is a significant disparity that requires attention so the NPD can staff these areas appropriately.

Staffing levels within police department are always in flux, as are position assignments and unit allocations. BerryDunn recognizes that some of the numbers in Table 26 reflect *authorized* staffing levels, not *actual* staffing levels, so actual staffing numbers might be slightly out of alignment with respect to the current conditions within the report. The workload calculations BerryDunn uses in this report rely on full staffing of the allocated positions. If one or more positions were vacant, these workload obligation calculations would increase in ratio to the number of vacant positions. Staffing needs are discussed later in this section, but it is BerryDunn's assessment that the NPD is in need of additional resources for the Patrol Division, and certain organizational structure changes are warranted (which have already been described in Chapter 3).

Table 27 below shows the start and finish times for the various patrol shifts in use by the NPD. This table also shows the minimum staffing levels and personnel allocations for each shift and includes data on supervisor staffing. The NPD patrol schedule uses a four-day-on, three-day-off rotation, with three primary 10-hour shifts used to cover each day.

Table 27: Patrol Watch Shift Hours

Shift	Begin	End	Number of Hours	Maximum Number Scheduled per Day	Shift Minimum (formal or informal)	Corporal or Sergeant Y or N	Other Supervisor Y or N
Day Shift Patrol	0600	1600	10	6	4	N	N
Day Shift Sergeant	0600	1600	10	1	1	Y	N
Patrol Commander	0530	1530	10	1	1	N	Y
Swing Shift Patrol	1500	0100	10	6	4	N	N
Swing Shift Sergeant	1500	0100	10	1	1	Y	N
Night Shift Patrol	2030	0630	10	5	3	N	N
Night Shift Sergeant	2030	0630	10	1	1	Y	N

Source: Police Department Provided Data

Although the structure of the shifts is designed to produce overlaps that provide additional capacity to respond to CFS, they do not fully respond to peaks and valleys in CFS distribution. This is particularly true when the daily patrol staffing is at minimum levels. BerryDunn will examine coverage and schedule issues more thoroughly later in this section.

II. Patrol Call Load and Distribution of Calls for Service

BerryDunn examines workload data in several places throughout this report, most notably those that relate to patrol/field staffing requirements and follow-up investigations demand. BerryDunn uses CFS as a primary means to calculate obligated workload within the Patrol Division. CFS data are also critical in analyzing timeliness of police response, geographic demands for service, and scheduling and personnel allocations. For analysis purposes, BerryDunn will provide numerous tables and figures that outline various aspects related to CFS.

Table 28 shows a list of allocated work captured by CAD for a fiscal calendar year, starting on January 22, 2019, and ending on January 22, 2020. The reason for the NPD selected these months is simply that this was the most current information available at the time the project started. Although BerryDunn typically uses a calendar year for data analysis, the data produced by the NPD was used, rather than asking the NPD to run a new report. Accordingly, the CAD data referenced throughout this report will be reflected as 2019 data, but the data actually refers to the fiscal year outlined here.

There are two important aspects of Table 28 to point out. First, BerryDunn has separated the workload provided in this table into categories that indicate patrol, supplemental patrol, investigations, non-patrol, non-CFS data, and non-Northglenn units, and it is important to understand the distinction between the different categories shown. Patrol refers to those officers who routinely are responsible for handling CFS. Supplemental patrol refers to those officers who support the patrol function and who might occasionally answer CFS, but for whom CFS response is not a primary responsibility. Investigations activity relates to workload volume captured by CAD for investigators for the NPD, but which is not CFS related. Non-patrol includes work volume that refers to officers who are not responding to CFS. Although this information relates to work performed by the NPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the BerryDunn workload calculation formula. Non-CFS data relates to records in CAD that do not represent actual CFS activity (e.g., test records). Lastly, non-Northglenn units refers to activity from other police agencies (e.g., Thornton, Westminster, Commerce City), as this is not NPD activity.

The second point to understand is that the totals in Table 28 include both community- and officer-initiated activity. This is noteworthy because the BerryDunn workload model categorically separates these CFS and relies on obligated workload that emanates primarily from community-initiated calls.

Community-initiated work effort by patrol represents approximately 25,000 hours of the obligated workload shown in Table 28. Although other units support the patrol officers and engage in a certain amount of community-initiated CFS, it is evident that patrol officers are responsible for the bulk of the obligated time associated with community-initiated CFS.

Table 28: Patrol and Supplemental Patrol Unit Hours

Patrol	Community	Officer	Grand Total
Patrol – Day Shift	8991:44:28	1841:13:46	10832:58:14
Patrol – Night Shift	5427:56:59	4157:34:21	9585:31:20
Patrol – Swing Shift	10923:28:14	2148:33:43	13072:01:57
Subtotal	25343:09:41	8147:21:50	33490:31:31

Supplemental Patrol	Community	Officer	Grand Total
Animal Control	1228:45:32	662:45:58	1891:31:30
Desk Officer/Light Duty	284:45:05	11:06:54	295:51:59
Off-Duty/Special Duty	318:34:37	1078:06:49	1396:41:26
School Resource Officers	456:42:07	3541:35:18	3998:17:25
Sergeant – Days	1363:38:28	282:03:10	1645:41:38
Sergeant Duty on Double-Up Days	57:25:05	8:05:36	65:30:41
Sergeant – Nights	1150:09:56	433:44:24	1583:54:20
Sergeant – Swings	1540:14:27	290:25:12	1830:39:39
Traffic Crashes/Cover	3897:26:47	1858:24:50	5755:51:37
Traffic Special Enforcement	23:16:59	187:34:52	210:51:51
Subtotal	10320:59:03	8353:53:03	18674:52:06

Investigations	Community	Officer	Grand Total
Subtotal	122:06:18	91:08:10	213:14:28

Non-patrol	Community	Officer	Grand Total
Subtotal	1328:58:48	146:41:44	1475:40:32

Non-CFS Data	Community	Officer	Grand Total
Subtotal	0:09:42	0:00:38	0:10:20

Non-Northglenn Units	Community	Officer	Grand Total
Subtotal	101:21:32	201:44:29	303:06:01
Totals	37216:45:04	16940:49:54	54157:34:58

Source: Police Department CAD Data

Arguably, some of the CFS responses allocated in the patrol category might not relate to calls for service that are part of the patrol obligation, and there are likely CFS that were handled by secondary supplemental patrol units, which do relate to primary CFS workload. Similarly, some of the CFS responses within the non-patrol category might be in support of a call that patrol handled. However, without a case-by-case breakdown, it is not possible to be certain of these numbers. Despite the potential for variances in the data, BerryDunn is confident that these allocations and our subsequent calculations accurately reflect the total obligated patrol response demands, and that the variations that might exist within the categories would not significantly affect the categorical totals or the calculations used by BerryDunn to determine staffing levels.

Although Table 28 contains the relevant data that relates to the calculations required for this assessment, BerryDunn has included the full calculation of hours from the CAD dataset in the appendix (see Appendix C, Table 2).

Methodology

The BerryDunn project team obtained a comprehensive CAD dataset from the NPD for fiscal calendar year January 22, 2019, through January 22, 2020. The dataset contained more than 75,000 line entries, reflecting 54,157 hours of work effort. This total number of hours reflected the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they related to obligated patrol workload. First, numerous data did not appear to represent primary response to CFS within patrol. These data belonged to various units with the department, including the SROs, investigators, code enforcement, and crime victim advocates to name a few. As part of the analysis process, BerryDunn separated and removed these data.

The second issue involved officer-initiated as opposed to community-initiated activity. As noted above, the BerryDunn workload model relies upon a separation of these activities, and accordingly, it was necessary to split these data as part of the analysis. The total number of obligated community-initiated workload hours in the patrol category was approximately 25,343. The number of officer-initiated workload hours for patrol was approximately 8,147. Again, these data were split apart from the obligated workload total for patrol.

The third issue relates to the data within CAD that is not part of the obligated workload for the patrol officers. This data includes both community- and officer-initiated data, which is reflected in Table 28 in the supplemental patrol, non-patrol, investigations, non-CFS, and non-Northglenn unit categories. As part of the analysis process, BerryDunn separates these data so that only the obligated workload data remains, and this number is used for calculating patrol staffing needs. Table 59 in this chapter illustrates the mathematical calculations BerryDunn used to determine the final workload obligation totals.

There were significant challenges and limitations within the CAD dataset that the NPD provided to BerryDunn. There were many empty cells within the dataset, including missing times associated with unit response, missing district codes, and missing source data relative to whether incidents were community- or officer-initiated. In some cases, response data was

inverted, meaning the arrival time preceded the dispatch time. This condition is explainable, but required the exclusion of these CFS when calculating unit response times. In addition, determining in-district versus out-of-district response was a challenge, due to the manner in which the data were represented.

Although there were challenges within the dataset, BerryDunn processed the dataset and accounted for these difficulties as part of the overall analysis of the CAD data. In some cases, this meant that some parts of the dataset were excluded from certain calculations. For example, cases of inverted CFS response times were removed so they did not unduly skew response averages. In these instances, the data represented were used to determine averages and percentages of occurrences. So, despite the removal of certain data, it is highly likely that the averages and percentages would be consistent, even if all of the data were represented. To be clear, BerryDunn is confident that the workload data and calculations presented provide a reasonable representation of the volume of obligated work that the Patrol Division must manage.

It is common for CAD datasets to contain these types of challenges and variations in the data. BerryDunn also has significant experience in accounting for these variances and in cleaning the CAD database so the data can be used for the required calculations. BerryDunn exercised this experience and applied a proven methodology to prepare the data for final analysis.

As part of this assessment, BerryDunn asked the NPD patrol officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (BerryDunn did not identify which shifts to record). Based on the self-reported survey provided, patrol officers reported an average of 1.97 narrative reports per shift, with the average duration of approximately 21.75 minutes (see Table 29). Note that the time per report is in addition to the on-scene time for each CFS.

Table 29: Officer Workload Survey – Reports

Title	NPD	*Prior Studies
Number of Responses	29	179
Number of Written Reports	57	439
Average Reports per Shift	1.97	2.34
Average Minutes per Report	21.75	37.46

Source: Patrol Workload Survey

In Table 29, data collected from other departments in recent studies conducted is provided for comparative purposes with data from the NPD. The self-reported data from the NPD reflecting the number of reports per shift is similar to the prior study averages. However, the time spent on each report for the NPD is substantially lower than the data from the comparison studies. There is insufficient data to conclude why these numbers are comparatively low; however, time pressures on staff could be a significant factor.

Within the same survey referenced in Table 29, officers reported data related to their workload and type of activity. The results, shown in Table 30, indicate that in total, officers handled 290 CFS, with an average of 10.00 CFS per shift, each averaging 25.19 minutes. This self-reported data does not include report-writing time but only the on-scene time associated with handling the CFS, including backup responses. BerryDunn notes that based on six recent studies, the average number of CFS handled per shift was 7.74, with an average CFS duration of 35.89 minutes. The amount of time per CFS is lower than the prior study averages; however, the number of CFS per shift at the NPD is elevated in comparison. Again, there is insufficient data to draw conclusions regarding these variances, but a higher-than-average workload volume could result in officers rushing to complete calls, resulting in lower on-scene times.

Table 30: Officer Workload Survey – Calls for Service

Title	NPD	*Prior Studies Avg.
Number of Responses	29	186
Number of CFS Reported	290	1509
Average CFS Responses per Shift	10.00	7.74
Average Minutes per CFS	25.19	35.89

Source: Patrol Workload Survey

Report Processing and Review

During interviews with staff, BerryDunn inquired about the process involved in writing police reports and the review of those reports. The following briefly summarizes the steps in this process.

Officer

- Following the incident, the officer generates a dictated police report.
- For all criminal incidents, the primary officer assigned to the case will refer the case and the associated reports to one of the investigations units within the department.
- If the officer feels it is appropriate, they can refer the case to the Investigations Division for review.
- Following the review of the report by the supervisor or investigator, the officer is responsible for making any adjustments to the report, if requested.

Records/Transcription

- When patrol officers complete a report, it is typically transcribed by the patrol administrative specialist, although other admin staff occasionally assist with this. Once the report is transcribed, RMS is updated with subject names and other crime coding.
- Following transcription, forwards the reports to the officer.

- Officers make any necessary changes and then forward the report to a supervisor. The patrol supervisor reviews the reports and either sends them back to the officer for additional changes, or sends it to records as approved.

Supervisor

- When a report has been completed, a patrol supervisor will review it.
- If the supervisor feels the report requires corrections, they will refer it back to the officer.
- If the report is acceptable, the supervisor will forward it to records.

Any report/case review process should include some basic elements. It should act as a level of quality control; it should help to ensure that all reports/cases are reviewed so nothing is missed; and it should provide a mechanism for case follow-up when the established standards for additional investigation are met. As noted in Chapter 3, the NPD should revise the report review process to help ensure report quality and appropriate case categorization and coding.

In addition to quality control, police agencies also need to have some protocols surrounding the referral of cases to the Investigations Division. One common way police departments assess whether cases should be forwarded for investigation involves the use of solvability factors. There are numerous variations of this assessment model, but most emanate from the foundational work done by the Rochester, NY Police Department in the late 1970s. In that study, researchers isolated the common elements present in cases reported to the police that were successfully investigated. From that research, a series of common factors (solvability factors) were identified.¹³ By considering whether one or more of these factors is present on any given case, police departments can focus their efforts on cases that have a reasonable opportunity for a successful resolution, and they can close those that are unlikely to be solved, even with reasonable investigative effort.

The NPD policy manual, Section 600.5 Follow-Up Investigation, addresses solvability factors. This section states:

“Follow-up investigations on all cases are evaluated and assigned by the Investigative Support Unit supervisor based upon caseload, case assignment and an evaluation of case solvability factors.”

Although the NPD has a policy on this, those that BerryDunn interviewed were not clear on whether the NPD was using solvability factors, and if so, how staff record or report them. Solvability factors include information such as whether there is a known suspect, whether there is a vehicle description, whether there are witnesses to the crime, and whether there is physical evidence. The sum of these factors comprise the baseline of a thorough preliminary

¹³ Managing Criminal Investigations in Rochester, New York – A Case Study
<https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=92744>

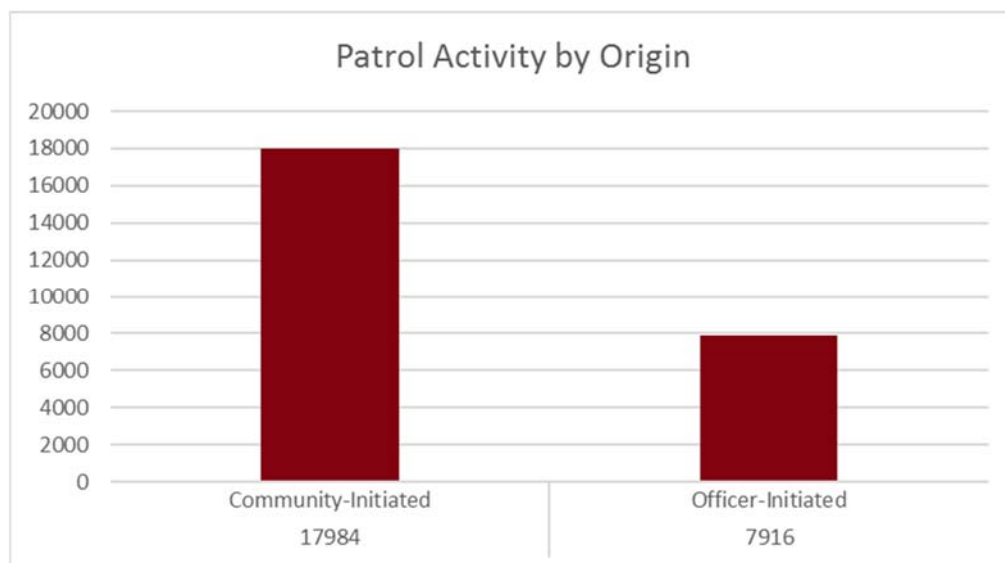
investigation. If officers do not collect this information and report on it, one could reasonably assert that the preliminary investigation and/or the report was incomplete. By design, requiring patrol staff to collect and record this information helps to ensure a thorough preliminary investigation, and it can expedite the process of determining whether a case should be forwarded to a detective for additional investigation. BerryDunn notes that the RMS at NPD has the capability to collect solvability factors, and these can be set as a requirement for criminal incidents. As noted, BerryDunn has suggested the NPD revise the report-writing process, and the NPD should consider including solvability factors as a required element within that process.

III. Calls for Service Analysis (CFS)

In this section, BerryDunn will examine the data related to the response to CFS by the NPD, both community- and officer-initiated, and provide a detailed analysis of this information.

CFS response represents the core function of policing, and responding to community complaints and concerns is one of the key measures of effective policing in every community. Leaders can also use data related to CFS to measure the confidence and reliance the public has on their police department. In many places around the globe, the public is reluctant to call the police when they have a problem, whether big or small. However, in America, despite the current challenges facing the profession of law enforcement, those in need of help will call the police (generally), regardless of how serious or simple the incident might be; this is a fact that distinguishes American policing from many other countries. Figure 7 includes a graphical depiction of community- and officer-initiated activity within the City for 2019, separated by category.

Figure 7: Community vs. Officer-Initiated CFS



Source: Police Department CAD Data

The data in Figure 7 reflects activity only for patrol, and it excludes activity from all other NPD units. The total volume of activity shown in Figure 7 is 25,900 incidents. Based on the data in Figure 7, 69.43% of patrol officer volume relates to community-initiated activity. Based on data from prior studies, the percentage of community-initiated activity can vary greatly.

In six recent studies, the average percentage of community-initiated activity was 54.33%, but the range from these studies was from 40.77% to 78.27%. Based on the data from Figure 7, the NPD is on the high side of this range. There can be various explanations as to why the ratio of community- to officer-initiated activity varies so significantly; however, BerryDunn has determined that one of the key factors that drives these differences relates to staffing issues (and scheduling issues) and the amount of time officers have available to conduct self-initiated work. BerryDunn elaborates on this pattern in Figure 10 later in this chapter.

Table 31 provides the top five types of community-initiated activities handled by the NPD patrol staff, based on time spent and separated by incident type. There are a few notable aspects of the data in this table. First, criminal incidents consume 50% of the overall response time for the NPD. Notably, 29.30% of that time involves domestic violence (DV) or disturbance calls. In many cases, disturbance CFS are actually domestic disturbances. Based on information provided to BerryDunn, the NPD does not routinely document family or intimate partner disturbance calls when there is no apparent crime and/or there is no allegation of a crime or assault.

DV is a serious crime that is often the most frequent person crime within any community. Based on preliminary data, the NPD responded to 676 DV incidents in 2019. However, in many cases, victims are reluctant to provide details to the police, which can result in significant underreporting. In addition to the DV incidents noted above, the NPD responded to 204 family disturbance incidents and 725 other disturbance calls in 2019.

In contrast to many police calls, a prior history of calls and behaviors is a critical element in understanding DV incidents and in preventing them from escalating or recurring. To help ensure that all possible DV incidents are properly documented, the NPD should require a full incident report that details the event for all disturbance calls involving family members, intimate partners, and same-household residents. This is a national best practice, and this level of documentation should be the baseline for a robust DV prevention, intervention, and investigation strategy for the NPD.

In addition to helping to ensure full reporting on all DV cases, the NPD also needs to update its DV policy and the associated procedures. Although policy 309 of the NPD policy manual outlines response to DV cases, the policy is in need of revision. The policy does not include a lethality assessment as a part of the DV response protocols, and this is a national best practice for law enforcement. The NPD should review all of its DV response protocols with all appropriate stakeholders and develop a revised policy that includes a lethality assessment.

Table 31: Most Frequent Agency Activity by Time Spent

Community-Initiated Category	Hours on CFS	Pct. of Total
Crime		
Domestic Violence	1,715:48:02	16.15%
Disturbance	1,396:50:49	13.15%
Unwanted Person	835:36:14	7.87%
Theft	556:32:00	5.24%
Assault/Aggravated Assault	495:32:13	4.67%
Crime – Total Annual Hours	10,621:19:18	50.09%
Service		
Welfare Check	1,525:27:19	19.39%
Suspicion	1,047:32:07	13.31%
Attempted Contact with a Party/Suspect/Vehicle	997:49:08	12.68%
Civil	716:05:43	9.10%
Medical	677:58:51	8.62%
Service – Total Annual Hours	7,868:33:13	37.11%
Traffic (Motor Vehicle (MV) Crashes Only)		
Motor Vehicle Property Damage Crash	1,079:41:47	48.12%
Motor Vehicle Crash Unknown/Other	639:56:42	28.52%
Motor Vehicle Injury Crash	524:16:46	23.36%
Traffic Subtotal – Total Annual Hours (MV Crashes Only)	2,243:55:15	10.58%
Traffic (No Motor Vehicle Crashes)		
Traffic Complaint	176:44:36	37.53%
Abandoned Vehicle	110:23:26	23.44%
Traffic Hazard	93:38:58	19.88%
Parking Violation	87:25:27	18.56%
Traffic Stop	2:46:14	0.59%
Traffic Subtotal – Total Annual Hours (No M/V Crashes)	470:58:41	2.22%
Traffic – Total Annual Hours	2,714:53:56	12.80%
Community-Initiated Total Hours	21,204:46:27	100.00%

Source: Police Department CAD Data

The second notable item involves welfare checks. These involve 1,525 hours of effort, and at over 1,404 incidents (see Table 32), they are the most frequent community-initiated activity. Moreover, welfare checks also average 1.9 officers per CFS (see Table 49). These incidents consume nearly all of the available time for three NPD patrol officers (see Table 59). BerryDunn discusses backup later in this chapter; however, the average number of officers per welfare check call is notable and worthy of further consideration.

The last item BerryDunn notes from Table 31 involves the time spent on MV crashes. Although Table 31 shows community-initiated volume, if all MV crash volume is reviewed, the NPD handled 1,296 crashes in 2019, consuming 2,347 hours of patrol time (see Table 33). Injury crashes averaged 3.0 officers per incident, unknown crashes averaged 2.9 officers, and property damage crashes averaged 1.7 officers per incident (see Table 49 and Appendix C, Table 3).

BerryDunn recognizes the need for backup units in a variety of situations, and MV crashes often require multiple officers to deal with injuries and traffic safety and direction. However, in many cases, the immediate need for sworn officers on crash scenes diminishes quickly, but they must remain there to block an intersection, direct traffic, or wait for a tow truck. BerryDunn notes that these are all duties that animal control officers could provide in a revised role. Because of time demands on sworn personnel, shifting these duties to non-sworn staff who could manage them would be beneficial.

In contrast to Table 31, which reflects the top activities by time spent, Table 32 provides a list of the top NPD activities based on the frequency of the events. This list reflects patrol responses only and excludes CFS types with less than 1% of the overall volume. Similar to the data in Table 31, the data in Table 32 shows that the workload demands for the NPD are primarily service-related. Within the 15 most frequent activities, only two relate to crimes.

As expected, incident types like welfare checks, MW, and DV are among the most frequent incidents. Not surprisingly, although DV incidents consume a lot of time (16.15% of the volume), they are responsible for only 3.76% of the incident types. Similarly, welfare checks consume 19.39% of the work effort, but their frequency is at 7.81%. Overall, the top 10 incident types account for 48.32% of all CFS volume. Notably, the top five most frequent events are all service-related, including property damage MV crashes. Of the top 10, criminal incidents represent only 15.26% of the volume, with service incidents making up 33.06%

Table 32: Most Frequent Agency Activity by Volume

*Description	Event Type	Event Count	Percent
Welfare Check	Service	1,404	7.81%
Suspicion	Service	1,123	6.24%
Alarm	Service	923	5.13%
MV Property Damage Crash	MV Crash	896	4.98%
Civil	Service	877	4.88%
Unwanted Person	Criminal	744	4.14%
Disturbance	Criminal	725	4.03%
Telephone Message	Service	724	4.03%
DV	Criminal	676	3.76%
Theft	Criminal	598	3.33%
Attempted Contact with a Party/Suspect/Vehicle	Service	581	3.23%
Medical	Service	551	3.06%
Noise Complaint	Criminal	420	2.34%
Traffic Complaint	Traffic	401	2.23%
Fraud/Forgery	Criminal	359	2.00%
Trespass	Criminal	358	1.99%
Animal – Criminal (Bite, Cruelty, Ordinance Violation)	Criminal	346	1.92%
Mental Health/Suicidal	Service	342	1.90%
Child Abuse/Neglect/Out of Control	Criminal	333	1.85%
Harassment (including stalking)	Criminal	325	1.81%
Missing/Found Person	Service	317	1.76%
Traffic Hazard	Traffic	252	1.40%
Unknown 911 Call	Service	250	1.39%
Driving Under the Influence Reported	Criminal	245	1.36%
Assault/Aggravated Assault	Criminal	231	1.28%
Citizen/Community Assist	Service	210	1.17%
Criminal Mischief	Criminal	205	1.14%
Family Disturbance	Criminal	204	1.13%
Auto Theft	Criminal	200	1.11%

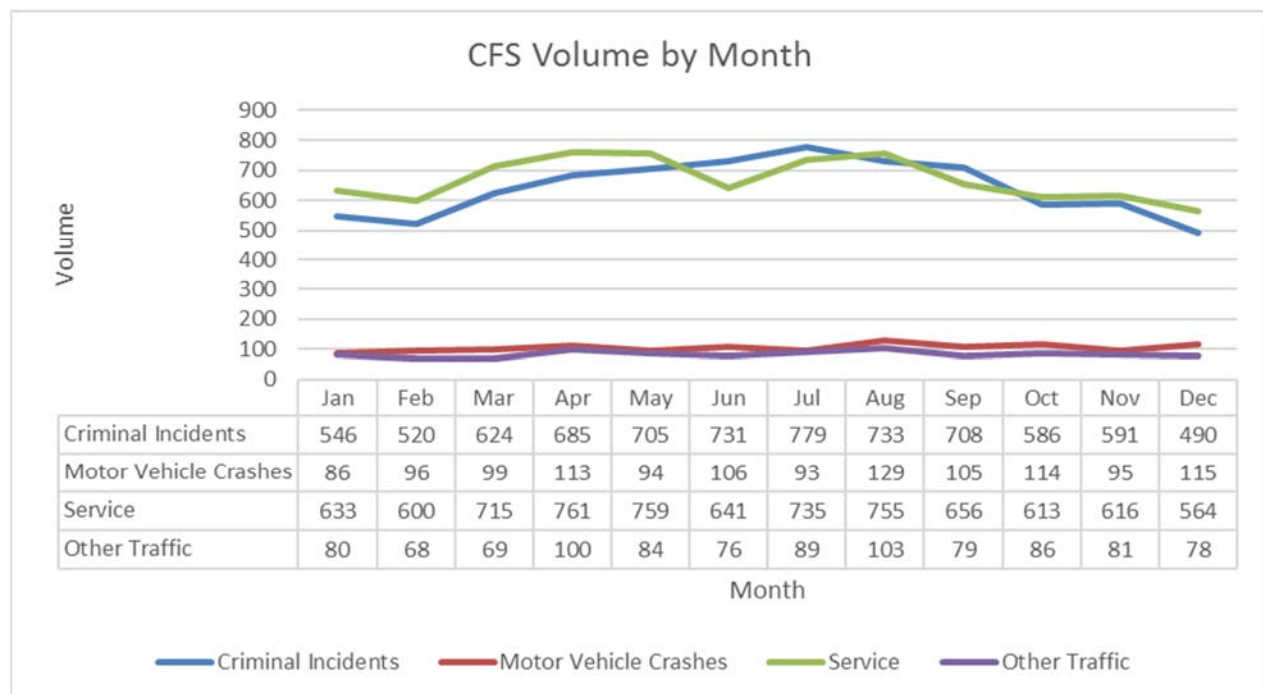
*Description	Event Type	Event Count	Percent
Threats	Criminal	190	1.06%
Parking Violation	Traffic	185	1.03%
MV Crash Unknown/Other	MV Crash	183	1.02%
Total		17,984	

Source: Police Department Records/CAD

*Top events by frequency with a minimum of 1% of the overall volume.

To analyze the cyclical patterns of obligated work volumes, BerryDunn split these data by month, and Figure 8 reflects these data. As expected, CFS activity is generally higher through the summer months, when more people are out enjoying the resources of the City. The cyclical pattern of CFS during the time of year is an important consideration, similar to examining CFS patterns by day of the week and hour of the day. As will be explained below, departments must be able to allocate resources efficiently in response to these patterns.

Figure 8: Call Volume by Month



Source: Police Department CAD Data

The following three tables show the volume of activity for the NPD by category, separated by community- and officer-initiated work. The data in Table 33 shows the total volumes for the NPD, including both community- and officer-initiated activity. In Table 34, the data is shown only

for the community-initiated activity, and in Table 35, that data shows only the officer-initiated activity. Again, this data only includes responses by patrol officers.

Table 33: Total Cumulative CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Crime	7,797	30.10%	10,784:56:26	40.77%
Service	10,941	42.24%	10,541:14:19	39.84%
Traffic (No Crashes)	5,866	22.65%	2,802:06:52	10.59%
MV Crashes	1,296	5.00%	2,327:35:37	8.80%
Grand Total	25,900	100.00%	26,455:53:14	100.00%

Source: Police Department CAD Data

Table 34: Community-Initiated CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Crime	7698	42.80%	10,621:19:18	50.09%
Service	8048	44.75%	7,868:33:13	37.11%
Traffic (No Crashes)	993	5.52%	470:58:41	2.22%
MV Crashes	1245	6.92%	2,243:55:15	10.58%
Grand Total	17,984	100.00%	21,204:46:27	100.00%

Source: Police Department CAD Data

The data in Table 34 indicates that the largest portion of community-initiated activity for the NPD relates to service calls, which include CFS related to service, traffic, and MV crashes.

Combined, these service categories comprise 57.20% of the total percentage of CFS and 49.91% of the time spent by officers. Activity investigating crimes is less frequent, but takes roughly the same amount of time as service calls, consuming 50.09% of community-initiated activity for officers.

In Table 35, data regarding officer-initiated activity is shown. The most frequent activity involves traffic enforcement, and this distribution is common for police agencies. The BerryDunn obligated workload model for patrol relies on calculating work volume that is community-initiated, or that officers would need to attend to regardless of its origin. With regard to officer-initiated activity, BerryDunn does not consider traffic stops and service calls part of the obligated workload. However, criminal incidents and MV crashes would likely have been reported to the police had the officer not initiated the effort. Accordingly, BerryDunn adds these hours back into the dataset when calculating obligated workloads.

Table 35: Officer-Initiated CFS Volume by Category

Call Category	Count of Calls	% of Total Calls	Sum of Time Spent (H:M:S)	% of Total Time Spent
Crime	99	1.25%	163:37:08	3.12%
Service	2,893	36.55%	2,672:41:06	50.90%
Traffic (No Crashes)	4,873	61.56%	2,331:08:11	44.39%
MV Crashes	51	0.64%	83:40:22	1.59%
Grand Total	7,916	100.00%	5,251:06:47	100.00%

Source: Police Department CAD Data

In Table 36, BerryDunn provides data regarding the time per CFS for the NPD and the distribution of workload by category, and comparison data from several prior studies.

Table 36: Time per CFS – Comparisons

NPD				*Prior Study Averages		
Category	% of Total Calls	% of Call Time	Minutes per CFS	% of Total Calls	% of Total Call Time	Minutes per CFS
Crime	42.80%	50.09%	82.79	38.69%	48.69%	53.90
Service	44.75%	37.11%	58.66	45.67%	40.41%	37.91
Traffic	12.44%	12.80%	72.79	15.64%	17.57%	48.13

Source: Police Department CAD Data

*Table includes public data from prior studies conducted by the IACP.

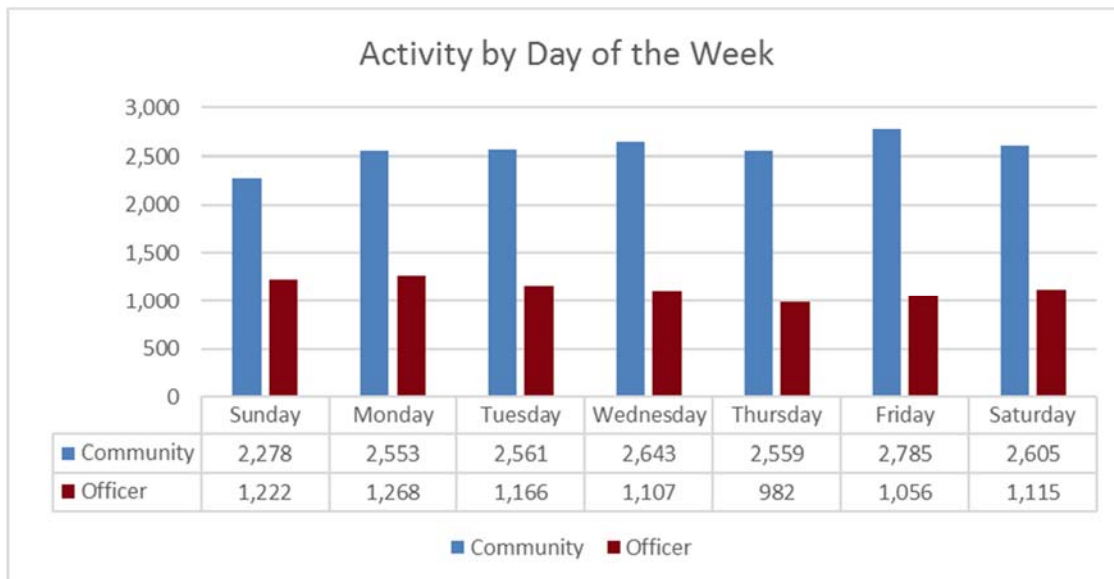
BerryDunn notes that the distribution of activity by type for the NPD is consistent with the percentages BerryDunn has observed in other studies. The percentage of time spent attending to those calls is also similar between the NPD and other study cities. However, the time spent on each CFS by the NPD, regardless of type, is substantially higher than what BerryDunn has observed elsewhere. For each criminal CFS, NPD is 28.89 minutes higher than the prior study averages, service CFS are 20.75 minutes higher, and traffic incidents complaints/MV crashes are 24.66 minutes higher.

BerryDunn has observed some factors that are likely contributing to these disparities. First, with regard to crime statistics, as indicated in Table 14, Northglenn has a fair volume of Part 1 crime activity, and these cases require more time and effort to investigate than less serious crimes. Second, because of the investigative effort required, multiple resources are typically necessary, which increases the overall time per incident. Third, travel time is included in the per-incident time. Although Northglenn is not a large community geographically, traffic patterns and volumes contribute to higher per-incident times. Lastly, BerryDunn notes that the amount of backup time for the NPD is also substantial, and this contributes to per-incident times. Although all of these

factors apply to criminal incidents, they do not all apply to service and traffic incidents. As BerryDunn discusses later in this chapter, data suggests some overresponse to CFS by backup units, and this may be partially responsible for the higher per-incident times.

As noted in reference to Figure 8, it is important to examine work volume patterns from a variety of perspectives. Figure 9 below depicts the number of CFS by day of the week for community- and officer-initiated CFS. This figure presents a familiar pattern seen by BerryDunn in past studies.

Figure 9: Call Volume by Day of the Week

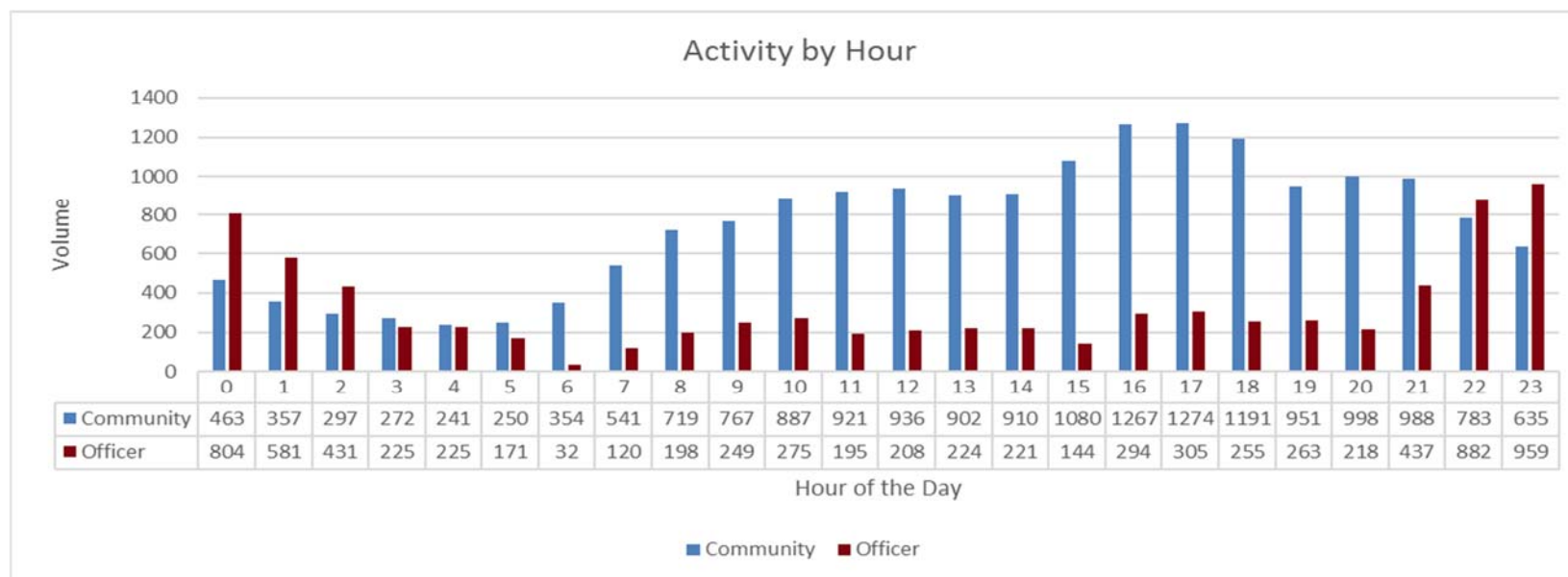


Source: Police Department CAD Data

Although they appear somewhat pronounced in the figure, there are only slight variations in the annual totals of community CFS by day of the week. The variation between the highest day, which is Friday, and the lowest day, which is Sunday, is about 1.4 CFS per day. This level of variation would not be sufficient to suggest varied staffing levels by day of the week.

Figure 10 shows the distribution of CFS by hour of the day, including both community-initiated CFS and officer-initiated activities. Again, this figure shows a familiar pattern of activity that BerryDunn has observed in numerous other studies. Based on this table, community-initiated CFS peak around 4 p.m. and dip to their lowest total around 4 a.m. The pattern in Figure 9 is important because workload volumes are up to five times greater at the high workload volume point as opposed to the low point. These variations are significant, and they require a work schedule that is distributed appropriately to manage these variations. As BerryDunn will mention later in this chapter, the NPD patrol schedule will need adjustment to respond to peak CFS demands.

Figure 10: Call Volume by Hour of the Day



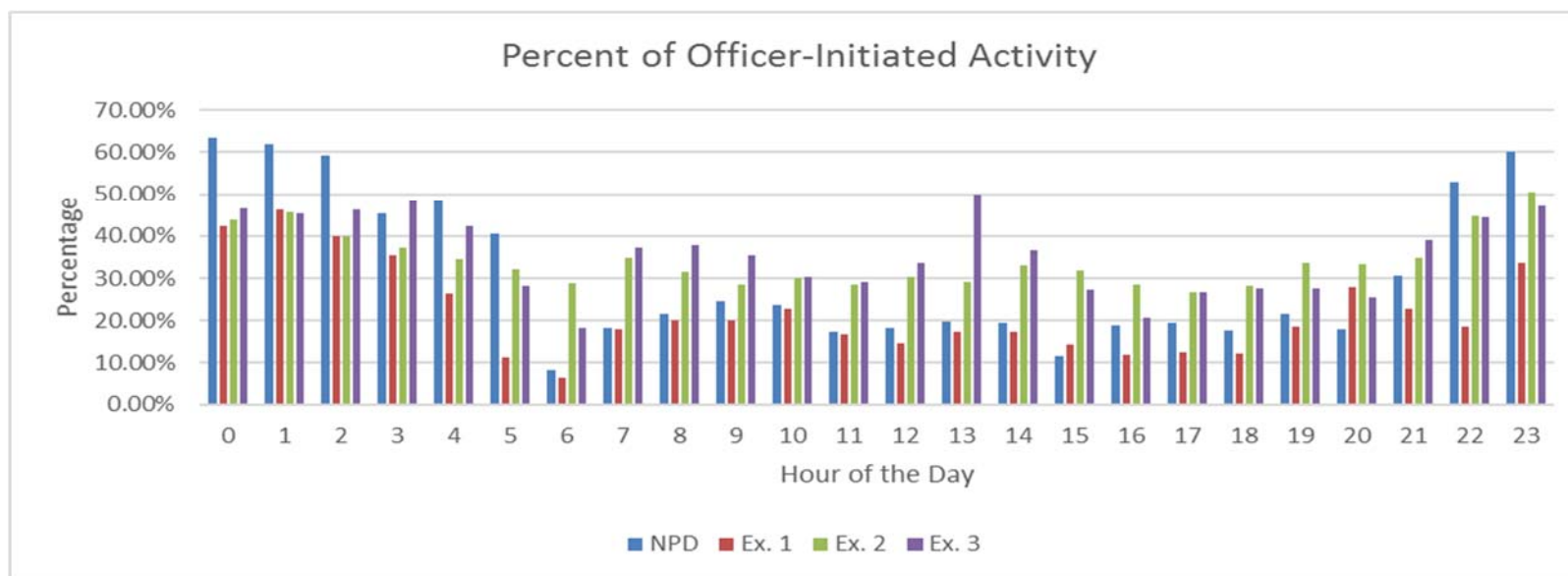
Source: Police Department CAD Data

In looking at Figure 10, it is apparent that a greater percentage of officer-initiated activity generally occurs (regardless of purpose) when the community-initiated CFS are lower. This is typical; as officers have more time available, they will engage in more proactive activity (or administrative duties), and this table reflects that pattern. However, BerryDunn notes that the volume of officer-initiated activity is relatively low when viewed by the hour. Based on the data in Figure 10, between 3 a.m. and 10 p.m. (19 hours), the NPD averaged 0.6 incidents per hour, per day. From 10 p.m. to 3 a.m. (5 hours), the NPD averaged two incidents per hour, per day.

Because the officer-initiated activity for the NPD appears comparatively low, particularly across the daytime hours, BerryDunn created Figure 11, to provide additional context. In Figure 11, BerryDunn has converted the NPD officer-initiated data from Figure 10 into a percentage of activity by hour. This table reflects what percentage of the total activity by hour involves officer-initiated activity. In Figure 11, BerryDunn has also included data from three other comparable studies.

In Figure 11, examples 2 and 3 (green and purple) represent a more typical distribution of activity, with officer-initiated activity around 30% of the volume by hour during the day and with peaks in the late evening/early morning hours. As a percentage of overall volume, between 10 p.m. and 3 a.m., officer-initiated activity for the NPD (represented by the blue bar) is higher than all the comparisons, and this is the highest percentage observed by BerryDunn. During the daytime hours, the NPD volume is consistently 5 – 10% lower than examples 2 and 3. However, the NPD volume is consistent across the daytime hours with example 1 (the red bars).

Figure 11: Percentage of Officer-Initiated Activity



Source: Police Department CAD Data/Prior Study Data

In the prior study, shown as Example 1 in Figure 11, BerryDunn found that the patrol schedule was in need of adjustment, the distribution of personnel was not designed in the most effective manner, there was substantial out of beat/district responses occurring, there was some overresponse to CFS, and the Patrol Division was understaffed. These factors combined to create a workload that prohibited significant officer-initiated activity during steady or peak CFS hours. These same factors are all present for the NPD, and they are creating the same condition observed for the Example 1 department.

In Table 37, BerryDunn has reconfigured the data from Figure 11, based on the distribution percentage of CFS volume category and by hour of the day.

Table 37: CFS by Hour – Shift Configuration

Community			Officer		Community Activity	
Hour	CFS Total	Percent	Activity	Percent		
0700	541	3.01%	120	1.52%	0700 – 1500	42.61%
0800	719	4.00%	198	2.50%	1500 – 2300	41.44%
0900	767	4.26%	249	3.15%	2300 – 0700	15.95%
1000	887	4.93%	275	3.47%		
1100	921	5.12%	195	2.46%		
1200	936	5.20%	208	2.63%		
1300	902	5.02%	224	2.83%		
1400	910	5.06%	221	2.79%		
1500	1,080	6.01%	144	1.82%		
1600	1,267	7.05%	294	3.71%		
1700	1,274	7.08%	305	3.85%		
1800	1,191	6.62%	255	3.22%		
1900	951	5.29%	263	3.32%		
2000	998	5.55%	218	2.75%		
2100	988	5.49%	437	5.52%		
2200	783	4.35%	882	11.14%		
2300	635	3.53%	959	12.11%		
0000	463	2.57%	804	10.16%		
0100	357	1.99%	581	7.34%		
0200	297	1.65%	431	5.44%		
0300	272	1.51%	225	2.84%		
0400	241	1.34%	225	2.84%		
0500	250	1.39%	171	2.16%		
0600	354	1.97%	32	0.40%		
Total	17,984	100.00%	7,916	100.00%		

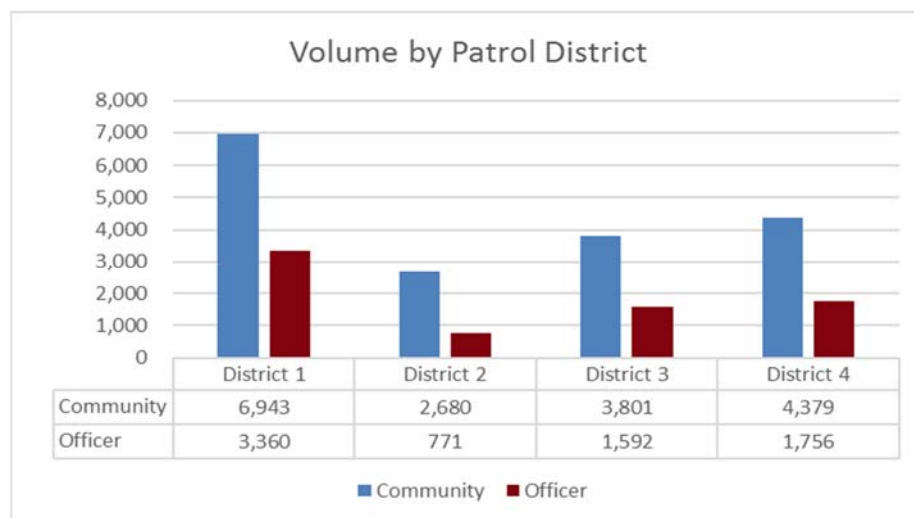
Source: Police Department CAD Data

The CFS data in Table 37 has also been separated into three segments (and color-coded) and cover the hours of 0700 – 1700, 1500 – 0100, and 2100 – 0700. BerryDunn used these time frames because they most closely resemble the shift hours used by the NPD. The data in Table 37 is very important because it provides a clear picture of CFS distribution based on different sections of the day, which also track with shift and personnel allocations. As shown in this table, the bulk of community-initiated CFS (more than 68%) occurs between 1000 and 2000 (10 a.m. – 8 pm.). In addition, the data in Table 37 shows 53.73% of CFS volume occurring between 0800 and 1800 (8 a.m. and 6 p.m.), and only 15.95% of the CFS activity occurring between 2300 and 0700 (11 p.m. and 7 a.m.). This is a typical distribution of CFS activity.

One of the reasons for analyzing CFS volumes by month, day of the week, or hour of the day is to look for patterns that the department can use to analyze personnel allocations and staffing, in hopes of more efficiently deploying personnel during the times when the most activity is occurring. Although BerryDunn favors this type of analysis and acknowledges it is a significant aspect of work schedule design, the volume of activity is not the sole factor to be considered in terms of scheduling personnel. Based strictly on the percentage of CFS reflected in Table 37, one might consider scheduling only 16% of the patrol staff from 2300 and 0700. However, CFS that occur at night often involve some of the most dangerous activities that the police must deal with, and most of these incidents require multiple personnel. In addition, this type of personnel allocation would not sufficiently cover the patrol districts of the city. Essentially, patrol work schedule design and personnel deployments must include consideration of various operational aspects to help ensure the workforce is staffed at all hours of the day and is equipped to manage the workload and type of work they will encounter.

Figure 12 provides a breakdown of the total volume of community- and officer-initiated volume by district.

Figure 12: CFS Volume by Beat and Sector



Source: Police Department CAD Data

Based on the number of patrol staff, including the minimum assigned personnel per shift (see Table 27), the NPD generally has enough patrol staff working (four) to staff one officer per district. However, although the size of the districts are geographically similar, the CFS volume per district is not equal. As Figure 12 shows, the volume of District 1 is substantially higher than the other districts.

In Figure 12, the activity volumes are provided by district. Table 38 shows the size of each district in square miles and by population.

Table 38: District Size and Population

District Size	*Sq. Miles	*Population
1	1.70	14,159
2	1.39	8,570
3	1.80	7,653
4	1.43	6,816
Totals	6.32	37,198

Source: Agency Provided Data

NOTE: *Some totals may be underreported.

As mentioned above, and as shown in Table 38, the geographic sizes of the districts are similar, and for Districts 2 – 4, the population levels are comparable. District 1 has substantially more population, and as shown in Figure 12, much more volume. To further illustrate the distribution of CFS by district and by hourly block, BerryDunn has provided Table 39. These hourly blocks correspond to the hourly shift allocation of patrol officers as provided in Table 27.

Based on the data in Table 39, CFS volume varies by district and by time of the day. In looking at Table 39, CFS volumes are similar across the districts between 0700 and 1300, and from 0100 to 0700. However, the volume by district changes substantially in the middle of the day, from 1300 to 0100. During this period, CFS volume is between 4.67 and 7.64 for Districts 2 – 4, but volume for District 1 is nearly double that of the other districts. These variations suggest the need to adjust personnel deployments and/or allocations, and possibly a change to the district boundaries, and/or the number of districts.

Table 39: Count of Community CFS by Time Block and District

District	0700 – 1259	CFS/Shift	1300 – 0059	CFS/Shift	0100 – 0659	CFS/Shift	Daily
1	1,781	4.88	4,460	12.22	702	1.92	19.02
2	713	1.95	1,703	4.67	264	0.72	7.34
3	1,042	2.85	2,381	6.52	378	1.04	10.41
4	1,196	3.28	2,789	7.64	394	1.08	12.00
Total		12.96		31.05		4.76	48.78
Pct. by Shift	26.58%		63.66%		9.76%		
District	Community	% of Total					
1	6,943	39%					
2	2,680	15%					
3	3,801	21%					
4	4,379	25%					
Grand Total	17,803	100%					

Source: Police Department CAD Data

As is typical with many police departments, the patrol schedule for the NPD uses an overscheduling feature, which in theory provides additional staff who can be allocated in high-volume areas. BerryDunn will provide additional details and work schedule analysis later in this chapter, but based on numerous data provided and reviewed by BerryDunn, it is evident that the NPD is often operating at or below shift minimums, which do not respond well to peak CFS volumes.

Looking strictly at the data in Table 27, it is difficult to understand how the personnel allocations translate into the number of officers working based on the hour of the day, including the overlaps. Table 40 shows this breakdown, reflecting all of the patrol officers scheduled to work, excluding supervisors. It is also important to note that the data in Table 40 represents the *maximum* number of personnel scheduled by hour. As BerryDunn will show in Figure 16, the totals in Table 40 are not typical of actual patrol staffing.

As Table 40 shows, the NPD has designed the patrol schedule with a maximum of 6 personnel during the day, 5 overnight, and up to 11 between 8 p.m. and 1 a.m. The intent of this design is to provide additional staffing during peak CFS periods. Based on the data from Table 27, the NPD has established shift requirements, with a minimum of four patrol officers on duty during the day, and a minimum of three patrol officers working the overnight shift. This helps ensure

that there is at least one officer allocated to each patrol district, except at night, when staffing is only sufficient to cover three districts (when operating with minimum staffing).

Table 40: Patrol Allocations by Hour

Hour	Day Shift	Evening	Night	Total	Hour	Day Shift	Evening	Night	Total
0600	6		5	11	1800		6		6
0630	6			6	1900		6		6
0700	6			6	2000		6		6
0800	6			6	2030		6	5	11
0900	6			6	2100		6	5	11
1000	6			6	2200		6	5	11
1100	6			6	2300		6	5	11
1200	6			6	0000		6	5	11
1300	6			6	0100			5	5
1400	6			6	0200			5	5
1500	6	6		12	0300			5	5
1600		6		6	0400			5	5
1700		6		6	0500			5	5

Source: Police Department Provided Data

There are several key analysis points when considering personnel deployments for patrol units. These include the volume of activity; type of activity; number of available personnel; geographic patrol boundaries and natural or man-made barriers; traffic patterns; and variations in CFS volumes based on month, day of the week, and time of day. One of the more common ways to evaluate personnel deployments, particularly as they relate to community-initiated CFS demands, is to examine CFS response times. Although there are no specific national standards regarding response times, common Priority 1 response times (generally life-threatening and in-progress events) typically range between four and seven minutes. The next level of priority CFS, which generally involves immediate response needs but those that do not fall into priority category 1, range from roughly eight to twelve minutes.

Table 41 provides the breakdown of CFS by priority, as assigned by the CAD system and dispatchers. The NPD currently receives dispatch services through ADCOM. Within the CAD system, there are four priority codes, ranging from 0 to 3. Code 0 is the highest priority and includes an alert tone to notify officers of the serious nature of the call. Code 1 indicates an in-progress CFS. Codes 2 and 3 are undefined, but appear to involve declining priorities.

Table 41: Community-Initiated CFS by Priority Level

Call Priority	Community-Initiated CFS	% of Total	Average Response Time in Minutes
0	243	2%	0:03:11
1	2,097	17%	0:04:39
2	6,336	51%	0:06:25
3	3,832	31%	0:13:20
*Grand Total	12,508	100%	0:08:16

Source: Police Department CAD Data

The data in Table 41 only evaluates 69.55% of the total CFS allocated to patrol. The total CFS number for patrol is 17,984 (see Table 34); however, because of missing data, more than 5,000 records could not be evaluated for CFS response times. There are a few reasons why BerryDunn could not evaluate these records, but the main reason involves missing data. For many CFS, no arrival time was present in the CAD dataset. This occurs in two primary ways. In some cases, officers simply do not check out with dispatch on the radio after arriving. After the call is finished, they report they are clear (finished), but this eliminates the ability to evaluate how long it took them to get there. Another common way this occurs involves officers handling the call via phone, and then clearing with dispatch, or through their mobile data terminal (MDT). In these instances, the officer handled the CFS, but their arrival time was not included, precluding the ability to evaluate the response time. BerryDunn suggests the NPD work with responding officers to more consistently record this data.

Although Table 41 provides total response times, BerryDunn also evaluated response times for the NPD based on a district level. Table 42 provides these data.

Table 42: Response Time in Minutes by Priority and District

Priority	District				Avg. Response Time
	1	2	3	4	
0	0:02:46	0:03:15	0:03:32	0:03:12	0:03:11
1	0:04:12	0:05:46	0:04:30	0:04:11	0:04:39
2	0:05:43	0:07:30	0:06:42	0:05:46	0:06:25
3	0:12:40	0:15:12	0:13:22	0:12:05	0:13:20
Averages	0:07:15	0:09:51	0:08:19	0:07:37	0:08:16

Source: Police Department CAD Data

In looking at the data in Tables 41 and 42, BerryDunn notes that the response times for all of the priorities are reasonable. This is true whether looking at these data from an overall perspective or on a district level.

In Table 43, BerryDunn has provided comparisons of response times from several prior studies. The NPD compares favorably against each of the two highest priority levels and on the overall response time. As shown in Tables 41 and 42, the average response time for all CFS for the NPD is 0:08:16, which is considerably lower than the comparisons.

Table 43: CFS Response Times in Minutes – Comparisons

Study Cities	Priority 1	Priority 2	All Priorities
Example City 1	0:03:57	0:10:55	0:14:00
Example City 2	0:04:59	0:09:11	0:13:26
Example City 3	0:06:38	0:11:31	0:20:58
Example City 4	0:07:54	0:13:53	0:18:32
Example City 5	0:07:33	0:11:30	0:18:38
Example City 6	0:06:59	0:09:41	0:16:05
Example City 7	0:05:57	0:19:52	0:22:14
Averages	0:06:17	0:12:22	0:17:42

Source: Data from prior studies

*Table includes public data from prior studies conducted by the IACP.

BerryDunn is also aware that the NPD, through ADCOM, is planning to move to a new CFS priority system for CAD that will have nine priority levels. BerryDunn reviewed the proposed changes, and although they appear well organized, the change will likely present challenges for the NPD and ADCOM. BerryDunn has studied many organizations with complex priority code lists, and generally, they do not provide operational benefit. Because of their complexity, these systems are more complicated to apply, and they make response time analysis more difficult. In addition, BerryDunn has found that in many cases, dispatch ultimately abandons the use of multiple codes, operationally reverting to codes that reflect top- mid- and low-priority codes. Although BerryDunn believes adding clarity to the priority codes is helpful and reasonable, the number of codes and the categorization of CFS will likely add complexity to evaluating CFS response times, and it likely will not add operational value for end users.

Another metric that BerryDunn routinely examines is how often a patrol unit assigned to one district/beat must leave that district to take a CFS in another district due to staffing or because the officer in that district is unavailable for some reason. Table 44 provides in- versus out-of-beat response times for the NPD. This table includes data only for patrol officers, and only for incidents for which there is an on-scene arrival time recorded in CAD.

Table 44: CFS Response Times – In- vs. Out-of-Beat

Part 1 District Values	Incidents	Total Time Dispatch to Arrival	% of Total CFS In- vs. Out-of- Beat	Avg. Response Time
Dist. 1 In - Beat	2,935	393:43:08	59.27%	0:08:12
Dist. 1 Out - Beat	2,059	210:12:59	40.73%	0:06:22
Dist. 2 In - Beat	816	149:27:04	44.58%	0:11:11
Dist. 2 Out - Beat	1,011	150:24:55	55.42%	0:09:03
Dist. 3 In - Beat	1,708	252:56:48	63.55%	0:09:05
Dist. 3 Out - Beat	987	120:56:33	36.45%	0:07:34
Dist. 4 In - Beat	1,273	169:29:26	42.95%	0:08:12
Dist. 4 Out - Beat	1,719	210:21:32	57.05%	0:07:40
Part 2 Overall Values	Incidents	Total Time Dispatch to Arrival	% of Total CFS In vs. Out of Beat	Avg. Response Time
In Beat	6,732	965:36:26	54%	0:08:47
Out Beat	5,776	691:55:59	46%	0:07:26
Grand Total	12,508	1,657:32:25	100%	

Source: Police Department CAD Data

In looking at the data in Table 44, BerryDunn notes that those responding to a CFS outside of their district/beat are routinely arriving more quickly than officers responding to a CFS within their designated patrol beat. There can be myriad reasons for this; however, BerryDunn notes that the level of backup officers on CFS for the NPD is relatively high. Because the NPD is often operating at staffing minimums, meaning only one officer is available per beat, and because personnel distributions do not fully account for peaks in CFS within the patrol beats even when additional personnel are available, backup units essentially always have to leave their primary patrol beats to assist other officers. In a busy department like the NPD, this creates a cascading effect, in which everyone is moving to cover an open district/beat created with the movement of one or two officers. More globally, it is BerryDunn's assessment that there are staffing level issues and personnel deployment issues that are contributing to more frequent out-of-beat response by officers.

In Table 45, BerryDunn provides in- versus out-of-beat data from five prior studies, as compared to the NPD. As Table 45 shows, the percentage of in-beat response for the NPD is similar in the mid-range of the comparison communities. Overall, response times for the NPD are comparable or better than the comparison studies, regardless of whether it involves an in- or out-of-beat response.

Table 45: In- vs. Out-of-Beat Comparisons

Prior Study Cities	In-Beat Response %	Response Time In-Beat	Response Time Out-of-Beat
Example City 1	65%	0:12:59	0:15:14
Example City 2	53%	0:07:13	0:06:25
Example City 3	34%	0:10:16	0:10:22
Example City 4	71%	0:11:46	0:07:36
Example City 5	78%	0:13:36	0:11:01

Source: Includes data from prior studies

*Table includes public data from prior studies conducted by the IACP.

Although BerryDunn understands that out-of-beat response will likely always be an operational need at some level, another important consideration is how this contributes to staffing issues. CAD data will capture travel time from the point of dispatch to the time the officer arrives on the scene. What it will not do (without intentionally collecting this information) is capture the amount of time it takes an officer to return to his or her beat after leaving to take a call. *Return time*, which is the time it takes to get back to an assigned beat, is essentially lost time. Theoretically, if it takes an officer five minutes to respond from one beat to another, it will take another five minutes to get back.

When an officer responds to a CFS within his or her beat, the officer is able to return to their patrol duties immediately when they clear the CFS. Conversely, when an officer must respond out-of-beat to a CFS, three things can happen. First, when an officer leaves his or her beat to take a CFS and another CFS occurs in the original beat, another officer must leave his or her beat to take it. As explained above, this creates a cascading effect, which ultimately affects multiple officers/beats. Second, because of return time, a portion of the time for the officer who responds out of beat is lost time; this is significant. In short, out-of-beat response is inefficient, and it results in a loss of precious staffing resources. Third, out-of-beat response often elongates overall response times because officers often respond to a CFS in their assigned beat while returning from another beat.

District/Beat Discussion

The above section includes numerous references to districts/beats, including how the NPD staffs these within the city. Like many departments, the NPD uses district boundaries for the deployment of personnel, and this strategy is one that helps ensure that staff are dispersed throughout the community to aid in rapid response to CFS. BerryDunn supports the use of district/beat structures in this regard, but when used properly and more intentionally, these systems can also contribute to community-policing strategies for the officers, the agency, and the community.

Using a district/beat system contributes to continuity of personnel within a geographical area, and it contributes to the community-policing philosophy. This provides officers with an opportunity to learn the intimate details of their patrol area, including any significant issues or problems. In addition, because of their ongoing presence, officers tend to encounter the same individuals with regularity, adding to their familiarity with those in the area. This improves the officer's ability to recognize criminal activity, and it contributes to relationship building. Unfortunately, primarily due to staffing and personnel deployment issues, the current district/beat structure has not afforded officers the opportunity to build this level of continuity.

Based on the above analysis, the district structure and staff deployment strategies in use for the NPD appear to be in need of adjustment. In short, the CFS volumes and distribution of personnel do not appear to be maximized at this time. Moreover, as the NPD has expressed a desire to focus on community policing, consistency of staffing geographical districts/beats, or geographic policing, is important.

Geographic policing is a term used to describe a proactive, decentralized approach that is designed to reduce crime, disorder, and fear of crime by intensively involving the same officer in the same area of the community on a long-term basis so that community members develop trust, thereby enhancing cooperation with police officers. Geographic policing encourages the assignment of police officers to defined geographic boundaries on a permanent basis to work directly with community members to resolve problems. The concept involves collaboration, communication, and accountability. It is a strategy designed to make individual police officers responsible for the community's policing needs in a defined geographical area, with a service customized to each individual locality, ensuring the policing needs of local areas are met. One of Sir Robert Peel's principles is: "Police, at all times, should maintain a relationship with the public, the police are the public and the public are the police."¹⁴ Geographic deployment plans fulfill this principle, enhance customer service, and facilitate more contact between police and community members, thus establishing a strong relationship and mutual accountability. Geographic policing also implies a shift within the department that grants greater autonomy to line officers, which implies enhanced respect for their judgment as police professionals. Accordingly, BerryDunn recommends a strategy for the NPD that supports a consistent district/beat assignment structure.

Cover Cars

Part of the data analysis included looking at the amount of time spent on calls by the primary unit and the cumulative amount of time spent on the call by additional units. These data have been presented in Table 46 in two sections. The top portion of the table provides data for primary responding patrol units. The bottom portion of the table provides the data for secondary responding patrol units. It is important to note that Table 46 identifies the number of incidents

¹⁴ https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

and the number of backup units, but it cannot identify how many backup units responded to each CFS.

Looking only at the response data in Table 46, there were 17,984 distinct CFS. Within the total number of CFS, there were 15,511 backup responses. Based on these numbers, 53.69% of the data in CAD related to primary officers, and 46.31% was for backup response. If backup were distributed equally across the CFS, these numbers would indicate that on average, a backup unit responds to 86.25% of all CFS. However, as mentioned previously, these numbers do not indicate how many units responded per CFS, and backup is not distributed equally across all CFS.

Table 46: Backup Response

Call Origin and Unit	Count of Events	% of Events
Primary Units		
Crime	7,698	22.98%
Service	8,048	24.03%
Traffic (MV Crashes only)	1,245	3.72%
Traffic (No MV Crashes)	993	2.96%
Subtotal	17,984	53.69%
Backup		
Crime	7,225	21.57%
Service	6,579	19.64%
Traffic (MV crashes only)	1,314	3.92%
Traffic (No MV Crashes)	393	1.17%
Subtotal	15,511	46.31%
Totals	33,495	100.00%

Source: Police Department CAD Data

To expand this discussion, BerryDunn has provided Table 47. This table provides the average on-scene time for the primary units, the average cumulative on-scene time for backup (which may include multiple units per CFS), and the total average CFS time. In looking at these times, it is notable that the average on-scene times increase sharply for all crime, service, and MV motor vehicle crash reports, when combining the primary and backup times. As BerryDunn provided in Table 36, average on-scene times for the NPD are comparatively high, and the data in Table 47 seems to illustrate why this is the case.

Table 47: CFS Workload Calculations

Patrol Workload Calculation	Count of Event	Time per Event	Total Hours
Primary CFS			
Crime	7,698	0:30:59	3,976:08:58
Service	8,048	0:24:07	3,235:55:30
Traffic (MV crashes only)	1,245	0:38:44	803:49:15
Traffic (No MV Crashes)	993	0:13:40	226:13:13
Primary CFS Totals	17,984	0:27:30	8,242:06:56
Backup			
Crime	7,225	0:55:11	6,645:10:20
Service	6,579	0:42:15	4,632:37:43
Traffic (MV crashes only)	1,314	1:05:45	1,440:06:00
Traffic (No MV Crashes)	393	0:37:22	244:45:28
Backup Totals	15,511	0:50:09	12,962:39:31
Patrol Workload Total			21,204:46:27

Source: Police Department CAD Data

In looking at the data in Table 47, the 17,984 CFS for 2019 consumed 21,204 hours of work effort for patrol. Of that total, 12,962 hours (61%) reflect backup hours in CAD. It is important to note here that the categorization of the time in Table 47 may be incorrect. It is likely that in many cases, the backup unit took over the primary unit responsibilities after arriving on scene, which is common among police departments. For the NPD, this may be an even more common event. As noted previously, the NPD has an out-of-beat response rate of about 46%. This means that in 46% of the CFS, the first responding unit is not assigned to that district. In these cases, if the backup officer responding is assigned to that district, they may relieve the initial primary responding officer and take over the CFS. Because there is no way to correct this within CAD, the hours will show up as backup, even if they belong to the officer who was acting in a primary role.

Although some of these hours might be inverted, leading to some inaccuracies in the distribution of cumulative hours, the count of backup events would be unaffected by this. Moreover, as BerryDunn will show in Table 49, the NPD has a relatively high rate of backup on certain CFS.

BerryDunn also examined the percentage of backup units by the NPD against prior studies. These data are represented in Table 48. The range of the percentage of primary response to CFS from the comparison studies is from 46% to 72%, and the range of backup response is from 28% to 54%. The average from these studies is 57% primary response to 43% backup.

Table 48: Backup Comparisons

Prior Studies	Community-Initiated Primary Response	Community-Initiated Backup
Example City 1	46%	54%
Example City 2	61%	39%
Example City 3	72%	28%
Example City 4	58%	42%
Example City 5	54%	46%
Example City 6	51%	49%
Averages	57%	43%
Range	46% to 72%	28% to 54%
NPD	53.69%	46.31%

Source: Calculations from Police Department CAD Data

*Table includes public data from prior studies conducted by the IACP.

At 53.69%, the NPD is on the lower end of the range for primary response, which places them on the higher range for backup, at 46.31%. Both the ratio of backup response and the time spent on backup are relevant factors to consider against operational efficiency. Another consideration involves examining which CFS types included multiple-unit responses.

Table 49 provides a breakdown of the CFS types that included an average of at least two units responding to each incident. BerryDunn has presented this data in two sections. The left half of the table reflects only patrol unit response. The primary and backup totals correspond to the data provided in Tables 46 and 47. However, BerryDunn is also aware that other units at the NPD also respond to CFS, both as primary and backup units. The data on the right side of the table reflects patrol unit activity and all other responding units from the NPD.

BerryDunn notes that in keeping with contemporary policing standards, multiple responses of three or more units are typically limited to calls of a serious nature. In looking at the data in Table 49, BerryDunn observes that of the categories listed with high unit responses, most appear to be serious enough to warrant the response of multiple personnel. Although a multi-unit response is appropriate for most of these incidents in Table 49, the average unit response appears high for some CFS types. It is also worth mentioning that the unit counts reflected in Table 49 are averages. This means the number of responding units was higher or lower than the reported value in some cases.

Table 49: Call Types Averaging More Than Two Responding Units

Event Type	Patrol Only			Patrol and Supplemental		
	No. of Incidents	No. of Units	Avg. No. of Units	No. of Incidents	No. of Units	Avg. No. of Units
Robbery	15	65	4.3	19	87	4.6
Felony Menacing	38	143	3.8	52	197	3.8
Gun Incident	25	89	3.6	36	142	3.9
Chase/Pursuit	3	10	3.3	4	13	3.3
Death	27	84	3.1	36	132	3.7
Escape from Custody	1	3	3.0	2	4	2.0
MV Injury Crash	166	498	3.0	236	704	3.0
MV Crash Unknown/Other	183	533	2.9	251	755	3.0
Family Disturbance	204	532	2.6	263	728	2.8
Kidnapping	5	13	2.6	6	20	3.3
Disturbance	725	1,870	2.6	893	2,552	2.9
Gunshots	133	342	2.6	166	477	2.9
Drunk Person/Parties	134	339	2.5	161	442	2.7
Burglary/Attempted Burglary	160	402	2.5	195	536	2.7
Fire/Public Hazard	76	186	2.4	99	260	2.6
DV	676	1,623	2.4	808	2,177	2.7
Car Prowler	44	105	2.4	54	137	2.5
Mental Health/Suicidal	342	804	2.4	417	1,098	2.6
Mutual Aid/Request for Cover	83	180	2.2	110	258	2.3
Medical	551	1,183	2.1	701	1,631	2.3
Prowler	18	38	2.1	20	50	2.5
Unwanted Person	744	1,533	2.1	894	2,009	2.2
BOLO	23	46	2.0	32	68	2.1
Graffiti	5	10	2.0	5	13	2.6
Assault/Aggravated Assault	231	460	2.0	268	595	2.2
Suspicion	1,123	2,212	2.0	1,369	2,888	2.1
Attempted Contact Party/Suspect/Vehicle	581	1,144	2.0	702	1465	2.1
Protection Order Violation	142	277	2.0	160	326	2.0

Event Type	Patrol Only			Patrol and Supplemental		
	No. of Incidents	No. of Units	Avg. No. of Units	No. of Incidents	No. of Units	Avg. No. of Units
Welfare Check	1,404	2,732	1.9	1,686	3,580	2.1
Drug Violation	104	200	1.9	137	272	2.0
Indecent Exposure	22	42	1.9	27	58	2.1
Shoplifting	160	304	1.9	178	375	2.1
Recovered Stolen Vehicle/Property	120	219	1.8	165	301	1.8
Noise Complaint	420	765	1.8	500	986	2.0
Miscellaneous/Unknown	92	166	1.8	118	242	2.1
Child Abuse/Neglect/Out of Control	333	600	1.8	407	795	2.0
Neighbor Dispute	130	234	1.8	147	288	2.0
Grand Total	17,984	33,495		24,020	46,038	

Source: Police Department CAD Data

When more units respond to an incident than are required to safely and effectively manage that incident, this is referred to as over-response. BerryDunn heard that over-response to CFS is an issue with some officers and that some supervisors do not monitor this closely. The data in Table 49 seem to support this indication. BerryDunn acknowledges that a consistent multi-unit response could easily be justified for most of the categories listed. However, some categories might not require a standard multi-unit response, or the average multi-unit response number simply appears high based on the CFS type. BerryDunn has provided a short list of these below, including the patrol-only and patrol with supplemental unit averages:

- Disturbance 2.6/2.9
- Burglary/Attempted Burglary 2.5/2.7
- Graffiti 2.0/2.6
- Welfare Check 1.9/2.1
- Recovered Stolen Vehicle/Property 1.8/1.8
- Noise Complaint 1.8/2.0

BerryDunn also wishes to point out that based on minimum staffing for the NPD, there is typically only one officer working within a district. If staffing levels are at the minimum and more than one officer responds to any CFS, any additional responding officers would have to do so from another district, leaving that district short in terms of allocated staff. As mentioned previously, this can create a cascading affect, which forces personnel into a pattern of out-of-beat response.

To be clear, there is a lack of data available for BerryDunn to definitively conclude that officers are routinely over-responding or that supervisors are not managing resources properly in this regard. However, based on the feedback provided and a review of the data, it appears that over-response to CFS may be an issue in need of additional focus and effort at NPD. Accordingly, BerryDunn suggests continued monitoring of this issue by the NPD and reemphasizing the role of supervisors in monitoring multi-officer response to CFS.

BerryDunn also notes one other important point of clarification: BerryDunn is firm in its position that officer safety is of paramount importance. Nothing in this section should be construed to suggest that BerryDunn supports limiting unit responses to CFS in a manner that would jeopardize the safety of the officer or the public, or in a way that would interfere with the effective and efficient delivery of police services.

IV. Patrol Staffing Analysis and Calculations

As noted previously, BerryDunn patrol staffing requirements are determined by evaluating the total workload in hours against hours of officer availability. Officers are not able to work for a variety of reasons including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy officers properly, and evaluate productivity, it is necessary to calculate the actual amount of time officers are available to work. To assist in these calculations, BerryDunn obtained detailed patrol leave data for 2019 from the NPD.

Patrol Availability

Table 50 demonstrates the amount of time patrol officers have available for shift work. This table starts with the assumption that officers work a 40-hour work week. This computation is 52 weeks x 40 hours = 2,080 hours per year. However, in order to have a more accurate picture of how many hours per year the average officer is available to work, various leave categories must first be deducted from this total. Table 50 shows that after subtracting leave categories from the total, the average patrol officer is actually available to work 1,796 hours per year (rounded up), not 2,080 hours as is often thought (understanding that this represents the cumulative average—and individual officer availability can vary greatly).

The data in Table 50 also reflect average leave times by category from several prior studies. The overall totals for the NPD are 108 hours lower than the comparisons, and this is a significant variation and something to monitor. Based on numerous studies, the number of available patrol hours is roughly 1,700. Given the staffing issues the NPD experienced in 2019, it is possible that officers were not able to take as much personal leave as they might have preferred. If this were the case, it would artificially inflate the average amount of time officers have available for shift work. Because this number affects calculations to determine optimal staffing levels, the NPD should monitor these annual totals, as they could affect future staffing needs.

Table 50: Patrol Availability

		*Study
Annual Paid Hours	2,080	Averages
Leave Category		
Vacation (NPD includes PTO; Sick, Vacation, Holiday)	216	136
Sick Leave	0	48
COMP Time Off	2	44
Holiday Time Off	0	93
Military Leave	4	9
Leave Without Pay	0	9
Injury Leave	0	
Funeral	2	
Administrative Leave	5	
Short-Term Disability	1	
Training	54	65
<i>Subtotal (minus)</i>	284	
Average Annual Availability (Hours)	1,796	1,688

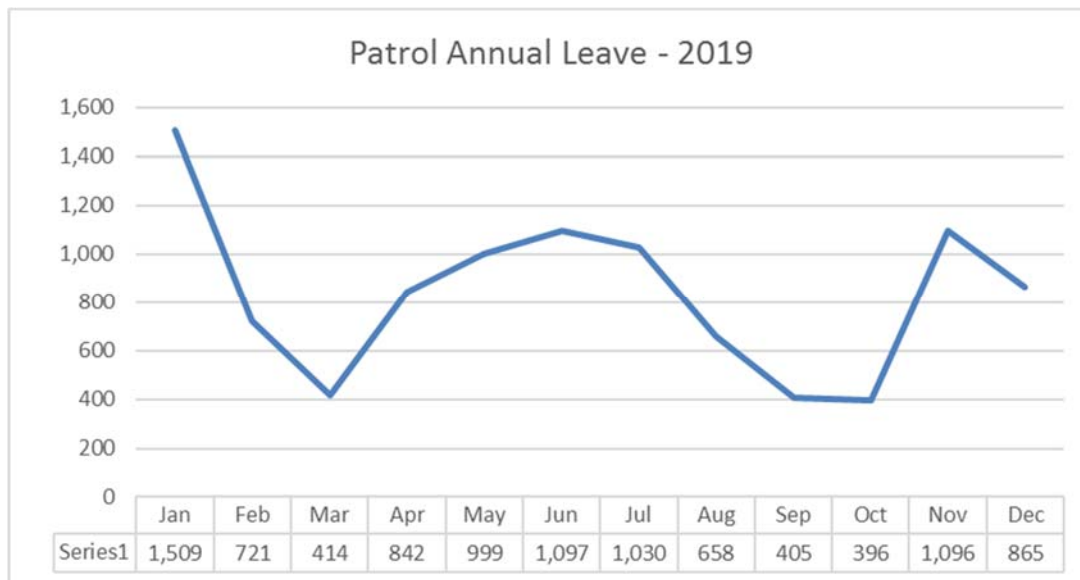
Source: Agency Provided Data

*Includes data from prior studies

Understanding the actual amount of work time available for officers is central to building a work schedule and for ensuring that adequate shift coverage is attained in relation to CFS needs. It is also a critical component in calculating staffing demands based on an examination of workload against worker capacity.

In addition to understanding how much time officers have available to them for scheduling purposes, it is also important to understand when they are not available, because peaks and valleys in the use of leave time can complicate the process of maintaining coverage within the work schedule. In Figure 13 below, the patterns of annual leave for patrol officers are broken down by month.

Figure 13: Annual Leave Hours – Patrol



Source: Police Department Provided Data

This figure shows that the months of January, May through July, and November have higher annual leave time totals than the other months. Moreover, the totals are significantly higher for these months in comparison to March, September, and October. Due to these variations, the work schedule should have the flexibility to be adjusted to these patterns so that staffing resources are used efficiently.

Shift Relief Factor

Another mechanism for understanding the number of officers required to staff a schedule is through determining the *shift relief factor*. The shift relief factor is the number of officers required to staff one shift position every day of the year. To calculate the shift relief factor, the average availability for each officer, as displayed in Table 50, is used. For the NPD, one position requires 3,650 hours per year to staff (10 hours x 365 days = 3,650 hours). Therefore, the shift relief factor is calculated to be 2.03 ($3,650 / 1,796 = 2.03$). To determine the shift relief factor for a 24-hour period, this number is multiplied by the number of stated shift minimums for the NPD. Because the current scheduling model for the NPD includes shift minimums of 4 for the day shift, 4 for the mid-shift, and 3 for the night shift, for a total of 11 daily shifts (see Table 27), then the number of officers required to staff the current schedule and allocation of personnel without operating short or using overtime is 22.33 (2.03×11).

This calculation represents the number of personnel needed to staff the current stated shift minimums. However, if the NPD used its staff allocations as a baseline (17 per day, as shown in Table 27), these numbers would change greatly. If the NPD wanted to maintain scheduling numbers based on the preferred allocations, the number of officers required would be 34.51 (2.03×17).

Understanding the various issues related to staffing, including the shift relief factor, is important from a scheduling standpoint. Police agencies tend to build their work schedules based on the total number of personnel available, as opposed to the workload capacity of those personnel. The result is an imbalance between the structure of the schedule and the number of hours officers can actually work. Schedules of this nature also typically fail to account for leave patterns and peaks and valleys in service demands. However, these issues can be overcome through the use of a properly designed work schedule (assuming adequate staffing is available). To determine the proper number of officers required for patrol, agencies must first consider how many positions they want to staff at any given time (this should be based on workload demands). Once the department determines this number, it can calculate personnel needs.

Table 51: Daily Shift Needs

Daily Shift Needs				
Primary Min/Day	Backup Min/Day	Total Min/Day	Officer Available Min/Day	Daily Officers Required
1,354.87	2,130.85	3,485.71	180.00	19

Source: Calculations from Agency Data Provided

Table 51 includes data regarding the number of minutes per day of obligated workload for NPD officers. The CFS minutes per day have been calculated from the CAD data provided. The available minutes per day, by officer, are calculated based on a 30% availability of time to dedicate to the obligated workload, based on a 10-hour shift (10 hours x 60 minutes, multiplied by 30% = 180 minutes). Based on this data, the NPD would require 19 officers per day to manage the workload if CAD data related only to patrol staff is calculated. However, it is important to note here that the full workload for patrol is not represented in the data provided in Table 51; it is higher.

Looking exclusively at the data from Table 51, the NPD should be able to cover the workload with 19 daily shifts, or with an allocation of 39 officers (when factoring in shift relief). However, these calculations presume an equal distribution of CFS by location, hour, day, and month. To more accurately understand the staffing needs of the NPD, there are other factors to consider. In Table 52, the number of CFS that each officer can handle per shift is provided. These calculations use a 30% availability factor for patrol officers, and 70 minutes per CFS as an overall average for cumulative on-scene time.

Table 52: CFS Capacity by Shift Length

Shift Length in Hours	Total Shift Minutes	Available CFS Minutes	Number	Annual CFS Shift Total
			of CFS per Shift	
12	720	216	3.09	1,126
10.5	630	189	2.70	986
10	600	180	2.57	939
8	480	144	2.06	751

Source: Data Calculations; Police Department CAD Data

Based on these calculations, the average number of CFS an officer can handle on a 10-hour shift is 2.57. Using the CFS distribution data from CAD based on hour of the day and patrol district, BerryDunn created Table 53. This table averages the CFS totals by hourly block and calculates the number of staff required to manage the volume in that district during that period.

Table 53: Officers Required by District by Shift

SECTION 1		Dist. 1	Dist. 2	Dist. 3	Dist. 4	
Annual CFS Volume by District		6,943	2,680	3,801	4,379	
Daily Minutes for CFS (70 minutes per CFS)		1,332	514	729	840	
Shift Length In Hours	Available Minutes	Daily Officers Required by Shift/District				Totals
10	180	7	3	4	5	19

SECTION 2		Dist. 1	Dist. 2	Dist. 3	Dist. 4	
Annual CFS Volume by District		8,639	3,335	4,730	5,449	
Daily Minutes for CFS (70 minutes per CFS)		1,657	640	907	1,045	
Shift Length in Hours	Available Minutes	Daily Officers Required by Shift/District				Totals
10	180	9	4	5	6	24

Source: Police Department CAD Data Calculations

In Section 1 of Table 53, BerryDunn has included data based solely on the patrol units of the NPD. Based on these calculations, it would take 19 daily shifts to manage the workload. However, as BerryDunn has indicated, Section 1 does not represent the full workload, as it does not include additional CFS from supplemental units. BerryDunn added the supplemental unit

work effort to Table 53 and included it in Section 2. These numbers reflect an adjusted CFS volume of 22,153 and 26,214 hours of obligated workload (see Table 59).

Based on the data in Section 2 of Table 53, it would require 24 shifts per day to manage the workload volume. It is also important to note here that these totals reflect an equal distribution of CFS across the calendar year. Using the data from CAD and Table 53, BerryDunn created Table 54. This table shows the number of daily shifts based on patrol minimums; patrol and CAD calculations; and patrol, supplemental, and CAD calculations.

Table 54: Shift Relief Factor Calculations

Shift Hours	Raw Shift Hours Total Annual	Shift Relief Factor	Number of Daily Shifts	Officers Required to Staff Shifts
Current Maximum Shifts				
10	3,650	2.03	17	35
Current Minimum Shifts				
10	3,650	2.03	11	22
Cad Required Shifts				
10	3,650	2.03	19	39
Cad And Supplemental				
10	3,650	2.03	24	49
Proposed Patrol Number				
10	3,650	2.03	23	47

Source: Calculations from Agency Data Provided

BerryDunn calculates that the total obligated workload, including patrol and supplemental patrol obligations, would require 24 shifts per day resulting in the need for 49 officers to staff those shifts consistently. However, BerryDunn is proposing the use of 23 daily shifts, which would require 47 officers. The reason for this reduction relates to BerryDunn's recommendation to increase staffing in animal control and to reconfigure their duties and responsibilities. If two positions were added in animal control, then those two positions would mitigate the need for two patrol positions.

As BerryDunn has already noted, the current CFS distribution between the patrol districts is unbalanced. Table 55 provides a breakdown of the number of shifts required per district, per day to manage the workload volume. As indicated in Table 59, patrol staffing demands will shift based on the adoption of BerryDunn's recommendation concerning the animal control unit. Section 1 of Table 55 indicates the need for 24 daily shifts, resulting in the need for 49 officers in patrol (highlighted in orange). Section 2 of the table provides daily district and staffing

requirements, based on an increase to the animal control unit. If this increase occurs, the NPD would require 23 daily patrol shifts and 47 officers to fill these shifts consistently. These are highlighted in blue, including the reduction of the daily shift, which would occur within District 1.

Table 55: Shift Relief and Shift Calculations

Section 1					Officers
	Shift	Raw Shift Hours	Shift Relief	*Number	Required to
District	Hours	Total Annual	Factor	of Shifts	Cover All Shifts
1	10	3,650	2.03	9	18
2	10	3,650	2.03	4	8
3	10	3,650	2.03	5	10
4	10	3,650	2.03	6	12
Total				24	49

Section 2					Officers
	Shift	Raw Shift Hours	Shift Relief	*Number	Required to
District	Hours	Total Annual	Factor	of Shifts	Cover All Shifts
1	10	3,650	2.03	8	16
2	10	3,650	2.03	4	8
3	10	3,650	2.03	5	10
4	10	3,650	2.03	6	12
Total				23	*47

Source: Police Department CAD Data Calculations

*Total calculation is 46.46 officers, per the shift relief factor. This number is rounded up, because it is not feasible to staff a half-time officer.

In addition to examining workload volumes across the various areas considered so far, it is also worthwhile to look at how the NPD compares to other communities. In Table 56, BerryDunn has provided several comparisons regarding the distribution of personnel to patrol and investigations. The NPD currently allocates 53.42% of its sworn officers to the Patrol Division and 15.07% allocated to the Investigations Division. The patrol personnel distribution is highly consistent with the benchmark averages and the average of the other studies. In contrast, the allocation of investigators at the NPD is slightly higher than the benchmark averages, but is

lower than the study comparisons. Additional details on the Investigations Division can be found in Chapter 8, including a recommendation for additional personnel within that division.

Table 56: Patrol and Investigations Comparisons

Cities	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark City Averages	236	132	55.93%	30	12.71%
Example City 1	304	130	42.76%	45	14.80%
Example City 2	512	221	43.16%	108	21.09%
Example City 3	720	374	51.94%	157	21.81%
Example City 4	636	343	53.93%	123	19.34%
Example City 5	182	98	53.85%	32	17.58%
Example City 6	157	84	53.50%	35	22.29%
*Prior Study Averages	419	208	49.78%	83	19.91%
Northglenn PD	73	39	53.42%	11	15.07%

Note: Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant) and above. Investigations include intelligence, task forces, narcotics, and general investigations.

Source: Benchmark City Data – <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

In Table 57, an analysis is provided regarding the total number of CFS handled on average by NPD officers based on CFS and staffing totals. In looking at the totals for the benchmark cities, the data suggests that each patrol officer handles an average of 547 CFS per year. For the prior study cities, the average annual CFS number is 562. When looking at the numbers for the NPD, the average number of CFS per year, per officer is 471. BerryDunn notes here that this number includes the additional supplemental volume and workload used to calculate staffing needs.

What Table 57 does not provide is the time associated with each CFS. Based on the data from Table 36, the amount of time spent per CFS for NPD is higher than other studies. As a result, the NPDs annual workload for 471 CFS per officer is substantially higher than the 547 or 562 CFS examples provided. If the amount of time the NPD spent on each CFS were lower, then the annual CFS comparisons would be more balanced.

It is worth mentioning here that the NPD should work to reduce the overall time per CFS. The NPD can accomplish this through a variety of methods including reducing over-response, increasing in-beat response, adding staff, and adjusting the patrol schedule and distribution of personnel. These steps can reduce the per-CFS time and the total workload, as well.

Table 57: Call for Service – Comparison Data

Benchmark City	Population	Total CFS	*First Responders	CFS Per First Responder
Overland Park Study				
Average Totals (29 Cities)	172,795	76,406	140	547
**Prior Study Cities				
Example City 1	708,920	162,090	301	539
Example City 2	148,692	49,141	113	435
Example City 3	559,600	151,810	330	460
Example City 4	251,893	142,812	216	661
Example City 5	110,598	46,049	86	535
Example City 6	86,306	63,922	86	743
Prior Study Averages	311,002	102,637	189	562
Northglenn PD**	39,383	22,153	47	471

Note: Includes all officers below rank of first-line supervisor, assigned to the following duties: Community-Oriented Policing, Emergency Response, K-9, Patrol, SRO, or Traffic.

*Includes patrol officer allocations, not actual numbers of officers working.

**CFS numbers are estimated, based on patrol and supplemental patrol workloads.

Source: <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>; Police Department Provided Data; prior IACP studies

There is one additional factor to mention regarding the data in Table 57. The data in this table presumes an equal distribution of CFS by patrol district and by hour, which is not accurate. Based on the data from Table 37, the NPD experiences more than 68% of its CFS volume between 10 a.m. and 10 p.m. Using only the patrol number from Table 37, this would mean that 10,790 CFS occur between these hours. This produces an average daily CFS total of 29.5 between 10 a.m. and 10 p.m., and 19.7 CFS during the opposite time frame. This point illustrates the need to adjust the work schedule to accommodate peaks in CFS volume, and that per-officer averages, while comparatively helpful, do not provide the full context of the work effort.

As evidenced by the analysis in this section, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. Additional details are provided later in this chapter; however, it is BerryDunn's position that the NPD requires additional staffing to meet service demands. It is also clear that the department will need to make adjustments to the work schedule in order to compensate for leave patterns and to maximize efficiency and personnel deployments in a geographic policing format.

Workload Model and Analysis

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and BerryDunn uses a specific model for doing this. The primary standards employed for the NPD assessment include:

- Operational labor
- Administrative labor
- Uncommitted time

In the workload model used by BerryDunn, 30% is allocated to each of the labor areas, with a 10% buffer available to allow for daily variances.

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer CFS generated by the public and to address on-view situations discovered and encountered by officers. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public, or an incident an officer comes upon (obligated workload). When expressed as a percentage of the total labor in an officer's workday, operational labor of first response patrol officers should not continuously exceed 30%. As previously indicated, in order to quantify the amount of workload volume, the BerryDunn team conducted a thorough examination of CAD data provided by the NPD. Table 58 reflects the aggregate data in the CAD dataset provided to BerryDunn (this is an abbreviated version of Table 28).

BerryDunn started with the full CAD dataset, which included 54,157 hours of workload. Of this, 16,940 hours were officer-initiated activity, which BerryDunn removed from the dataset. BerryDunn then separated the patrol hours and removed 11,873 hours that were not associated with patrol unit response. This left 25,343 hours of community-initiated patrol CFS workload. In cleaning the CAD database, BerryDunn identified 3,743 hours of workload data that did not pertain to patrol units assigned to primary CFS response, and BerryDunn removed this data from the dataset.

After making these reductions, certain hours were added back into the totals, as these hours represented part of the obligated workload. Generally, data within the *supplemental patrol* category is not considered part of the workload for patrol. Units in this area include SROs, desk officers, animal control, light duty officers, and special traffic units. However, on examination, most of the data attributed to the patrol supervisors is likely the result of *supplanting*. In this context, supplanting refers to officers or supervisors who act as primary CFS officers even though this is not part of their general work duties. When this occurs, it reduces the workload burden for patrol, artificially reducing their obligated workload total.

BerryDunn knows supplanting is occurring at the NPD based on conversations with staff (and a review of the CAD data). Several individuals interviewed said there are times when staffing in patrol is low, and employees from other units have had to assist by taking CFS. BerryDunn

notes that this is commonplace in law enforcement agencies; however, when this occurs, it makes calculating the obligated workload for patrol more difficult.

Table 58: Patrol and Patrol Unit Hours

Patrol	Community	Officer	Grand Total
Patrol – Day Shift	8,991:44:28	1,841:13:46	10,832:58:14
Patrol – Night Shift	5,427:56:59	4,157:34:21	9,585:31:20
Patrol – Swing Shift	10,923:28:14	2,148:33:43	13,072:01:57
Subtotal	25,343:09:41	8,147:21:50	33,490:31:31
Supplemental Patrol	Community	Officer	Grand Total
Subtotal	10,320:59:03	8,353:53:03	18,674:52:06
Investigations	Community	Officer	Grand Total
Subtotal	122:06:18	91:08:10	213:14:28
Non-Patrol	Community	Officer	Grand Total
Subtotal	1,328:58:48	146:41:44	1,475:40:32
Non-CFS Data	Community	Officer	Grand Total
Subtotal	0:09:42	0:00:38	0:10:20
Non-Northglenn Units	Community	Officer	Grand Total
Subtotal	101:21:32	201:44:29	303:06:01
Totals	37,216:45:04	16,940:49:54	54,157:34:58

Source: Police Department CAD Data

For the NPD, BerryDunn concluded that most of the sergeant hours in the supplemental patrol area were likely part of the obligated workload, and these hours represent supplanting. For that reason, BerryDunn added these hours back into the obligated workload total in Table 59.

There are also likely some sergeant hours in the supplemental patrol area that are not supplanting hours. However, it is also likely that there are hours in other unit areas that represent supplanting but cannot be isolated or quantified. BerryDunn points out that even if some of the hours attributed to supplanting were not part of the obligated workload for patrol, the number of unidentified supplanting hours from other units would easily offset those hours. Accordingly, it is BerryDunn's position that the supplanting hours attributed to this model reflect a *minimal level* of supplanting hours, and that if the actual hours could be quantified, they would exceed the number used in this calculation.

The data in Table 59 is broken out into several models.

Table 59: Obligated Workload Model – Patrol 30%

	Literal Explanation and Formula	Model 1	Model 2	Model 3a	Model 3b	Model 4
A - 1a	Primary Patrol Unit Obligated Hours - Community CFS	21,600	21,600	21,600	21,600	21,600
A - 1b	Remove Non-CFS Patrol Data	-396	-396	-396	-396	-396
A - 1c	Add Self-Initiated Criminal Activity	164	164	164	164	164
A - 1d	Add Self-Initiated Motor Vehicle Crash Activity	84	84	84	84	84
A - 1e	Remove NULL Values between 5 to 8 Hours	-646	-646	-646	-646	-646
A - 2a	Sergeants - Patrol		2,456	2,117	2,117	2,117
A - 2b	Remove Non-CFS Sergeant Data		-203	-186	-186	-186
A - 2c	Add Self-Initiated Criminal Activity		12	12	12	12
A - 2d	Add Self-Initiated Motor Vehicle Crash Activity		13	13	13	13
A - 2e	Remove NULL Values between 5 to 8 Hours		-36	-36	-36	-36
A - 3a	Traffic/Cover			3,485	3,485	3,485
A - 3b	Remove Non-CFS Traffic/Cover Data			-35	-35	-35
A - 3c	Add Self-Initiated Criminal Activity			25	25	25
A - 3d	Add Self-Initiated Motor Vehicle Crash Activity			13	13	13
A - 4a	Animal Control					1,255
A - 4b	Remove Non-CFS Animal Control Data					3
A - 4c	Add Self-Initiated Criminal Activity					268
A - 4d	Add Self-Initiated Motor Vehicle Crash Activity					0
A - Total	Total Obligated Work Hours	20,806	23,048	26,214	26,214	27,740

B	Available Hours per Officer	1,796	1,796	1,796	1,750	1,796
C	Authorized Strength in Patrol	39	39	42	42	44
D	Current Patrol Hours Available (B*C)	70,044	70,044	75,432	73,500	79,024
E	Current % Obligated to Citizen CFS (A/D)	29.70%	32.91%	34.75%	35.67%	35.10%
F	Target Obligated Workload (30%)	30.00%	30.00%	30.00%	30.00%	30.00%
G	Officer Workload Hours Available at 30% (B*F)	539	539	539	525	539
H	Patrol Officers Required to Meet Target Workload (A/G)	39	43	49	50	51
I	Additional Primary CFS Response Officers Needed (H minus C)	0	4	7	8	7

Source: Calculations from Agency Data Provided

Each of the models in Table 59 begin with the baseline of patrol hours; see line A – 1a. Then, based on BerryDunn’s evaluation, certain hours have been added or subtracted as shown in lines A – 1b through A – 1d. Within the CAD dataset, BerryDunn found several CFS that had high on-scene times associated with them. These had between five and eight hours of time and lacked an on-scene arrival time. There were 103 CFS of this nature, and because they likely included erroneous data, they were removed from the dataset; see line A – 1e. Model 1 includes only patrol hours and uses the current authorized patrol strength and available hours to determine staffing levels based on the workload provided. Due to supplanting, this number is artificially low and is not an accurate reflection of the work volume patrol should be managing.

In Model 2, BerryDunn has added the sergeant supplanting hours. This provides a substantial shift in the number of officers required to manage the workload. BerryDunn also observed that the sergeant hours reflected in line A – 2a were inflated due to anomalies in the data, similar to those referenced in line A – 1e above. BerryDunn removed these hours, and a more accurate total for the sergeants is included in Model 3a. However, adding the sergeants, as shown in Model 3a, does not represent the full workload, either. This is because there is substantial supplanting occurring from the Traffic/Cover officers. When BerryDunn added these hours, as shown in Model 3a, the number of additional patrol staff required to handle the obligated workload changed to from 39 to 49. For Model 3a, the reported number of additional officers required is seven. This is because the number of traffic officers (three) have been added to Line 3. If these officers were removed from the total, the additional officers required to manage the workload would be ten.

Model 3a reflects the total available hours for officers at 1,796, and BerryDunn has highlighted this in green. As indicated and discussed in reference to Table 50, the number of available hours for the NPD is comparatively high when considered against other studies. BerryDunn suspects that certain operational factors may be responsible for this number, and to illustrate the effect of a smaller number, BerryDunn has included Model 3b in Table 59. BerryDunn has used 1,750 as an estimated number of available hours (highlighted in blue). Making this adjustment adds one additional patrol officer to the required number. Again, this number is an estimate, but it may more accurately reflect the number of available hours when staff are not working shorthanded.

To illustrate the workload the animal control unit is managing, BerryDunn has included Model 4 to the table. These calculations use the reported available time for patrol officers of 1,796 hours and add the workload and availability for animal control officers. As with Model 3a, Model 4 reflects the need to add seven patrol officers. If the modified available hours were used (1,750), this number would increase to eight. Based on the aggregate analysis of the workload for the NPD and the data shown in Table 59, it is BerryDunn's assessment that the NPD would need to add ten patrol officers to manage the current workload. As indicated in Chapter 3, if the duties and responsibilities of the animal control unit were revised, and if two additional staff members were added to that unit, then the number of additional patrol required for the NPD would be reduced to eight.

To help ensure that supplanting data can be captured more readily in the future, BerryDunn recommends the NPD add a CFS disposition code, which clearly identifies the incident as an assist to the Patrol Division, regardless of the officer who managed the CFS. This could easily be done within CAD, and it would then require training non-patrol personnel to use this disposition code at the end of the CFS so that future analysis of the data could easily identify non-patrol units that managed a CFS in support of the Patrol Division. Doing this would also allow the department to gain clarity in terms of future workload demands, which may actually support additional personnel over what BerryDunn is currently recommending.

Administrative Labor

Precise information is not available in CAD for many administrative activities due to variances in the way agencies and officers record these activities. The interviews and field observations by BerryDunn suggest that administrative time for the NPD appears to be at the norm.

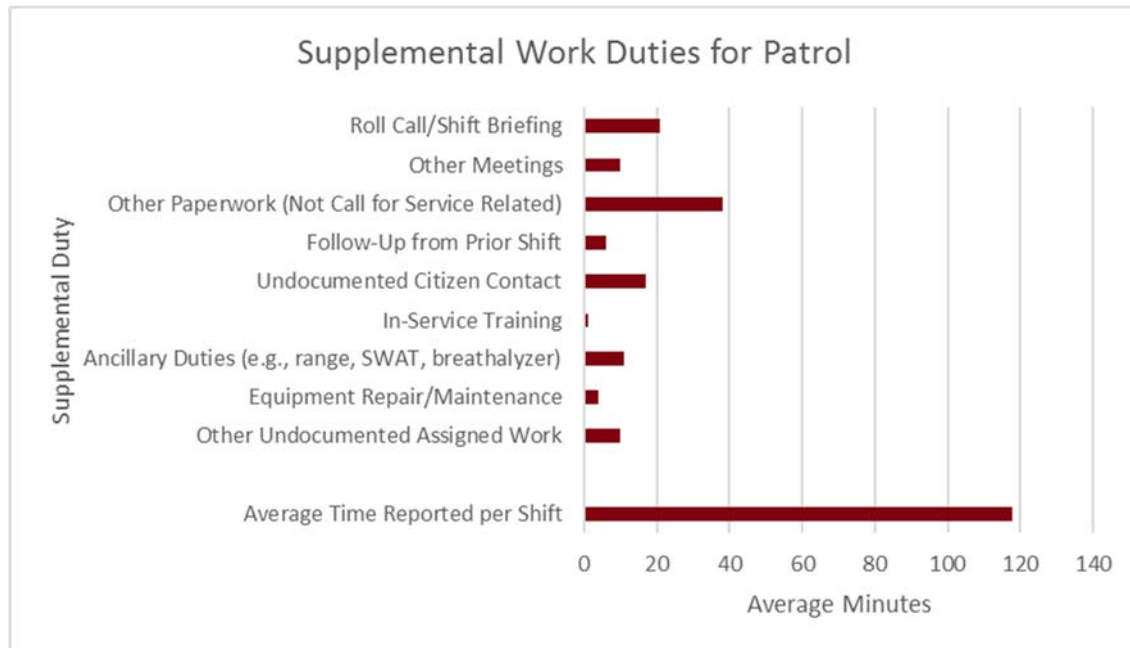
Industrywide, administrative time generally accounts for approximately 25 – 30% of an officer's average day, which appears to be the case at the NPD. This percentage can seem high to those not acquainted with the patrol function. However, a review of typical patrol activities supports this average.

- Report-writing and case follow-up (variable)
- Patrol briefings (15 minutes)
- Administrative preparation/report checkout (30 minutes)
- Meal and personal care breaks (30 minutes)
- Court attendance (day shift)
- On-duty training, not otherwise captured (variable)
- Vehicle maintenance and fueling (15 minutes)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review, and paperwork)
- Field Training Officer (FTO) time for both trainee and trainer (variable);
- Equipment maintenance (computer, weapons, radio) (variable)

In order to attempt to illustrate allocations of administrative time that are unaccounted for in CAD, BerryDunn asked the patrol officers to complete a worksheet and survey during two of their patrol shifts (some of these data are reported in Tables 29 and 30). Officers were asked to record time spent on certain activities and to report this back via an online survey. Figure 14 below provides the breakdown of the information received from the 29 shift responses.

The average time reported for supplemental work by each officer for each shift was approximately 118 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officers' normal shifts (BerryDunn did not identify which shifts to use). While representative of the supplemental workload, it is possible that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered.

Figure 14: Self-Reported Supplemental Workload



Source: Patrol Workload Survey

Uncommitted Time

The cumulative operational and administrative labor that officers must engage in should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the workday must be uncommitted to any other type of labor. Uncommitted time allows officers to do the following:

- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts

Uncommitted time is the time left over after officers complete the work associated with both obligated/committed time and administrative time. A general principle for distribution of time for patrol is 30% across the board for administrative, operational, and uncommitted time, with a 10% flex factor. Ideally, particularly for service-driven organizations, the remaining 10% becomes uncommitted time, allowing officers more time for proactive community engagement. For a jurisdiction like the NPD, with its stated focus on exceptional service and community policing, no less than 40% uncommitted patrol time is ideal.

It has been the experience of BerryDunn that the percentage of administrative time generally mirrors operational labor totals. In other words, if a patrol officer is spending 35% of his or her

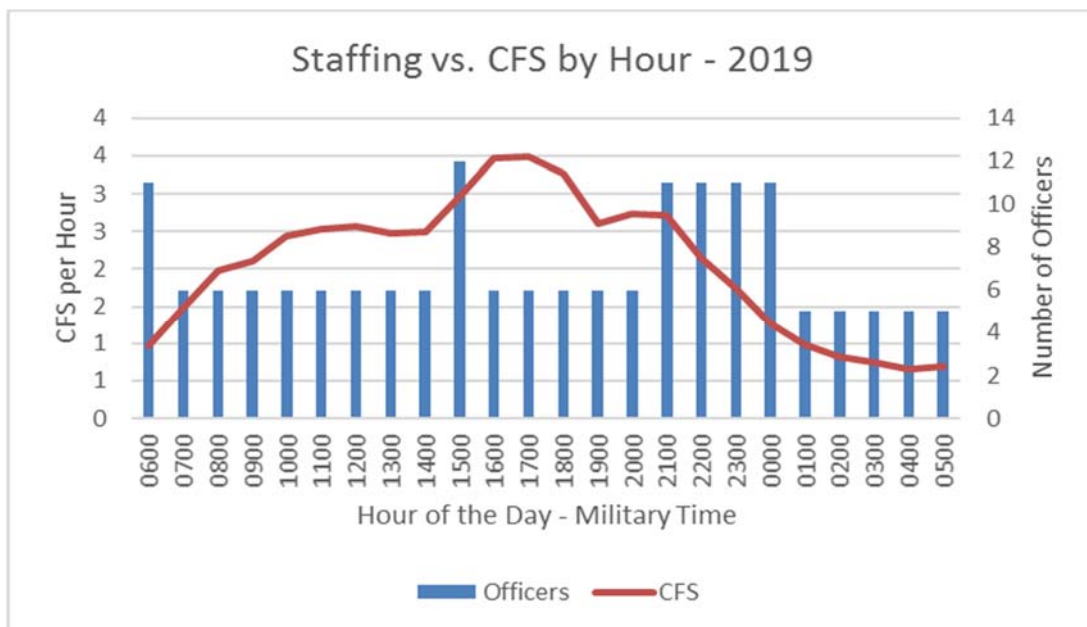
time engaging in obligated workload, administrative time will likely capture 35% of his or her daily responsibilities. This is likely due to the types of administrative duties that typically follow the obligated workload, such as conducting follow-up, processing evidence, and writing reports. Essentially, if either the operational or administrative percentages are over 30%, then the percentage of uncommitted time will be negatively affected. BerryDunn notes here that based on the data provided in Table 59, the obligated workload per officer is currently about 34.75% (based on Model 3a). Again, in all likelihood, the administrative time commitment is also likely 34.75%. Given these calculations, the remaining unallocated time for NPD is approximately 20%, excluding the 10% buffer time. This provides additional evidence of the daily shift demands and workload that are likely contributing to reduced officer-initiated activity.

V. Patrol Work Schedule

One of the most common areas of concern that those interviewed conveyed to BerryDunn relates to the issue of staffing allocations in patrol. Many explained that they did not feel there are enough officers on the street at any given time to ensure that community complaints are handled in a timely manner. Staff interviewed said the patrol shifts often do not have a full complement of officers working and available to handle CFS. Staff also explained that working at shift minimums was the standard practice.

Figure 15 below provides a graphic visual snapshot of the staffing allocations for NPD, as compared to average hourly CFS totals. Figure 15 uses the staffing allocations by shift (see Table 23). To clarify, this table shows the allocated number of personnel, not the actual staffing levels.

Figure 15: Staffing Allocations vs. CFS Totals

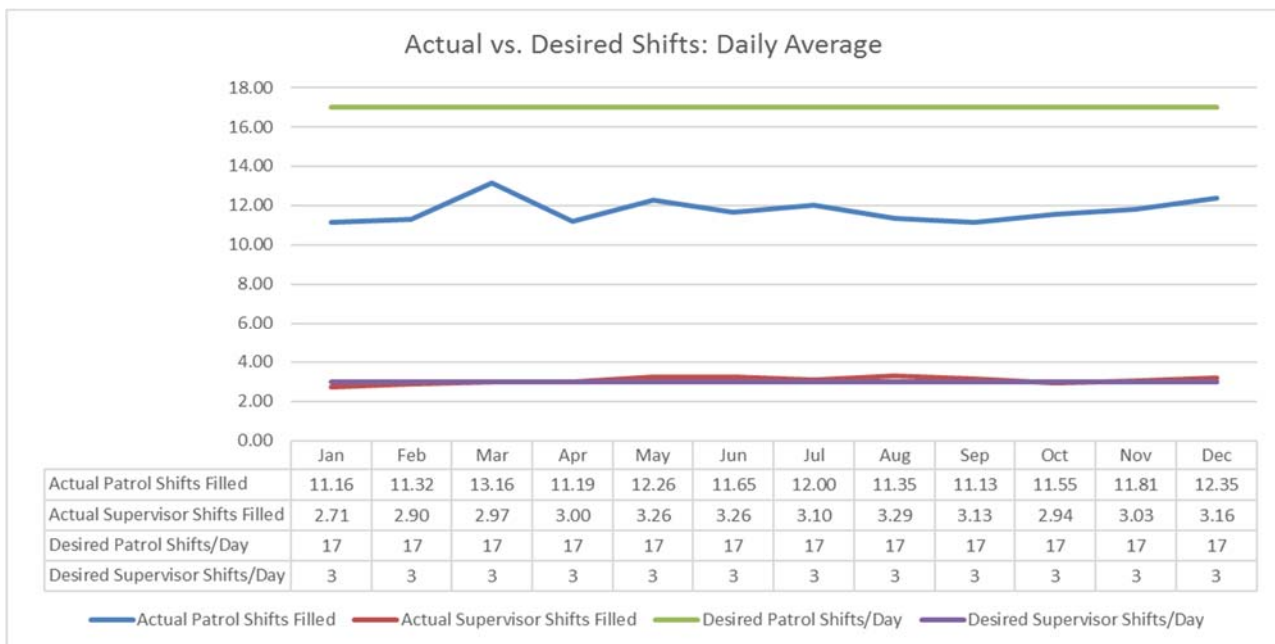


Source: CAD/Agency Provided Data

BerryDunn notes that although the design of the patrol schedule intends to align hourly CFS volume with the number of officers deployed, the staffing peak is not aligned with the CFS peak. In addition, the flexibility of the patrol schedule does not fully account for leave time and the cyclical pattern of leave time use (see Figure 13).

BerryDunn asked the NPD to manually calculate the actual work shifts for each month of 2019, and this data is reflected in Figure 16. This figure separates patrol and supervisors, and it includes lines that show maximum/desired shift totals and actual staffing levels. Although there are several officers *allocated* to each shift during the design phase of the work schedule, the actual staffing levels are much lower. The data shown in Figure 16 seem to support the concerns raised by those interviewed—that despite the allocation of 39 personnel to the Patrol Division (excluding sergeants and other officers), the daily staffing numbers are below optimal and workable levels.

Figure 16: Actual vs. Desired Shifts

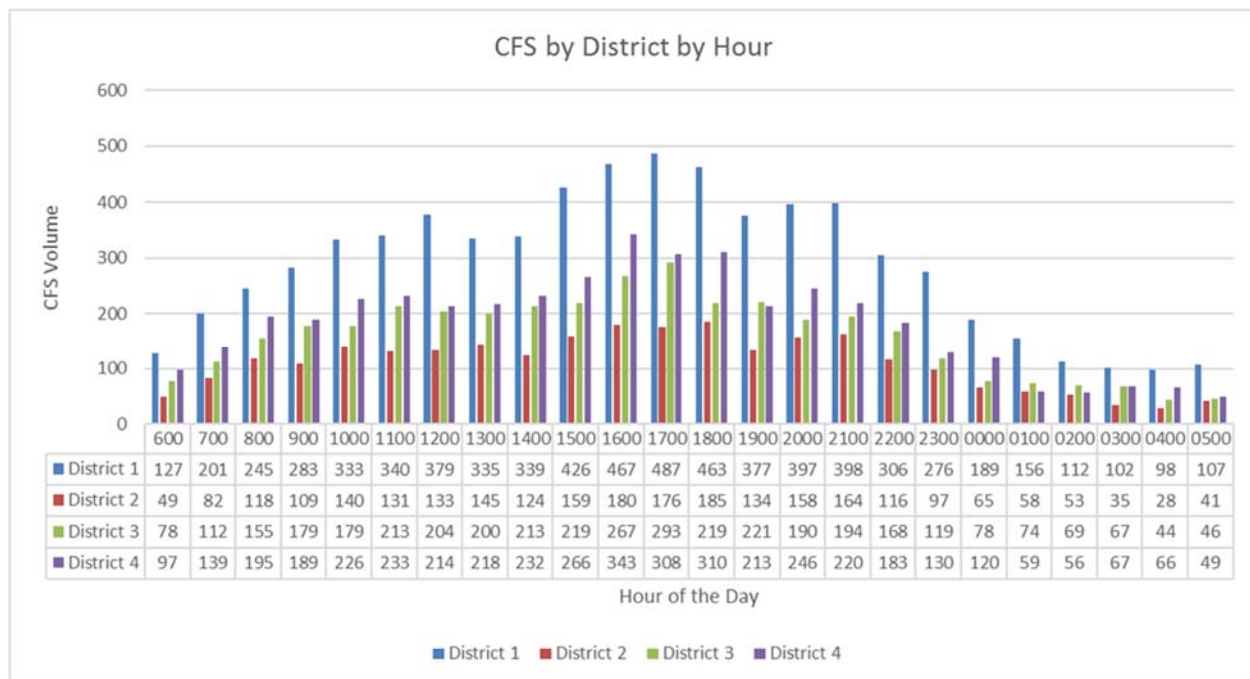


Source: Police Department Provided Data

The data in Figure 16 are important because they help to illustrate actual staffing, as opposed to officer allocations. Based on these data, the NPD has not operated at optimal staffing levels. Instead, the NPD is nearly always operating at minimum staffing levels.

As BerryDunn has mentioned previously, the service volume distribution of CFS between the patrol zones is unbalanced. However, as Figure 17 shows, the pattern of CFS by hour is consistent between the patrol zones. This information is important because BerryDunn has suggested the NPD make adjustments to the patrol zones. Based on the data from Figure 17 below, adjusting the patrol zones to improve the balance of CFS volume is not likely to affect the pattern of hourly CFS.

Figure 17: Events by District by Hour



Source: Police Department CAD Data

In Table 60 below, BerryDunn has provided a Heat Map, which shows the most common type of CFS by patrol zone. The Heat Map provides all CFS categories that averaged at least 100 incidents for the CAD dataset year.

As noted in prior tables, a small number of CFS categories comprise much of the NPD's work. The top 10 categories (Welfare Check through Theft) combine for 8,647 incidents, which represent 48.57% of the CFS volume for the NPD. As with the volume by hour, the type of CFS per district is also relatively consistent. Again, this means that making adjustments to the district/beat boundaries would not be likely to overburden one district with any specific call type.

Table 60: CFS by Beat and Type – Heat Map

Incident Type / District	1	2	3	4	Total
Welfare Check	597	165	329	307	1,398
Suspicion	434	188	274	220	1,116
Alarm	274	169	207	273	923
MV Property Damage Crash	265	104	237	282	888
Civil	343	155	191	186	875
Unwanted Person	382	50	134	177	743
Disturbance	370	96	126	130	722
Telephone Message	225	97	99	291	712
DV	342	85	117	129	673
Theft	258	79	121	139	597
Attempted Contact with a Party/Suspect/Vehicle	230	109	104	129	572
Medical	215	72	131	132	550
Noise Complaint	184	84	101	51	420
Traffic Complaint	122	46	81	133	382
Fraud/Forgery	140	45	87	86	358
Trespass	130	89	61	78	358
Animal – Criminal (Bite, Cruelty, Ordinance Violation)	125	68	75	77	345
Mental Health/Suicidal	139	48	70	82	339
Child Abuse/Neglect/Out of Control	141	47	59	82	329
Harassment (including stalking)	140	46	68	71	325
Missing/Found Person	119	62	89	47	317
Traffic Hazard	64	50	52	83	249
Unknown 911 Call	104	29	70	46	249
Assault/Aggravated Assault	110	19	44	55	228
Driving Under the Influence Reported	66	23	48	88	225
Citizen/Community Assist	55	22	44	87	208
Criminal Mischief	101	33	43	28	205
Family Disturbance	83	42	40	39	204
Auto Theft	78	38	46	38	200
Threats	81	28	43	37	189

Incident Type / District	1	2	3	4	Total
Parking Violation	50	41	37	57	185
MV Crash Unknown/Other	55	24	36	67	182
MV Injury Crash	47	25	45	49	166
Burglary/Attempted Burglary	60	34	43	23	160
Shoplifting	44	7	34	74	159
Lost/Found Property	49	26	33	45	153
Abandoned Vehicle	49	32	24	41	146
Fireworks Complaint	54	42	27	19	142
Protection Order Violation	63	27	22	30	142
Drunk Person/Parties	67	9	40	18	134
Gunshots	55	31	25	21	132
Neighbor Dispute	51	20	29	30	130
Recovered Stolen Vehicle/Property	47	23	22	27	119
Animal – General	39	19	21	27	106
Drug Violation	46	12	23	20	101
Grand Total	6,943	2,680	3,801	4,379	17,803

Source: Police Department CAD Data

Patrol Schedule Discussion

Many law enforcement agencies struggle with designing work schedules that efficiently and optimally deploy available patrol resources. The path to developing an efficient work schedule that optimizes the effective deployment of patrol personnel requires thoughtful consideration of several overarching goals:

- Reducing or eliminating predictable overtime
- Eliminating peaks and valleys in staffing due to scheduled leave
- Ensuring appropriate staffing levels in all patrol zones or beats
- Providing sufficient staff to manage multiple and priority calls in patrol zones or beats
- Satisfying both operational and staff needs, including helping to ensure a proper work/life balance and equitable workloads for patrol staff

Designing a schedule that accomplishes these goals requires an intentional approach that is customized to each agency's characteristics (e.g., staffing levels, geographic factors, crime rates, zone/beat design, contract/labor rules), and there are several key components that bear consideration in that process. As part of this project, BerryDunn asked the NPD to complete a self-assessment of its patrol work schedule against a set of prescribed standards. The results of

that assessment are included in Table 61 below (a full version of the assessment is in Appendix C, Table 4).

Table 61: Patrol Schedule Self-Assessment

Schedule Components	Rating
SECTION 1	
Subtotal Section 1 (maximum of 18)	11
SECTION 2	
Subtotal Section 2 (maximum of 7)	7
OVERALL TOTAL SCORE (maximum score – 25)	18

Source: Patrol Schedule Assessment Worksheet

The NPD scored 18 points on this assessment out of a maximum of 25 points. Based on the scoring criteria, a score of 21 – 18 suggests that adjusting certain elements of the patrol schedule would improve its efficiency and effectiveness. Because the NPD scored 18, which is at the bottom of this range, it is likely that several components of the schedule are in need of revision.

Balanced Schedule

It is of some value at this point to discuss *balanced* as opposed to *on-demand* schedules. In short, in a balanced schedule, the department fully schedules all its personnel based on 40 hours per week, or 80 hours per pay period, throughout the year (this also often results in scheduling more personnel than required, which is referred to as over-scheduling). This is the most common form of police scheduling, and it is the type of schedule in use for the NPD.

This type of schedule works reasonably well if the department has enough people on the schedule to accommodate vacancies due to leave. BerryDunn refers to this type of scheduling as over-scheduling because it relies on scheduling more staff than necessary for existing demands in order to respond to requests for leave. In theory, because the department has *over-scheduled*, if someone takes leave, there is no need to backfill the opening because the schedule still contains enough staff to cover shift minimums.

Although over-scheduling works, its effectiveness is impeded by peaks and valleys in the use of leave time by staff. Invariably, as shown in Figure 13, patrol staff within law enforcement agencies take leave in larger increments during certain portions of the calendar year (e.g., during summer months, over the holidays). This often results in an imbalance between the number of leave requests and the ability of the schedule to release staff on leave without creating a shortage in staffing or the need to pay overtime to cover peak demands. Conversely, during periods when nobody takes leave (e.g., February), staffing is at its peak. This also tends to happen when service volumes are lower, which results in a certain amount of inefficiency.

There is a delicate balance between using over-scheduling as a means to accommodate leave and having too many resources available. For those creating the schedule, it is also important to note that when using a balanced or over-scheduling system, it may appear that the schedule is very heavy with resources. This can create a tendency to think that there are too many staff assigned to a beat/zone, precinct, or division. In reality, as those staff take leave, which often averages 400 hours per staff member (for holiday, personal leave, and training), the schedule will thin out. Despite this, it is likely that there will be peaks and valleys in this type of system.

When there are peaks of resources, administrative staff can redirect personnel to specific projects or special enforcement duties. When there are valleys (shortages of staff), the department will need to use overtime as a means to cover minimum staffing levels. Staffing using a proper shift relief factor will minimize this, but there will likely be some need to pay overtime to meet minimums, assuming that leave requests follow similar industry patterns.

So, although using a balanced schedule is the most common form of police scheduling, it is also the most susceptible to inefficiency and instability, due to the lack of flexibility in the schedule to adjust to leave and leave patterns and having *over-scheduled* personnel at various points in the schedule.

On-Demand Scheduling

One alternative to using a balanced schedule is to use on-demand scheduling, or a *short-schedule*. An on-demand or short schedule is a type of schedule that follows the FLSA 7k exemption for public safety scheduling and does not use the traditional 40-hour workweek to define the schedule or payment of overtime. In a short schedule, the department schedules officers fewer hours than required during any given month. This results in a circumstance in which the agency can use the unallocated hours in a flexible manner to cover meetings, training, special events, or predictable leave (e.g., vacation) as the scheduling needs demand. This type of the schedule is substantially more efficient than a balanced schedule because it is possible to adjust the work schedule on an ongoing basis and to respond to shift demands without the need for overtime or substantial over-scheduling of personnel.

There are myriad variations of short schedules, but the theory is rather simple. In a short schedule, the department schedules officers fewer hours than required during any given month. This process typically involves the creation of a schedule shell, in which the department ensures filling all shift minimums. In this format, there is also some over-scheduling involved, which allows for immediate backfilling of shifts vacated due to leave requests; however, the design of these schedules does not include the significant peaks that often occur within a balanced schedule. Instead, the amount over-scheduling of staff is reduced which creates more efficiency in terms of personnel usage.

In contrast to a balanced schedule, when staff request leave time (for whatever purpose, other than unscheduled sick leave) and there are insufficient overscheduled resources to accommodate the request, the agency can use unallocated time from patrol staff to fill the void.

This can provide tremendous flexibility for the agency, help ensure that staff are able to take leave time when requested, even during peak demand periods, and help reduce overtime costs. Unallocated hours can also be used to cover training time or other special work details.

Despite its efficiency, there are some drawbacks to this type of schedule. Administering the schedule is time-consuming, as it requires constant monitoring to ensure FLSA compliance, and there are many logistics involved in establishing the protocols for when and how unallocated hours will be scheduled. In addition, because some shift hours are unallocated and they are added to the schedule as the need demands, this type of schedule includes a level of inconsistency and unpredictability for officers in terms of knowing their work schedule in advance. On-demand scheduling is also new to most agencies, officers, and finance departments, and there are some bookkeeping complexities. In short, the agency pays each officer 80 hours of straight pay (a *salary* of sorts) per two-week pay period, regardless of how many hours they work. This means an officer may work 66 hours and collect 80 hours of pay, or the officer may work 95 hours and collect only 80 hours of pay. In some cases, moving to an on-demand schedule requires extensive coordination with the Finance Department so that it can understand and buy into the dynamics.

One other significant issue is that using an on-demand schedule will likely greatly reduce overtime within the agency. From a fiscal perspective for the agency, this is a very good thing; however, some staff become reliant on a regular stream of overtime pay, and when the stream of overtime money is substantially reduced, they may face personal budget issues. The department must understand this possible side effect and take steps to ensure that staff are aware of this change.

Base + (Base-Plus) Schedule

Another scheduling option for departments to consider is a Base +, or base plus schedule. A base plus schedule combines some of the factors of a balanced schedule with an on-demand schedule. In a base plus schedule, the main framework, including the schedule rotation (in terms of the number of days on and off) and the number of hours per shift, also results in a number of unallocated hours for each officer. As with an on-demand schedule, the unallocated hours can be structured and monitored based on a pay-period, work-cycle, or per-month basis. Once the main shell of the schedule is built, the department can then use the unallocated hours for each officer during the prescribed cycle (usually one to two shifts per month) to backfill gaps or holes created in the schedule due to leave time, training, or other expected/predictable absences.

The primary difference between an on-demand schedule and a base plus schedule is that in an on-demand schedule, the shifts are evaluated and added on an ongoing basis, usually in 30-day increments. In a base plus schedule, the unallocated shift time is added when the schedule is constructed (usually a year at a time), but after predictable leave and training needs for the schedule are identified.

Like the on-demand schedule, the base plus schedule carries with it the same operational requirements regarding schedule administration, FLSA compliance, and following established scheduling protocols. This type of schedule has less flexibility for the agency in terms of being able to adjust the schedule throughout the year, but it provides additional stability for officers in terms of knowing their full schedule for the year, including the placement of hours that were not initially allocated.

Despite the challenges associated with on-demand or base plus models, most of the issues can be overcome by developing strong protocols and procedures for implementing this type of schedule. In summary, the use of short scheduling has many benefits, and BerryDunn encourages agencies to consider this as an option. BerryDunn staff have also worked with agencies to develop this type of scheduling system and other scheduling models, and if this is something the NPD wishes to consider, then BerryDunn can work with the NPD to outline some possible schedule options.

Regardless of whether the NPD has an interest in changing the base model of the patrol schedule, BerryDunn recommends the NPD engage a committee to review the work schedule in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.

Patrol Staffing Summary

Based on the data provided and the overall analysis, it is BerryDunn's assessment that eight additional officers should be added to the Patrol Division to manage obligated workload volumes and to accommodate the appropriate geographic distribution of personnel. Adding these positions would bring the allocation of personnel for patrol to 47 officers (excluding supervisors). As mentioned previously, this number presumes modifications to the animal control unit and its responsibilities, and the addition of two staff to that unit. These additions would be sufficient to maintain appropriate staffing of the patrol districts, but the NPD would also need to adjust the patrol work schedule to achieve a balanced and consistent distribution of personnel.

It is also important to point out here that BerryDunn's recommendation of staffing at 47 officers reflects the optimal number of officers required to operate and to respond to CFS effectively and efficiently. This number is considered the *operational minimum*, and it is the baseline for staffing, not the maximum. Equally as important is understanding that the department occasionally has personnel who are non-operational, meaning that due to the Family Medical Leave Act (FMLA), military leave, or injury, they are unable to fulfill their duties. For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing at the *operational minimum* level.

To maintain minimum operational staffing levels, some agencies discuss using *over-hires* in order to cover the lag time associated with hiring and training personnel. Rather than discussing over-hires, BerryDunn suggests that agencies should establish a *minimum operational level*, which will help ensure maximum operational efficiency, and then set a new *authorized staffing*

level, which offsets agency attrition levels and the vacancies that occur as a result of non-operational personnel. BerryDunn discusses this further in Chapter 12.

VI. Traffic Enforcement

The NPD has traditionally used a patrol officer-based approach to traffic enforcement. Generally, patrol officers have the primary responsibility for traffic enforcement within the NPD. Patrol officers are expected to engage in traffic enforcement and/or to answer traffic-related CFS during the course of their shift, as workload demands or allows.

During discussions with personnel and community members, BerryDunn heard that traffic safety and traffic-related issues are a concern within the community. As a result of community concerns, the NPD has decided to move forward with a traffic unit. In Chapter 2, BerryDunn noted the need for a strategic plan for this new unit. BerryDunn also feels it is important to reiterate here that the data suggests patrol officers lack sufficient time to dedicate to traffic enforcement. As Figure 10 shows, officer-initiated activity for the NPD is unbalanced and is nearly nonexistent during daytime hours. If the City implements the staffing recommendations from this study, BerryDunn would expect the amount of discretionary time for officers to improve, and this should afford them a greater opportunity to perform traffic safety functions.

In the section below, BerryDunn has provided various traffic data. BerryDunn considers these data to be lower than expected for a department like the NPD, but again, believes this is largely due to time constraints, not an unwillingness on the staff's part to engage these efforts.

Activity

In Table 62, BerryDunn has provided data concerning frequent traffic violations and traffic enforcement efforts of the NPD from 2017 – 2019. Looking at the data in Table 62, BerryDunn notes that there has been a dramatic reduction in traffic enforcement efforts over this period. Overall, traffic enforcement is down by more than 50%. Several categories have had substantial reductions. Most notably, speeding enforcement is down by 86.80%; seatbelt enforcement is down by 81.15%; and DUI enforcement is down by 88.89%, from 153 in 2017 to 17 in 2019. All of these categories are significant in terms of traffic safety, and these reductions are substantial, particularly over a three-year period.

Based on the data in Table 62, there were 4,047 traffic citations issued in 2019. Assuming 41 patrol officers, this equates to 100 citations per officer, per year. If each patrol officer works about 175 shifts per year, that means each would average .57 citations per shift. It is not BerryDunn's intent to be critical in this observation. Again, officer-initiated activity for the NPD is comparatively low, and BerryDunn believes this is directly related to staffing levels and personnel distribution issues. Essentially, the data in Table 62 affirm the challenges of the NPD patrol staff in finding time to perform all of their functions at an optimal level.

BerryDunn also wishes to point out that although BerryDunn supports establishing a traffic enforcement unit, it is important to remind patrol staff of their responsibility in traffic enforcement, too. Without these prompts, patrol staff might assume the traffic unit is primarily responsible, and they might reduce or abandon their focus on this area. The traffic unit should support patrol, and it should be responsible for dedicated traffic safety and enforcement efforts. However, it should not be solely responsible for traffic duties within the police department.

Table 62: Frequent Traffic Violations

Citation Type	2017	2018	2019	% Change	% Change
				2017 – 2019	2018 – 2019
Bicycle	0	2	16	N/A	700.00%
Driver's License Violations	597	592	592	-0.84%	0.00%
DUI – Alcohol/Drugs	153	110	17	-88.89%	-84.55%
Equipment Violations	282	162	107	-62.06%	-33.95%
Hit and Run	0	16	62	N/A	287.50%
Insurance	1,307	946	630	-51.80%	-33.40%
Load and Carrier	9	3	19	111.11%	533.33%
Other	0	4	19	N/A	375.00%
Parking – Blocking	12	17	134	1,016.67%	688.24%
Passing Violations	0	1	0	N/A	-100.00%
Pedestrian	8	4	13	62.50%	225.00%
Reckless/Careless/Improper Use	1,701	1,386	1,352	-20.52%	-2.45%
Right of Way	138	164	129	-6.52%	-21.34%
Seatbelt	419	412	79	-81.15%	-80.83%
Speeding	2,963	1,391	391	-86.80%	-71.89%
Turning/Lane Violations	190	161	145	-23.68%	-9.94%
Vehicle Registration	421	489	342	-18.76%	-30.06%
Totals	8,200	5,860	4,047	-50.65%	-30.94%

Source: Agency Provided Data

In Table 63, BerryDunn has provided data related to the time spent on traffic enforcement efforts by patrol staff of the NPD. As noted previously, MV crash responses consume the bulk of the community-initiated time in this category for officers. In looking at the officer-initiated category, nearly all of the time in CAD is associated with traffic stops. Again, BerryDunn notes that this number is extremely low.

Table 63: Traffic-Related CFS

Unit Category	Community-Initiated		Officer-Initiated	
	Hours Spent	Volume	Hours Spent	Volume
Abandoned Vehicle	243:50:33	147	64:20:25	8
MV Crash Unknown/Other	933:31:49	155	2:30:19	1
Motor Vehicle Injury Crash	781:14:50	189	23:55:13	7
Motor Vehicle Property Damage Crash	1,688:24:36	901	106:35:08	43
Parking Violation	193:36:02	185	18:27:08	7
Traffic Complaint	251:56:14	456	0:07:29	1
Traffic Hazard	160:16:56	197	1:48:55	3
Traffic Stop	5:07:26	8	3,153:53:13	4,854
Grand Total	4,257:58:26	2,238	3,371:37:50	4,924

Source: Police Department CAD Data

Motor Vehicle Crashes

Table 64 below provides the data regarding motor vehicle crashes by type from 2017 – 2019. The total number of crashes and the number of each crash type is very similar across this period.

Table 64: Traffic Crash Reports

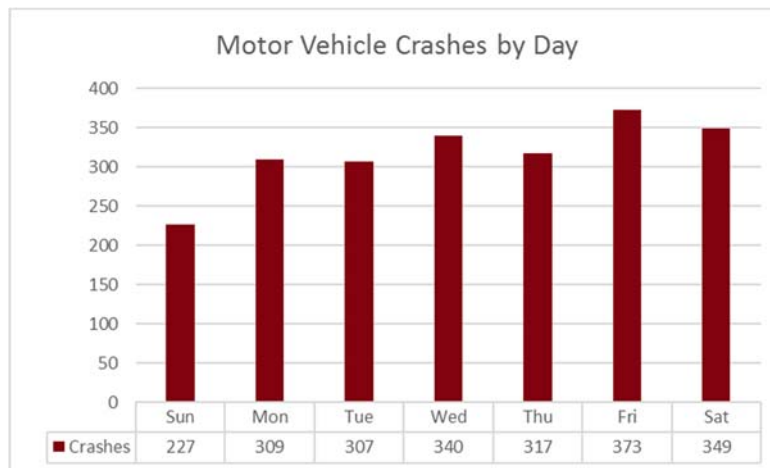
Accident Category	2017	2018	2019
Property Damage	1,352	1,314	1,390
Injury	42	57	63
Fatality	1	4	3
Totals	1,395	1,375	1,456

Source: Agency Provided Data

Trends

Figure 18 provides a breakdown of the number of crashes in Northglenn by day of the week. Statistically, Sundays average 4.36 crashes per day, and Fridays average 7.17. Crash averages across Monday through Thursday are consistent, and average around 6 per day. Although there is some disparity in volume across the days of the week, the number of additional crashes does not suggest changes in daily staffing to manage the volume.

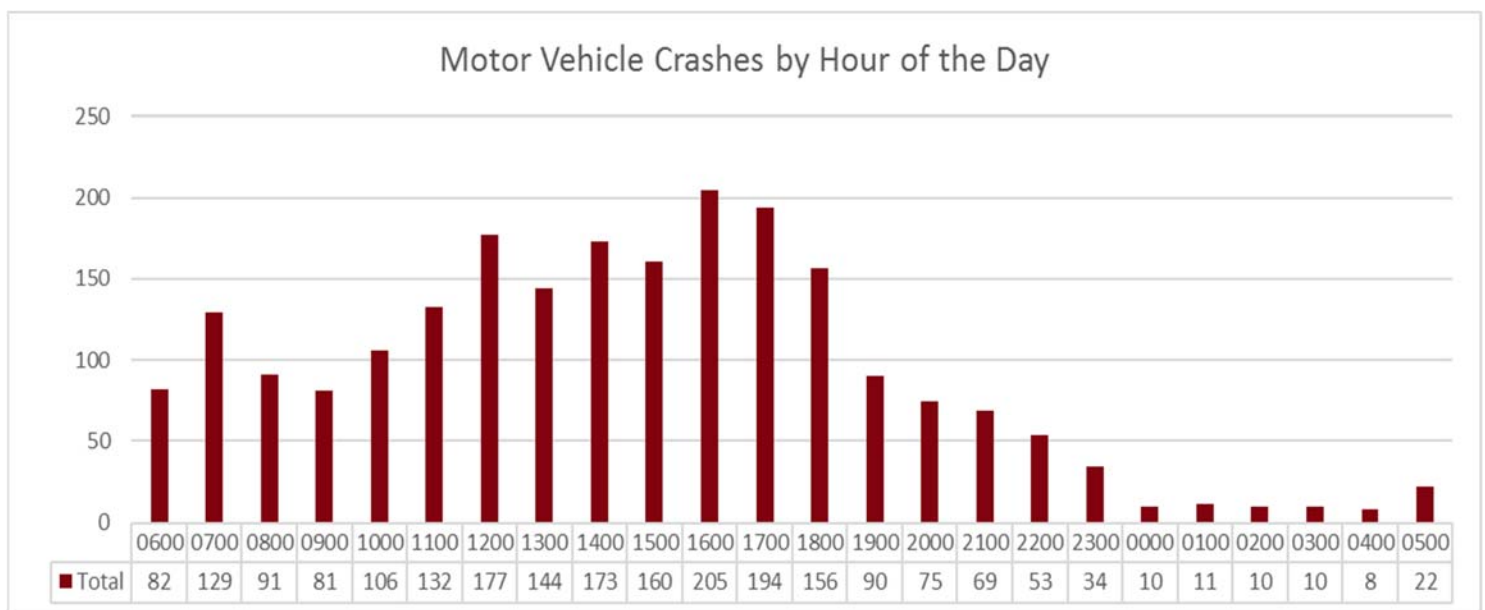
Figure 18: Motor Vehicle Crashes by Day of the Week



Source: Police Department CAD Data

In Figure 19, BerryDunn has provided a breakdown of motor vehicle crashes by hour of the day. This data is consistent with the CFS volume patterns reflected in Figure 10. The data in Figure 19 are also relevant in reference to the discussion concerning an expansion of the duties, responsibilities, and staffing of the animal control unit. Most of the crashes occurring in Northglenn occur between 6 a.m. and 10:00 p.m., and if the animal control unit were expanded to two shifts, they would be in a position to respond and assist on nearly all motor vehicle crashes occurring in the City.

Figure 19: Motor Vehicle Crashes by Hour - 2019



Source: Police Department CAD Data

VII. Alternative Response

As indicated above, based on the current workload, staffing, and patrol personnel allocations, there is a need to augment staffing within the Patrol Division. However, using alternatives to CFS response, such as a Telephone Response Unit (TRU) and an online reporting system, can further reduce the burden on patrol officers, enhancing their effectiveness in the process. The NPD already has the ability to manage incoming CFS, or phone reports, through its desk officer. However, encouraging the use of the TRU and online reporting systems by the public would further reduce obligated demands on patrol, and the combination of these efforts would improve officer outputs.

Online Reporting

BerryDunn is aware that the NPD has an online reporting system. Table 65 provides the data regarding online reports received by the NPD for 2019. Although the number of online reports received is a good start, the low numbers generally reflect a lack of community awareness of this option and a lack of effort by the NPD in gently directing the public to this resource.

Table 65: Online CFS Reports

Type of Call – Online	# of Calls
Damage to Property	9
Damage to Vehicle	9
Lost Property	17
Theft from Vehicle	12
Shoplifting	0
Theft from Building	4
Theft from Vehicle Parts	1
Theft from Locker	0
Theft License Plates	7
All Other Thefts	26
Totals	85

Source: Agency Provided Data

Many police reports, like the categories listed above, are conducive to online reporting. However, while BerryDunn advocates for online reporting, there are also reasons to urge caution in this regard. First, many community members still feel a need to engage the police directly, and an online reporting system may not be agreeable to them. BerryDunn encourages agencies to make these systems available, but to leave the opportunity open for community members to make police reports in a traditional fashion. This is particularly true in today's

policing environment, where there is an ongoing need to build and maintain community confidence, trust, and support for the police department.

The second issue involves the types of reports that NPD might choose to place online. It is important to carefully consider which reports to place in this queue, keeping in mind that the police department should handle cases with witnesses and evidence in person and/or directly.

The final item involves secondary contact and follow-up. It is important that no case fall between the cracks, so the department should ensure that there is an error-free mechanism in place to double-check any reports that come into the agency through an online portal. This system should also involve a follow-up contact with the victim in some fashion, whether by email or phone, so that the complainant knows the police department received the report. It also adds a personal touch that demonstrates a focus on customer service.

As the NPD continues to explore, build, and refine its online reporting capacity, BerryDunn recommends additional efforts promoting the availability of online reporting to the community.

Desk Officer

The NPD does not have a formal TRU, but it does have personnel who act as desk officers. These personnel take phone reports, answer community member questions, and take lobby reports. Table 66 reflects the phone and walk-in reports that the desk officers for the NPD handled in 2019.

BerryDunn collected the data in Table 66 from CAD. There are a few things to note about this data. First, the data represents over 400 incidents and approximately 268 hours of recorded CFS time. This number is significant, as it represents about half of the available time of an officer (based on Table 59). If desk officers did not manage this effort, patrol would need to take these CFS. The second issue relates to how data is recorded in CAD, as opposed to RMS. Many records that exist in RMS did not originate in CAD. Accordingly, it is likely that desk officers managed far more volume than what Table 66 represents. Again, any volume managed by a desk officer, or even a civilian staff member, can reduce the workload burden for patrol. The last point relates to expanding the use of these services. If the NPD promoted the use of the online reporting system and referred more volume to the desk officer, it would translate into direct workload savings for patrol.

Table 66: Desk Officer Reports

Row Labels	# of Calls	Hours
Abandoned Vehicle	1	0:01:58
Animal - Criminal (Bite, Cruelty, Ordinance Violation)	4	0:17:22
Animal - General	5	1:20:05
Assault/Aggravated Assault	7	5:16:42
Attempted Contact with a Party/Suspect/Vehicle	6	9:28:31
Auto Theft	12	10:30:29
Burglary/Attempted Burglary	1	0:39:43
Car Prowler	1	0:15:08
Child Abuse/Neglect/Out of Control	3	1:07:58
Civil	54	29:33:20
Criminal Mischief	14	9:38:16
Disturbance	1	0:53:35
Domestic Violence	9	9:48:51
Drug Violation	1	0:08:50
Felony Menacing	2	1:02:21
Fraud/Forgery	44	36:26:55
Gunshots	1	0:32:36
Harassment (including stalking)	20	11:54:55
Juvenile Issue	4	2:14:47
Lost/Found Property	4	0:34:01
Miscellaneous/Unknown	1	1:41:10
Missing/Found Person	16	12:19:19
MV Property Damage Crash	26	19:26:10
Neighbor Dispute	1	0:06:15
Noise Complaint	2	0:11:52
Protection Order Violation	4	3:47:04
Recovered Stolen Vehicle/Property	2	0:10:22
Sexual Assault	1	2:54:29
Shoplifting	2	7:15:28
Suspicion	6	1:37:48

Row Labels	# of Calls	Hours
Telephone Message	68	21:08:43
Theft	39	28:07:27
Threats	8	13:35:21
Traffic Complaint	9	2:25:42
Trespass	24	11:57:58
Welfare Check	6	9:33:11
Grand Total	409	268:04:42

Source: Police Department CAD Data

Given the data in Table 65 and 66, it is evident that the community has an interest in using alternative response to CFS. BerryDunn recommends that the NPD look for opportunities to promote and expand the use of these formats, as one mechanism for reducing patrol workloads.

VIII. Other Patrol Operations

This section outlines additional operational items observed by BerryDunn that the NPD should consider for action.

Multi-Housing

NPD personnel report that a few high-volume apartment complexes account for a great deal of patrol's workload. BerryDunn notes that there does indeed appear to be an aggregation of calls for service at a few discrete multi-unit locations.

The NDP provided BerryDunn with data regarding multi-housing responses for the police department. Table 67 provides these totals and shows all complexes that have a ratio of at least one CFS per unit. The total CFS response to multi-housing units in Northglenn was 7,729. After the NPD removed selected CFS (see the Net CFS line), the NPD reflects 7,427 CFS that required a police response to one of the City's 4,704 multi-housing units. These CFS totals are substantial, and when calculated against the total CFS for the NPD (see Table 33), they represent 41.29% of the CFS volume for the department.

While NPD does not currently possess a sophisticated data analysis function to thoroughly analyze the nature of this problem, this situation is a prime example of how problem-oriented policing and data-driven policing can contribute to more effective and efficient police response and, as their data analysis ability increases, NPD should thoroughly and regularly analyze calls for service at high activity locations such as apartment complexes.

Table 67: Multi-Housing Response

2019	2019	2019
Total CFS	Net CFS	Ratio
195	195	7.22
1856	1796	4.30
678	657	2.28
299	284	2.22
455	443	2.01
776	739	1.90
450	431	1.71
193	190	1.70
376	355	1.54
254	245	1.26
234	220	1.22
198	188	1.12
371	352	1.00

Total CFS indicates every call for police service during the specified time. (This does not necessarily indicate a crime occurred - only that police involvement occurred).

Net CFS is calculated by taking the Total CFS and subtracting selected calls such as fire alarms, relocated vehicles and text messages.

Ratio is calculated by dividing the Net CFS by the number of Units on the property. This allows properties of different sizes to be compared more accurately for police activity.

Staff report that in the past, the City used to use apartment cards along with a three-strike ordinance. NPD personnel report the consequences were unenforced and, thus, ineffective and the cards fell out of use. NPD should re-visit utilization of a multi-unit city housing ordinance to address chronic problems.

Contacting Reporting Persons

NPD does not require patrol officers to contact reporting parties on community-initiated calls for service to inform them of the outcome. This is inconsistent with a community-oriented and problem-oriented policing approach and does not contribute to increased feelings of safety.

When community members contact the police for assistance it is often because they are unable to safely address problems themselves. This can cause a great deal of anxiety and concern for the community member. One of the best things a responding officer can do to increase the

community member's feelings of safety is to contact them and let them know the nature of the response and the resolution of the problem that prompted the call for help. NPD desires to be a community oriented policing agency. Ensuring timely, active, and transparent communication with community members is fundamental to core community-policing strategies. NPD should implement procedures which require patrol to contact all reporting parties – except those who explicitly request not to be contacted. Contact can be made in person or over the telephone or even by email when appropriate. Some calls for service will even warrant next day follow up and it is imperative patrol develop procedures to forward information to succeeding patrol shifts to help accomplish this.

Summary

The NPD Patrol Division has 54 personnel allocated to it, including 1 commander, 6 sergeants, 39 patrol officers, and 8 specialty officers. The NPD has established four patrol districts within the city. The geographic size of these districts is similar; however, the distribution of CFS volume between the patrol districts is unbalanced. Additionally, the allocation of personnel is equalized when staffing levels are at the minimum. The NPD should make adjustments to the patrol zones to balance CFS volumes and to aid in a more stable and consistent distribution of personnel.

NPD reporting processes and operational policies concerning DV response are not aligned with best practices. The NPD needs to ensure that all possible instances of DV are memorialized in a formal report, and NPD policies and procedures should be revised collaboratively with appropriate stakeholders, to include a lethality assessment, and other appropriate protocols.

Understanding staffing needs in patrol relies on analyzing the obligated workload for patrol. For the NPD, these data are challenging, due to supplanting of resources that artificially lower workload calculations for patrol resources. Although calculations were done using the data provided, the NPD could improve the quality of the CAD data by adding a code to track supplanting efforts by non-patrol personnel.

Like all police agencies, the NPD has a sophisticated work schedule for patrol. However, the structure of the schedule and the associated deployment of personnel, is not fully serving the agency. The NPD should examine the work schedule against the data from this study, and consider making appropriate revisions.

The NPD has a TRU/desk officer and an online reporting system, but these systems could be better promoted and utilized, which would help mitigate a portion of the obligated workload for patrol officers. This would help free them up for other activities, including proactive enforcement efforts, and COP.


Based on conversations with staff and a review of data provided, it is evident to BerryDunn that there are some apartment complexes within Northglenn that require a disproportionate level of service. Many communities have been successful in leveraging multi-housing ordinances to reduce crime and improve the quality of life for those who reside in these complexes. BerryDunn



recommends that the NPD explore the use of a multi-housing ordinance to address these conditions.



The NPD has emphasized COP as a fundamental philosophy of police operations, and this approach includes a focus on relationship building with the community. Currently, the NPD does not require officers to contact those who report various issues to the police, to inform them of the outcome. Making contact with those who have an interest in understanding what occurred, can contribute to community trust, and relationship building.


Recommendations



This section provides the eight formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Patrol Services		
No.	Documenting Possible DV Incidents	Overall Priority
Chapter 4 Section III: Calls for Service Analysis		
4-1	<p>Finding Area: It is not the current practice of the NPD to fully document all family/intimate partner disturbance calls when there is no allegation of criminal activity or assault.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>	 Critical
	<p>Recommendation: The NPD should require a written report for all possible DV incidents.</p> <p>Based on data provided to BerryDunn, the NPD does not routinely document family or intimate partner disturbance calls when there is no apparent crime and/or there is no allegation of a crime or assault. Domestic violence (DV) is a serious crime that is often the most frequent person crime within any community. Based on preliminary data, the NPD responded to 676 DV incidents in 2019. However, in many cases, victims are reluctant to provide details to the police, which can result in significant underreporting. In addition to the DV incidents noted above, the NPD responded to 204 family disturbance incidents and 725 other disturbance calls in 2019.</p> <p>In contrast to many police calls, a prior history of calls and behaviors is a critical element in understanding DV incidents and in preventing them from escalating or recurring. To help ensure that all possible DV incidents are properly documented, the NPD should require a full incident report that details the event, for all disturbance calls involving family members, intimate partners, and same-household residents. This is a national best practice and this level of</p>	

Patrol Services		
	documentation should be the baseline for a robust DV prevention, intervention, and investigation strategy for the NPD.	
No.	Updating DV Response	Overall Priority
<i>Chapter 4 Section III: Calls for Service Analysis</i>		
4-2	<p>Finding Area: The NPD DV response policy does lacks best practices elements, and it does not include a lethality assessment provision.</p> <p>DV is often the most frequent crime against a person in the community. In addition to the frequency of DV, homicides of women (in particular) at the hands of an intimate partner, represent a high portion of female murders around the world. The use of a lethality assessment and a robust DV investigation and support policy, can leader to greater offender accountability, and a safer environment for DV victims.</p>	 High
	<p>Recommendation: In addition to ensuring full reporting on all DV cases, the NPD also needs to update their domestic violence policy and the associated procedures.</p> <p>Although policy 309 of the NPD policy manual outlines response to DV cases, the policy is in need of revision. The policy does not include a lethality assessment as a part of the DV response protocols, and this is a national best practice for law enforcement. The NPD should review all of it DV response protocols with all appropriate stakeholders, and develop a revised policy that includes a lethality assessment.</p>	
No.	Revise Patrol Districts	Overall Priority
<i>Chapter 4 Section III: Calls for Service Analysis</i>		
4-3	<p>Finding: The CFS volumes within the patrol districts are unbalanced, contributing to operational and CFS response issues.</p> <p>Balancing patrol district volumes will contribute to improved community-policing efforts by officers.</p>	 Medium
	<p>Recommendation: The NPD should examine the patrol districts and revise their structure and the associated personnel allocations.</p> <p>BerryDunn favors the use of a patrol district/beat structure for several reasons, including workload management, response times, a broad distribution of personnel, and deployments that support community-policing efforts.</p> <p>The department should evaluate the size and structure of the current districts to determine whether adjustments should be made. This should include consideration of the volume of each district, as well as geographic boundaries.</p> <p>The department should ensure proper staffing of each patrol district, based on CFS volumes, as identified in this report, or as adjusted, based on any district revisions.</p>	

Patrol Services		
	<p>The staffing and deployments of personnel should be designed to minimize out-of-district response.</p> <p>Although it is tied to work schedule design, the NPD should deploy personnel consistently within patrol districts, in keeping with the concept of geographic policing and in order to support continuity of staffing as part of an overall community-policing strategy.</p>	
No.	Develop a Supplanting Code for Ease of Analysis	Overall Priority
Chapter 4 Section IV: Patrol Staffing Analysis and Calculations		
4-4	<p>Finding Area – Supplanting: Numerous units with the NPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.</p> <p>Based on a review of the data in CAD, there is substantial supplanting of the Patrol Division by various officers. At present, there is no clear method to identify the level of supplanting occurring.</p>	 Medium
	<p>Recommendation: The NPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.</p> <p>At present, various non-patrol units within the NPD assist the Patrol Division by taking CFS, when the patrol units are too busy to handle them. Supplanting artificially lowers the obligated workload for patrol, and makes a full analysis of the data difficult.</p> <p>BerryDunn recommends that the NPD add a disposition code of <i>Assist Patrol</i> within CAD, and that non-patrol personnel use this code when taking a CFS for patrol. This will make future analysis of the obligated workload easier and more accurate.</p>	
No.	Examine Patrol Schedule for Revision	Overall Priority
Chapter 4 Section IV: Patrol Staffing Analysis and Calculations		
4-5	<p>Finding Area – Patrol Work Schedule: The patrol work schedule for the NPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.</p> <p>The patrol schedule lacks flexibility and consistency, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys in leave time.</p> <p>Because of continuity of scheduling issues, the current patrol work schedule does not consistently align with geographic policing expectations, and this reduces the ability of the department to fully engage COP work in each of the patrol zones.</p>	 High

Patrol Services		
	<p>Recommendation: The NPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.</p> <p>Based on the numerous data provided, it is evident that the current work schedule in use by the NPD is not maximizing the use of personnel. Overall, the schedule lacks the flexibility to adjust to leave varied periods and lacks continuity of staffing. BerryDunn understands the complexities in making adjustments to the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not serving the agency well.</p> <p>BerryDunn recommends that the NPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.</p>	
No.	Maximize Use of Alternative Reporting	Overall Priority
Chapter 4 Section VI: Alternative Response		
4-6	<p>Finding Area: Improvements and enhancements to the TRU/desk officer and online reporting system will improve operational efficiency for the NPD.</p> <p>The NPD currently uses personnel to staff the desk in the lobby of the police department and to take phone reports. The system is working, but maximizing the use of the TRU could reduce workloads for patrol. Similarly, the NPD also uses an online reporting system, but the number of reports received annually is low. Expanding the use of this system could also reduce patrol workloads.</p>	 Medium
	<p>Recommendation: The NPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU/desk officer and online reporting systems.</p> <p>Although the NPD already receives a number of phone and online reports, the NPD would benefit from more intentional routing of callers to the TRU/desk officer, and/or the online reporting system.</p> <p>Overall, the NPD should promote the use of these systems with staff, with the communications center, and within the community. As the community becomes more aware of their availability, a portion of the work will naturally shift to these areas.</p> <p>Increasing capacities in these areas will benefit the community, as it will increase the community's access to these services based on personal needs. Improving alternative reporting for the NPD will also reduce the obligated workload for patrol and provide additional capacity within the Patrol Division.</p> <p>One of the important considerations in fully implementing these processes involves gently guiding the public toward these resources. This will require a coordinated effort between the NPD and ADCOMM.</p>	

Patrol Services		
No.	Multi-Housing Approach	Overall Priority
<i>Chapter 4 Section VIII: Other Patrol Operations</i>		
4-7	<p>Finding Area: NPD personnel report that a few high-volume apartment complexes account for a great deal of patrol's workload. BerryDunn notes that there does indeed appear to be an aggregation of calls for service at a few discrete multi-unit locations.</p>	
	<p>Recommendation: Utilize a multi-unit city housing ordinance to address chronic problems at apartment complexes.</p> <p>While NPD does not currently possess a sophisticated data analysis function to thoroughly analyze the nature of this problem, this situation is a prime example of how problem-oriented policing and data-driven policing can contribute to more effective and efficient police response and, as their data analysis ability increases, NPD should thoroughly and regularly analyze calls for service at high activity locations such as apartment complexes.</p> <p>The City used to use apartment cards along with a three-strike ordinance. NPD personnel report the consequences were unenforced and, thus, ineffective and the cards fell out of use. NPD should re-visit utilization of a multi-unit city housing ordinance to address chronic problems.</p>	
No.	Follow-Up with Reporting Persons	Overall Priority
<i>Chapter 4 Section VIII: Other Patrol Operations</i>		
4-8	<p>Finding Area: NPD does not require patrol officers to contact reporting parties on community-initiated calls for service to inform them of the outcome. This is inconsistent with a community-oriented and problem-oriented policing approach and does not contribute to increased feelings of safety.</p>	
	<p>Recommendation: When community members contact the police for assistance it is often because they are unable to safely address problems themselves. This can cause a great deal of anxiety and concern for the community member. One of the best things a responding officer can do to increase the community member's feelings of safety is to contact them and let them know the nature of the response and the resolution of the problem that prompted the call for help. NPD desires to be a community oriented policing agency. Ensuring timely, active, and transparent communication with community members is fundamental to core community-policing strategies. NPD should implement procedures which require patrol to contact all reporting parties – except those who explicitly request not to be contacted. Contact can be made in person or over the telephone or even by email when appropriate. Some calls for service will even warrant next day follow up and it is imperative patrol develop procedures to forward information to succeeding patrol shifts to help accomplish this.</p>	

Chapter 5: Community Engagement

This section outlines a variety of efforts by the NPD to engage with the public in various COP activities.

I. Community Policing

BerryDunn had an opportunity to examine the community-policing efforts of the NPD, including discussions with staff and government leaders, a review of the organizational goals of the department, and observations of the actions of the department. Based on this review, it is evident that community policing is a core organizational strategy and philosophy of the NPD.

Although there are myriad definitions for community policing, the 21st Century Policing Task Force final report explains that “community policing emphasizes working with neighborhood residents to co-produce public safety. Law enforcement agencies should work with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.”¹⁵ The report states further, “Neighborhood policing provides an opportunity for police departments to do things with residents in the co-production of public safety rather than doing things to or for them.”

This concept is in keeping with the policing philosophy of Sir Robert Peel, crafted in 1829, that still holds true today, which states:

The police at all times should maintain a relationship with the public that gives reality to the historic tradition that *the police are the public and the public are the police*; [emphasis added] the police are only the members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the intent of the community welfare.¹⁶

COP in Patrol

BerryDunn notes that the leadership of the NPD has been effective and intentional with respect to various community policing efforts and in establishing this as an organizational philosophy. However, based on our interviews and observations, and an analysis of the data, those within the Patrol Division have not fully engaged in meaningful community policing activities; primarily due to workload and staffing constraints, and a lack of formal training and education on the fundamental application of core COP principles. Those in patrol who were interviewed by BerryDunn said they are aware of the expectations of the department regarding community policing, but their daily duties make this a challenge.

¹⁵ Final Report of The President’s Task Force on 21st Century Policing - http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

¹⁶ https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

When asked, most staff BerryDunn interviewed had a very cursory understanding of COP. Staff described COP in various manners, including arresting people and getting criminals and drugs off the street, treating everyone like individuals and not just as another CFS, and attending community events as required by the department. Some defined other activities, such as working with multi-housing units and businesses and putting on a citizen academy. BerryDunn also asked about the documentation associated with officers engaging in COP, and staff told BerryDunn there was no formal process or expectation to track these activities other than requiring officers to attend a minimum number of community events per year. Although some staff were more knowledgeable about COP than others, there is a lack of sophisticated understanding surrounding COP and the expectations for officers from the department.

BerryDunn also asked the NPD about pre- and in-service training for officers on community policing. Staff said officers are taught about community policing at the pre-hire academy level, and this concept is revisited during the post-hire academy at the NPD during field training. However, the NPD does not have a requirement for additional community policing training after the academy or field-training processes are completed. BerryDunn notes that Chief May has a strong background in COP and he has provided COP training at various times, both inside and outside of the NPD.

Although it is clear to BerryDunn that the operational philosophy within the NPD is one that promotes and includes an expectation of COP activity by patrol staff, the application of these efforts is inconsistent, and they are not thoroughly documented. Accordingly, accountability for these behaviors is limited. In short, there is no reporting mechanism for officers for COP efforts, and because of this, the department lacks substantive details concerning officer COP activities. Overall, BerryDunn found little evidence that patrol officers engage in active problem-solving or collaboration with the community, and as noted previously, the inconsistencies of the district and personnel deployments for patrol provide a challenge to developing and maintaining long-term relationships between officers and those in the community. This is not to say that officers do not engage in community policing, and based on certain feedback and observations, some do this very well. However, without a consistent measurement process, it is difficult to discern the level of success in this regard, either individually or as a department.

Again, it is evident to BerryDunn that the NPD promotes community policing, that it favors community policing as a philosophy, and that it engages in a wide range of community-policing efforts (which are detailed below). However, the NPD would benefit from reemphasizing to the Patrol Division (and the entire department) the full range of efforts associated with community policing and establishing a reporting mechanism for tracking individual and department community-policing efforts.

Tracking these efforts will certainly help supervisors in assessing the performance of officers in this area. More importantly, this emphasis will help ensure that officers are consciously working to engage meaningful community-policing efforts with the public on a consistent basis. It is also worth pointing out here that although BerryDunn recognizes that the current staffing levels and

other deployment issues within the Patrol Division have challenged officers to find time to fully implement community policing as a daily strategy, some officers have managed to find time for these activities, even if they are sporadic. However, implementing the recommendations in this report from BerryDunn, including the staffing additions, should provide sufficient time for patrol staff to engage in these efforts on a consistent basis.

CRO Unit

As BerryDunn noted in Chapter 3, the NPD has a CRO Unit that plays a critical role in building and supporting many vital relationships within the community. This unit is also active in many community initiatives and events, and BerryDunn provides details on these efforts later in this chapter.

II. Community-Based Programs and Partnerships

As indicated above, to promote and engage the community-policing philosophy, the NPD uses a dual approach. The NPD expects all staff to engage in community policing, particularly those in patrol. However, the NPD also has a CRO Unit and a PIO that engage in these activities.

As a part of the study, BerryDunn asked the NPD to provide a list of various events that outline community engagement efforts by the department. The following is a sample of those efforts and events:

- Community Watch/Business Watch
- Neighborhood Watch
- Citizen's Academy (General, Senior, and Teen)
- Crime Prevention/Crime-Free Multi-Housing
- Safe Street Halloween
- School Programs/Presentations (Depending on What Topic the School Requests)
- Christmas Crusade
- CPAAAN (Citizens Police Academy Alumni Association of Northglenn)
- Kops vs. Kids (Basketball/Kickball)
- Project Safe-Child (Gun Lock Distribution Program)
- Lock Box Program (Access to Residences in Emergency Situations)
- Eddy Eagle Gun Safe Program
- Fishing Not Drugs Program
- Annual Shred Event
- Boy Scout/Girl Scout Police Department Tours
- National Night Out
- CPTED (Crime Prevention through Environmental Design) Evaluations
- Fourth of July (Bike Rodeo with Kids)
- Highline Canal Clean Up
- Senior Group Events (Chili Cook-Off/Pie Contest/Christmas Social)
- Volunteer Appreciation BBQ
- Prescription Drug Pickup

- No Shave November (American Cancer Society)
- Nursing Home Lunches
- Police Week (Candlelight Vigil)
- Red and Blue BBQ (Join with North Metro Fire Department)

BerryDunn also asked the NPD about its community collaborations, and staff reported that the CRO officers do outreach with the businesses in the community and attend numerous meetings. The NPD also engages in specific outreach to community leaders to discuss topical issues.

Based on a review of the above information, it is evident that the NPD has a strong community-policing mission and is engaging in significant and intentional community-policing efforts regularly. BerryDunn knows that the above information is not complete; rather, it reflects a partial accounting of COP activities by the department. Even if the above information were complete, the wide range of efforts and their frequency is impressive, and these are indicative of a strong community-policing philosophy within the NPD. In fact, these lists stand in stark contrast to the comments of the section immediately prior, in which BerryDunn indicated a need to make adjustments to some of the community-policing strategies of the NPD.

It is important to note here that BerryDunn acknowledges and recognizes the department-wide efforts to engage the community to include numerous outreach programs and projects. This level of effort is substantial and commendable. In addition, BerryDunn is aware that there are individual officers who, despite workloads and other limitations, engage in individual community-policing efforts quite successfully. The position of BerryDunn is that the NPD is doing a great job of engaging the community in a wide range of projects, programs, and outreach opportunities, but the collaborative problem-solving and relationship-building aspects of community policing are not being fully realized within the Patrol Division. This is the substantive focus of the recommendation from BerryDunn, with full acknowledgement of the good work that is being done more generally and on a broader level within the department.

III. Connecting with the Community

Intentional outreach to the community is an important aspect of building and maintaining relationships and for developing and sustaining trust between the community and the police department. These interactions are commonplace and vital within a COP framework and include numerous strategies such as small group or town-hall meetings; public gatherings or other formal listening sessions; use of mainstream media and social media; and direct feedback mechanisms, such as online feedback portals or surveys. This section describes these elements as they relate to the NPD.

Community Survey/Feedback

As a part of this project, BerryDunn initiated an online community feedback mechanism to measure the attitudes and opinions of City of Northglenn community members regarding NPD policing practices. This feedback portal was promoted by the NPD on its website and through its

social media outlets. Following a statement within the survey outlining the purpose for requesting this feedback, BerryDunn posed a single open-ended question for respondents:

- What feedback do you have for the Northglenn Police Department?

The open-ended nature of this question provides community members with an unrestricted forum to offer their thoughts, ideas, and opinions outside of the confines of a format that forces them to choose a rating on numeric scale, or to take an *agree or disagree* position on an issue. Although qualitative surveys of this nature are harder to quantify by their design, they often provide a broad level of understanding as to what people think and feel about the police department.

Based on discussions with NPD staff, BerryDunn believes the NPD appropriately advertised the availability for the feedback opportunity for the community. Although the portal was open for nearly a month, only two responses were provided. One of those related to a specific speeding enforcement concern, and the other was a suggestion to consider using drones for the police department.

Prior Survey

BerryDunn had the opportunity to review the results of a community survey sent to 4,000 residents in Northglenn in 2019. The survey covered numerous City services, including the police department. As it pertains to the NPD, BerryDunn has collected the following items from those results:

- Quality of services provided by the City: 75% Excellent or Good
- Northglenn is a safe place to live: 84% Excellent or Good
- How safe do you feel at home? 90% Very or Somewhat Safe
- How safe do you feel in City parks and playgrounds? 82% Very or Somewhat Safe
- How safe do you feel in your neighborhood? 80% Very or Somewhat Safe

The survey contained various other details, but with respect to the above items, the respondents of the survey indicated substantial feelings of safety in the community. The NPD was also rated of higher importance (rated as essential or very important by more than 74% of respondents) and higher quality (rated as excellent or good by more than 65% of respondents). These data are consistent with information BerryDunn obtained during the study and seem to suggest the community has strong confidence in the NPD.

Community Forum

As a part of this assessment, BerryDunn scheduled two open forum meetings, in which the public was invited to attend to provide feedback concerning the NPD. These sessions were promoted online and through the NPDs social media outlets. The first session was at the community/senior center, and approximately 8 – 10 people attended. The second session was held at the NPD public safety center, and approximately 25 people attended.

BerryDunn engaged a group discussion with those in attendance at these meetings. Topics included:

- Speeding and the need for a traffic unit
- Positive comments about the NPD and Chief May, in particular
- Positive discussion about community outreach and involvement
- Questions about certain laws, such as blue lights and turning on a yellow arrow
- A desire for more regular information about crime trends in the community
- Concerns about homeless people
- Concerns over drug use in the community and safety around the skate park
- A desire for feedback for callers after reporting an issue or crime

Community Feedback Summary

In any process that seeks feedback, the intent is to obtain enough responses so that the results are representative of the targeted group. This helps ensure that the information gathered is an indication of widely held thoughts or beliefs. However, for this project, there were only two responses to the online portal and, effectively, only about 30 community members who provided feedback at the public meetings. These numbers are low, and because of this, they make it difficult to draw any conclusions as to whether the views expressed are shared by many people or only a few.

Although the response numbers are low and BerryDunn cannot attest to the commonality of the views expressed, there is still value in reviewing these comments. From a larger context, and from the perspective of trying to gain understanding about the issues and concerns within the community, it would not be advisable for the NPD to dismiss any or all of these comments. BerryDunn takes the perspective that when an issue is raised within this type of feedback process, it provides organizational leaders with an opportunity to explore its foundations. Those who analyze the feedback may ultimately conclude that the concern is inaccurate. However, even if the concern is incorrect, there can be value in exploring why one or more people came to that incorrect conclusion or perception. Accordingly, BerryDunn encourages the NPD to review the community feedback in this chapter from that perspective and to engage in conversations to explore the basis of the comments provided.

BerryDunn also notes that, although outreach attempts for this project did not produce substantial feedback, these opportunities occurred either at a fixed point in time or within a limited opportunity window. The NPD should encourage regular and ongoing feedback from the community through multiple forums, including social media, community meetings, surveys, and other formats.

Media

As noted previously, the NPD has a PIO who works directly with the media. The PIO manages media relations and responds to media requests. Media relations for the NPD are governed by department Policy 321. This policy outlines the general and specific information related to media

access to department information and crime scenes. However, BerryDunn was unable to find any policy reference to proactive media outreach or the use of various social media platforms for the NPD. BerryDunn is aware that the NPD uses various social media (e.g., Facebook, Twitter, website) to inform the community of missing people, stolen/found property, recent scams, upcoming social events, people of interest, and other items of importance, but the NPD lacks a policy or procedure outlining or regulating their use.

BerryDunn reviewed the social media sites in use by the NPD and found that the information included a good mix of public interest items and public safety messages. However, current use of social media appears intermittent and lacks organization that clearly supports department mission, vision, and values. The NPD should develop a social media/communications plan and policy that support the department's strategic plan. The social media/communications plan should outline the use of social media to promote internal and external communication and transparency in a manner that reinforces department mission, vision, and values, as well as guiding policing strategies.

Top leadership should deliberately and visibly include communications personnel as regular participants in command-level meetings. Doing so will reinforce their value and authority in the department and will help them be aware of important events, discussions, opportunities, and challenges to the department. This will also afford them an opportunity to provide perspective from their valuable areas of responsibility and, likewise, be prepared to incorporate them in their operations.

IV. Problem Solving

BerryDunn asked the NPD to provide examples of some proactive problem-solving efforts of the department. BerryDunn asked for information related to community problem-solving and efforts that affect disaffected populations. The information provided to BerryDunn was lengthy and contained substantial detail. The following is a brief summary of the examples provided. (Note: BerryDunn performed some edits on the content provided by the NPD, and the examples shown here do not necessarily include the full information submitted to BerryDunn.)

Start by Believing

In March 2019, the NPD proposed the support of City Council to adopt and implement the Start by Believing (SBB) campaign. The campaign is based on decades of research documenting that disclosures by sexual assault victims often elicit responses of doubt and blame rather than compassion and support. These negative reactions decrease the likelihood that victims will report their sexual assault to law enforcement or access other community services.

Homeless Initiative

In 2019, in response to the increased transient population, NPD partnered with Adams County to address the impact it was having in our community. Specific long-term negative effects impacting the community include:

- Fear and intimidation in the community
- Loss of business and customers
- Increased workload for police, emergency medical services (EMS), hospitals, and maintenance personnel
- Public Health and Safety
 - Harm caused by encampments include: spread of disease, environmental concerns (e.g., waste, trash, smell, fire), illegitimate use of public facilities, cost for cleanup and mitigation, criminal activity.

Solutions implemented as a part of this project include:

- Crime prevention through environmental design (CPTED)
- Enforcement of City ordinances
- Soliciting input from community victims
- Establishing a homelessness task force

BerryDunn recognizes that public safety concerns and issues surrounding homelessness are a common community-policing and problem-oriented policing challenge. One of the most significant points is that many issues concerning homelessness are not criminal in nature, but the effects manifest deleteriously on community perceptions of safety. Consequently, police are often called upon to resolve these issues, yet criminal enforcement is often ineffective or even counterproductive. It is vital that any response to issues of homelessness include a coordinated, multidisciplinary, co-produced, and intercity plan that assesses the population, identifies specific problems, and devises community-appropriate responses supported by both law and community intentions.

BerryDunn recognizes and applauds the NPD for its efforts in this area. At the same time, this issue remains one that the community is concerned about. Accordingly, the NPD should continue its efforts in this area and explore other successful programs for ideas on strategies to consider for local implementation.

Operation Landslide

In October of 2015, noting the rise in the number of active shooter incidents nationwide, the NPD recognized the critical need to bring law enforcement agencies and emergency medical services (EMS) personnel together to train and prepare for such an incident. No single agency in Colorado can handle an active shooter and/or mass casualty situation without mutual aid. However, agencies rarely train together for a coordinated response. Therefore, this exercise was designed with the following objectives:

- Train police to rapidly deploy contact teams
- Train police and EMS to establish unified command and communication
- Train police and EMS to rapidly deploy casualty rescue teams

These objectives were established to develop the following core capabilities:

- Operational coordination
- Operational-technological communication

- Situational awareness

With these goals in mind, the NPD conducted an eight-hour active shooter/mass casualty training exercise with multiple police and EMS partners from the area.

Marketplace Initiative

The Northglenn Police Department established the Marketplace Initiative in 2014 to reduce criminal activity in our most densely populated shopping area in Northglenn during December 1–23. The holiday Marketplace enforcement has operated each year since with the exception of 2019.

The Operational Goals and Operational Plan of the Marketplace Initiative are as follows:

Operational Goals

1. Educate Marketplace employees in the prevention of property related crimes during the holiday shopping season.
2. Observe and apprehend suspects committing property crimes.
3. Increase officer presence and public safety awareness.

Operational Plan

1. Special Enforcement Officers will make contact with store managers and security staff to ensure this operation is approved by them and they are aware of police operations in their stores.
2. Uniformed officers on day and swing watch will increase directed patrol of the Marketplace parking lot when possible.
3. Plain clothes officers will be scheduled to patrol parking lot and area businesses.
4. Increase citizen contacts by both uniformed and plain clothes officers and pass along crime prevention techniques to reduce crime.
5. Special Enforcement Officers will include the use of bait techniques to set-up a possible bike theft scenario. There will be a minimum of three officers or a combination of volunteers and officers available for these operations. Volunteers will be utilized for visual surveillance only.

Direct Outcomes:

- Built stronger relationship with businesses and community as a whole
- More offenders were apprehended and charged (average 40 per enforcement period)
- Return of merchandise to businesses, lessening detriment on inventory
- Contacts were made and the offender database was updated for the area
- Employees were comfortable calling the officers when they thought somebody was suspicious or if they wanted a walk-through

- Officers were present in the stores and made readily available and known to all employees preventing internal theft
- Officers were prepared prior to starting the special assignment by attending class that was taught by current undercover police officers
- Resources were made available to the officers by the Northglenn Police Department including the tracker, undercover vehicles, a cell phone with a direct line and other essential items for the assignment.

Northglenn's Don Anema Memorial Skate Park

Due to an increasing number of community complaints and incident reports since the skate park was built at E.B. Raines Memorial Park, the police department implemented an enforcement plan to reduce crime, identify and ban repeat offenders, and enforce a zero tolerance of any criminal activity at the skate park. This enforcement plan was a collaborative effort involving community members, the NPD, NMDTF, parks and recreation, and neighborhood services (code enforcement).

Community Meetings

Community meetings were held to document community concerns and brainstorm solutions. There were about 30 attendees to include residents, city staff, and city council. Some of the concerns expressed were smoking marijuana, after hour's use of the park, fighting, young kids unsupervised, lighting issues as well as graffiti, increased traffic, loud music, and fire. The desire was to achieve a resolution that addresses these issues while allowing everyone to be good neighbors.

Patrol Division

- Overtime slots were filled to cover high crime days/times according to the frequency distribution.
- Officers strictly enforced the new trespass ordinance.
- As manpower allowed, patrol officers conducted plain clothes surveillances and stings in the park.
- Patrol Units assigned to the east side of the city were required to initiate on-site action/directed patrol at least twice during their shift.
- Bike Patrol
- North Metro Drug Task Force conducted surveillance on houses associated with suspects frequenting the skate park.

Park Rangers (courtesy bike patrol by police volunteers)

- Volunteers patrolled the skate park for the purpose of observations and reporting any suspicious activity or problems.

Parks and Recreation

- Parks crews cleaned, repaired, and removed damaged items to create a positive image in the park.

Neighborhood Services

- Code Enforcement Officers rapidly removed graffiti to take away the incentive to tag.

Because this was a collaborative effort it is difficult to definitively determine the number of hours spent on prevention, enforcement and clean-up at the skate park. A conservative estimate, based on the calls for service and the enforcement action plan, is 400 hours of directed time was dedicated to the skate park.

Traffic Enforcement

Historically traffic enforcement, specifically speeding, has been approached in a silo as the police department's responsibility. However, the NPD recognized it needed to be a collective holistic approach involving the City Engineering Division and local partners. As a result, the NPD has implemented programs to address specific roadways of concern.

No Need for Speed

This program is designed to address vehicle speed near homes through education and outreach. It is for two-lane residential streets only, and not designed for major streets. The program is a precursor to implementing traffic calming issues. This three-step program is designed to reduce neighborhood traffic speeds by increasing motorist awareness.

Step 1 – Education - By simply raising awareness, you may quickly notice reduced traffic speeds in the specified neighborhood.

Step 2 – Enforcement – while heightened awareness may be successful for most neighborhoods, some area may require police to monitor traffic and issue tickets to speeding motorists. Additionally, neighbors are asked to report speeders in their neighborhood as part of the No Need for Speed program.

Step 3 – Engineering – After implementing the No Need for Speed program, if residents continue to feel their quality of life is impacted by excessive speeds, they may request that their street be evaluated for engineering solutions based on City of Northglenn traffic calming guidelines.

Problem-Solving Summary

The above list of collaborative and problem-solving actions by the NPD is impressive. BerryDunn notes that these programs are highly proactive, collaborative, and work toward solving problems and building trust and relationships between the NPD and the community. These examples are highly suggestive of a community-policing strategy and a keen awareness of the police department in monitoring the needs of the community.

V. Impartial Policing

Recent events underscore the challenges involved in policing a diverse society. They bring to light the need for law enforcement to engage in policing practices that embody the principles of procedural justice, and actions and behaviors by officers that ensure fair, impartial, and respectful treatment for everyone.

Social and Procedural Justice

In recent weeks, community members have taken to the streets nationwide to demand what they deserve as a *starting point*: social and procedural justice. Social justice is an essential component of healthy, effective communities. It is based on a fair and just relationship between individuals and society. Social justice is distinguished by four foundational concepts across a spectrum of basic human needs such as wealth, education, healthcare, safety, opportunities, and privileges:

- Equity
- Access
- Active participation
- Individual rights

Social justice demands that those in the community feel safe—including feeling safe from the police. Feeling safe starts with procedurally just policing. Any reform efforts must start with an honest acknowledgement of the past and a commitment to improve future performance. Police departments should commit to principles and concepts that share a commitment to the fundamental belief that policing is accountable to the community for its existence, its purpose, and its approaches and that those approaches should support the welfare of the community as its priority in a fair, equitable way. All policing efforts must be socially and procedurally just and directly accountable to the people who empower the police in the first place, the community.

Procedural justice in policing is the principle that the community's willingness, individually and aggregately, to accept the actions of the police, obey laws, participate in the criminal justice system, and partner with law enforcement to reduce crime and disorder is dependent on the acceptance of policing actions as fair and equitable. Procedural justice consists of four primary pillars:

- Belief in the fairness and equity of the system and processes
- Transparency in actions and communication
- Opportunities for voice and agency
- Impartiality in decision-making

When conducting an operational study—such as the one BerryDunn is undertaking for the City of Northglenn—policing strategies, specialized training, and operational standards and practices

related to impartial policing and procedural justice are examined. Based on a review of the relevant data and information BerryDunn found that the Northglenn Police Department has appropriate policies, procedures, and training in place with respect to impartial policing and procedural justice. Furthermore, during the course of the study, and based on the information available and reviewed, BerryDunn found no evidence of biased policing on the part of the Northglenn Police Department. In addition, the department has not received a single biased-based or impartial policing complaint in the past three years (the period of data BerryDunn requested).

The Northglenn Police Department is well respected by, and has an excellent relationship with, the community. This reputation seems to be, in part, the result of intentional efforts to engage the community and responsiveness to its needs. BerryDunn has observed that community engagement and relationships are strengths of the Northglenn Police Department, and these aspects of policing are critical cornerstones of a collaborative public safety environment. BerryDunn considers the relationship between the Northglenn Police Department and the community to be an excellent example of the type of outcome that can be produced through engaging a successful and collaborative community policing strategy.

During the drafting of this report, City staff inquired about BerryDunn's efforts and observations surrounding race, equity, and impartial policing as they relate to the NPD. As indicated above, BerryDunn used several processes to evaluate this area, including examining policy and practices, training, community complaints, and engaging with the community directly in various forums. BerryDunn is confident in the steps the NPD has taken with regard to fair and impartial policing, social and procedural justice, relationship building, and community policing, and to date, those efforts meet or exceed industry best practices. However, the current national landscape calls for industry reform and additional efforts to connect police agencies and the communities they serve. Community Co-Production Policing (CCPP) is a model for this type of reform.

VI. Community Co-Production Policing (CCPP)

Although it is mentioned in the 21st Century Policing Task Force report, the term *co-production policing* is relatively new, and little has been written about it within the industry. As expressed in the Task Force report, co-production is about engaging in policing efforts collaboratively with the community. Traditionally, police agencies have set the course for policing priorities within the community; however, making these decisions independently and without community input and involvement works against the notion of transparency, and it can foster mistrust and damage relationships. In the past, as the profession sought to evolve, COP became a mainstay for in law enforcement, as well as a process for communities to gain increased involvement with their police agencies.

However, COP, as often practiced by American police agencies, tends to be mainly transactional with power and authority largely invested in police agencies. Alternatively, co-production policing seeks to rebalance that power dynamic and build authentic partnerships with

the community in a way that shares the decision-making authority of policing. More than 200 years ago, the London Metropolitan Police told all its officers that the power of the police in their duties is dependent on public approval, and they should always remember, as Peel said, “The police are the public and the public are the police.”¹⁷ Co-production policing seeks to return to this foundation and include the broader community in core decisions about roles, responsibilities, strategies, and approaches the police agencies will engage to serve their public safety mission.

Although COP is an effective strategy and true COP involves the entire organization, these efforts often focus on individual issues or problems, leaving out the broader scope of community involvement. Co-production expands the focus of traditional COP and includes a greater level of community participation and involvement in key policing strategies that affect the community. The key distinction is that although COP is informative, interactive, allows for community input, and is often collaborative with regard to problem solving, co-production involves a greater level of *influence and involvement* by the community regarding the overarching policing strategies and priorities that ultimately affect those being served by the police agency.

From a co-production policing perspective, influence and involvement from the community form the foundation for trust and confidence in the police agency and agreement in the processes, procedures, and practices used in pursuit of public safety for those who live in or visit the community. This level of involvement serves as a persistent external accountability process, which helps ensure consistent alignment between community desires and expectations and the actions the police use to meet them. To be clear, co-production is a collaborative process, not an oversight process. It involves working together to cooperatively co-produce public safety, in a respectful and thoughtful manner that places value on mutuality.

As indicated, the NPD already has a strong trust relationship with the community. However, maintaining those relationships with the community and building upon them through a process of reform will improve public safety and continue to promote consistent social and procedural justice practices by the agency. There are numerous pathways the NPD can consider in moving toward a CCPP environment. These can occur in one or more of the following areas:

- CCPP Board
- Professional Standards/IA Review
- Policy/Procedure Review/Development
- Ordinance Review/Development
- Recruitment, Hiring, and Retention
- Strategic Response Meetings (Data-Driven Policing)
- Training
- Research

¹⁷ https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

- Diversity and Impartial Policing

BerryDunn recommends that the NPD formally adopt a CCPP model and that the NPD work collaboratively with City leaders and the community to reform police operations and community involvement through this model. As a starting point, BerryDunn recommends that the City create a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment.

Summary

The NPD has a strong COP philosophy that has been highly successful in many ways, including building strong relationships with the community. However, COP is not being engaged to its fullest within the NPD. There are reasons for this, which include a lack of training and accountability for staff to engage COP, as well as staffing challenges that make doing so more difficult. The NPD would benefit from adding attention to its COP efforts.



The NPD has a PIO as well as a presence on various social media platforms. However, the NPD does not have an external media strategy that aligns with department goals and objectives. BerryDunn has recommended that the NPD have a full-time person dedicated to PIO responsibilities, and this person should be integrally involved in the development of a communications plan that serves operational objectives and aligns with the department's strategic plan.



Based on information provided to BerryDunn, the NPD has been very active in community-based problem solving. BerryDunn applauds the NPD for these efforts but also recognizes the need for additional focus in some areas, most notably regarding the homeless population and multi-housing complexes within the City. BerryDunn encourages the NPD to continue to seek solutions to these issues.

Although the NPD enjoys strong positive relationships with the community, there is a pressing need for law enforcement agencies to reform and evolve numerous practices. CCPP is a model that the NPD can use to strengthen community involvement and influence over the policing practices used to maintain public safety within the City. BerryDunn recommends that the NPD formally adopt CCPP and form a committee to explore CCPP pathways that the City, community, and the NPD should pursue for implementation.

Recommendations

This section provides the four formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Community Engagement		
No.	Refresh COP Expectations for NPD Staff	Overall Priority
Chapter 5 Section I: Community Policing		
5-1	<p>Finding Area: The NPD has a strong COP philosophy that has been successful in many ways. However, the NPD does not provide ongoing COP training, lacks a clear explanation of department expectations for COP efforts for officers, and does not track those efforts substantially.</p>	 High
	<p>The chief of police is well known for his strength in developing and maintaining community relationships. The NPD has the opportunity to leverage the chief's effectiveness to support a department-wide community-policing approach by expanding this relationship-building capacity throughout the department. Additionally, the NPD utilizes a Community Resource Officer who works extensively with the community. The combination of the chief's abilities and the consolidation of basic community-policing responsibility into the CRO function appears to have contributed to a common impediment to a community-policing approach—rank-and-file officers, supervisors, and commanders do not believe community policing is their responsibility.</p>	
	<p>Recommendation: The NPD should build processes, opportunities, and expectations for all members of the NPD to actively support community policing by expecting all team members to engage in active, deliberate, and meaningful relationship-building and problem-solving with the community.</p> <p>One of the basic tenets of community policing is that it is the responsibility of every team member and not just specific units or individuals. Chief May has a deep and broad understanding and appreciation for COP and POP. The NPD can leverage that ability and reinforce the organizational value placed on these strategies by having Chief May personally teach COP/POP to all officers. NPD should then initiate tracking, measuring, monitoring of COP and POP activities and build them into performance evaluations and opportunities to pursue specialized assignments and formal promotions. NPD should coordinate this department-wide implementation of COP/POP with its department strategic plan and the supporting communications strategic plan to help ensure that formal and informal, internal and external communication support the value the department places on these strategies.</p>	
No.	Communications Strategic Plan	Overall Priority
Chapter 5 Section III: Connecting with the Community		
5-2	<p>Finding Area: Current use of social media appears intermittent and lacks organization that clearly supports department mission, vision, and values.</p>	 Medium
	<p>Recommendation: The NPD should develop a social media/communications plan and policy, which support the department's strategic plan. The social media/communications plan should outline the use of social media to promote internal and external communication and transparency in a manner that reinforces department mission, vision, and values, as well as guiding policing strategies.</p>	

Community Engagement		
	Top leadership should deliberately and visibly include communications personnel as regular participants in command-level meetings to reinforce their value and authority in the department and so they can be aware of important events, discussions, opportunities, and challenges to the department and be able provide perspective from their valuable areas of responsibility and, likewise, be prepared to incorporate them in their operations.	
No.	Homelessness	Overall Priority
Chapter 5 Section IV: Problem Solving		
5-3	<p>Finding Area: Problems associated with homelessness are a significant community concern, and department employees report that they utilize significant department resources.</p> <p>Recommendation: Pursue a coordinated, multidisciplinary, co-produced, and inter-city plan to assess homeless population and devise community-appropriate responses.</p> <p>Public safety concerns and issues surrounding homelessness are a common COP and POP challenge. One of the most significant points is that many issues concerning homelessness are not criminal in nature, but the effects manifest deleteriously on community perceptions of safety. Consequently, police are often called upon to resolve these issues, yet criminal enforcement is often ineffective or even counterproductive. It is vital that any response to issues of homelessness include a coordinated, multi-disciplinary, co-produced, and inter-city plan that assesses the population, identifies specific problems, and devises community-appropriate responses supported by both law and community intentions. There are established promising practices in other communities that NPD should be exploring. One example is the Homeless Outreach Team utilized in Sarasota, Florida. There are also other examples of successful programs for the NPD to consider, and BerryDunn encourages the NPD to seek out successful programs and to study them for ideas they might incorporate in Northglenn.</p>	 <p>Medium</p>
No.	Co-Production Policing	Overall Priority
Chapter 5 Section VI: Community Co-Production Policing		
5-4	<p>Finding Area: The NPD has a strong COP foundation, but would benefit from operational reforms developed through a CCPP process.</p> <p>The NDP has a good reputation within the community that is well-deserved. However, national calls for reforming the policing industry demand an appropriate response, and for the NPD, having strong community relationships will aid efforts that seek greater community involvement and ownership of policing strategies for the City of Northglenn.</p>	 <p>High</p>
	<p>Recommendation: The NPD should formally adopt a CCPP model and work collaboratively with City leaders and the community to reform police operations and community involvement through this model.</p>	

Community Engagement

As a starting point, BerryDunn recommends that the City create a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment. The committee should consider possible CCPP pathways, and produce a report that outlines areas for further exploration and implementation.

Chapter 6: Juveniles and Youth Engagement

Interactions with juveniles are an important element of policing. Positive police interactions with juveniles contribute to improved relationships and trust between the police and youth. Further, programs and projects that contribute to engaging youth in decision-making, problem solving, and collaborative efforts (such as restorative justice, youth courts, and peer interventions) lead to a sense of citizenship and contribute to reducing juvenile crime. This section outlines specific efforts and policies of the NPD that relate to juveniles.

I. Policies

Section 311.1 of the NPD policy manual relates to temporary care and custody of juveniles. This policy pertains to juvenile non-offenders, juvenile offenders, non-secure custody, and secure custody. The collective policies of the NPD toward juveniles suggest an appropriate set of guidelines, which are consistent with industry standards and comply with appropriate current Colorado law.

As noted in Chapter 3, BerryDunn learned that recent changes were made to the laws in Colorado that affect juveniles. These changes go into effect on July 1, 2020, and will have a substantial effect on whether juveniles can be held for criminal acts, and the decision for holding a juvenile will need to follow a specific screening process and tool.

At the time BerryDunn was conducting interviews, there were concerns over how this might complicate arrest and custody processes involving juveniles. Part of these concerns were over uncertainty of how the new laws would change the landscape. BerryDunn is aware that the NPD has access to The Link, which is a community assessment and resource center, with individualized processing, assessment, screening, and referrals for at-risk youth and juvenile offenders.¹⁸ BerryDunn recognizes that the new law may pose new challenges for managing crimes involving youth offenders, and encourages the NPD to work directly with The Link to ease this process.

II. Programs

Although the NPD has numerous COP programs and projects, BerryDunn inquired about youth-related projects and learned that the NPD has an SRO program, and that the department has offered a Teen Citizen Academy roughly every other year. In the past, the NPD has also had a Police Explorer program. In addition, the SROs have helped the Adams County Sheriff's Office in classes on decision making skills for youth.

¹⁸ <https://www.thelinkcolorado.org/>

III. School Resource Officers (SRO)

BerryDunn met with one of the NPD SROs. It is evident that the NPD has a very strong relationship with the schools, and the SROs are a big part of this. The level of respect and cooperative spirit between the schools and the SROs, which indicates a high level of comfort, confidence, and trust, is unusual, and speaks to the success of the SRO program, and those who work within it. The NPD has three SROs, positioned at the high school, alternative school, and middle school. The SROs provide typical service and resources to the school, and offer various presentations either proactively, or when requested. Based on feedback from staff and the community, the SRO program appears to be an excellent collaborative program.

BerryDunn did not find any specific SRO policies in the NPD policy manual. BerryDunn was provided with the inter-government agreement (IGA) between the NPD and the Adams 12 Schools, and noted numerous duties and expectations between the NPD and the school district, as well as those pertaining to the SROs. Although the information in the IGA is helpful and well-structured, the NPD would benefit from developing a policy specific to the SROs. See Chapter 9 for additional details.

In discussions with the SRO, BerryDunn learned that although it is not spelled out in policy, the SROs use restorative justice practices for certain youth offenses and offenders, and these support the NPD philosophies of COP and problem solving. Many problems encountered by communities, and for which the police are called upon to assist, are resistant to traditional policing responses such as direct enforcement. Collaborative community approaches like restorative justice offer effective responses with reduced demands on police resources and capacity.

Using programs like restorative justice and other alternatives to arrest is a best practice in dealing with youth offenders. It is also in line with the recent laws passed by the State of Colorado that seek to find less restrictive ways to manage youth crimes. The NPD should collaborate with The Link to involve them more closely in interventions and diversions and to provide social services for juveniles which can take workload off officers. The NPD should also collaborate with The Link to develop a strong policy for youth offenders, which favors cite and release, diversion, restorative justice, and other alternatives to arrest. Once developed, this policy and practice should be promoted department-wide. Also, given their experience, SROs and other partners (e.g., The Link) should teach restorative justice and alternatives to arrest concepts and practices department-wide, so officers have an awareness and understanding of its potential as they encounter future problems and attempt to devise meaningful solutions.

IV. Additional Discussion

The Task Force on 21st Century Policing contains numerous recommendations concerning juveniles. These include recommendations for agencies to:

- Adopt policies and programs that address the needs of children and youth most at risk for crime or violence, and reduce aggressive law enforcement efforts that stigmatize youth and marginalize their participation in schools and communities
- Work to reform policies that presently *push* youth toward the criminal justice system
- Work with schools to keep kids in school, and encourage alternatives to suspension and expulsion through restorative justice, diversion, counseling, and family interventions
- Work with schools to develop alternate strategies that involve youth decision making, such as restorative justice, youth courts, and peer intervention
- Work with schools to develop an approach to discipline that encourages development of new behavior skills and positive strategies to avoid conflict
- Work with schools to develop memoranda of understanding for SROs that minimize law enforcement's role in student discipline
- Engage youth in decision-making and problem-solving, and develop collaborations and interactions between police and youth¹⁹

The policies and practices of the NPD follow these contemporary philosophies. However, The NPD should expand on these practices, including collaborating with The Link and schools, focusing on youth-based initiatives and policies, and finding alternatives to criminal charges for youths with minor offenses.


Summary

The NPD has a strong set of policies that govern juvenile encounters and investigations. Further, the NPD has a successful SRO program that is following best practices in using restorative justice as a method for resolving minor criminal offenses. Despite this success, the NPD does not have a formal policy relating to the SROs, or for many of the best-practices recommendations that govern police contacts with youth. BerryDunn recommends the NPD partner with The Link, and any other appropriate community partners, to expand and develop youth practices and initiatives, and to adopt these in policy, and operationally.

Recommendations

This section provides one formal recommendation from this chapter, and includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendation.

¹⁹ The President's Task Force on 21st Century Policing
http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Juveniles and Youth Engagement		
No.	Diversion and Arrest Alternatives	Overall Priority
<i>Chapter 6 Section III: School Resource Officers</i>		
6-1	Finding Area: The NPD SROs have used restorative justice practices successfully with youth offenders. Recent legislation in Colorado will affect how police agencies manage youth offenders for various cases. The Link is a community partner and resource the NPD can use to build better youth engagement policies.	 Medium
	Recommendation: The NPD should explore and build on the SROs experiences with restorative justice practices for youth offenders, and partner with The Link, to develop policies that support alternatives to arrest for juveniles, and other less restrictive methods for managing youth crimes.	

Chapter 7: Dispatch/Communications

ADCOM is a consolidated dispatching center with oversight by a board of directors that serves Adams County, and the cities of Northglenn, Brighton, and Commerce City, as well as the fire jurisdictions of Adams County Fire, South Adams County Fire, Brighton Fire, and North Metro Fire. For 2019, ADCOM handled approximately 170,000 911 calls, and dispatched over 225,000 CFS.²⁰ This chapter provides a brief description of the interactions between ADCOM and the NPD.

I. Communications Center Operations and Staffing

ADCOM separates call taker and dispatching roles, and further separates dispatching between police and fire. Staffing generally consists of one dispatcher for each of the four police agencies, two fire dispatchers, and one-to-three call takers. When calls are received, the call taker enters the information into CAD, and the CFS is then passed on to the appropriate dispatcher. All personnel within ADCOM are cross-trained, but they are assigned distinct roles for each shift. CFS are dispatched by radio and through the mobile data terminal (MDT).

As mentioned in Chapter 3, ADCOM currently provides NCIC/CCIC computer terminal monitoring during the hours when the NPD records staff are not working. This creates an annual expense for the NPD of \$58,000, and BerryDunn suggests that the NPD explore an alternative staffing model for records to eliminate this need.

II. Call Routing and Dispatching Protocols

As mentioned in Chapter 4, at the time of this study, ADCOM was using a four-priority system. However, efforts are in progress to move to a nine-priority system. Discussion in this section relates to the four-priority system in use at the time the CAD data was captured.

Table 68 provides the lag time from the point the CFS is received, to the time the CFS is dispatched. Looking at the different priorities (0 – 3), the lag time from the point the CFS is received at the SLCECC to the time the CFS is entered into CAD ranges from 1 minute and 41 seconds on priority 1 CFS, to 17 minutes and 34 seconds on priority 3 CFS. Reasonable lag times for CAD entry are generally between one to two minutes, and for the top priorities (1 and 2) ADCOM is meeting these standards.

²⁰ <http://www.adcom911.org/>

Table 68: Call Received to Dispatched

CFS Priority (High to Low)	Incident Count	Average Lag Time
0	250	0:01:41
1	2272	0:02:53
2	7533	0:07:41
3	7929	0:17:34
Grand Total	17984	0:11:21

Source: Police Department CAD Data

BerryDunn learned from ADCOM that although they have automatic vehicle location (AVL) capabilities in dispatch, they have not used this system as a primary method of dispatching units to CFS.

BerryDunn inquired of ADCOM about possible over-response to CFS. Those with whom BerryDunn spoke were uncertain whether this was an issue, but indicated they had not specifically noted it. BerryDunn also asked about CFS holding. ADCOM told BerryDunn that all priority CFS are immediately dispatched, and that supervisors are notified of any non-priority CFS that have been pending for more than 10 minutes.

III. Alternative Response

As mentioned in Chapter 4, the NPD could reduce the overall workload for patrol by encouraging the public to use alternative reporting methods. These can include online reporting, telephonic reporting, or walk-ins at the NPD. At present, there are no protocols in place for ADCOM to encourage callers to consider these alternatives. As the NPD seeks to explore the expansion of use for alternative reporting, it will be helpful to engage ADCOM as a collaborative partner.

Summary

The NPD is dispatched through ADCOM, and consolidated communications center. Based on conversations with NPD and ADCOM staff, the arrangement is working well. BerryDunn analyzed data on the lag time between call taking and dispatching, and found that ADCOM is performing at appropriate standards.

As noted in Chapter 3, the NPD pays ADCOM to monitor the NCIC/CCIC computer terminal when the NPD records staff are not working. This is a substantial sum, and the NPD should explore alternative staffing of records to eliminate this expense.

BerryDunn recommended in Chapter 4 that the NPD explore and expand upon various alternative reporting processes, including online and telephone reporting. Success in this regard

will also require collaboration with ADCOM, since the communications center will play an important role in suggesting these alternatives to non-emergency callers.

Recommendations

BerryDunn has no formal recommendations for this chapter.

Chapter 8: Investigations Services

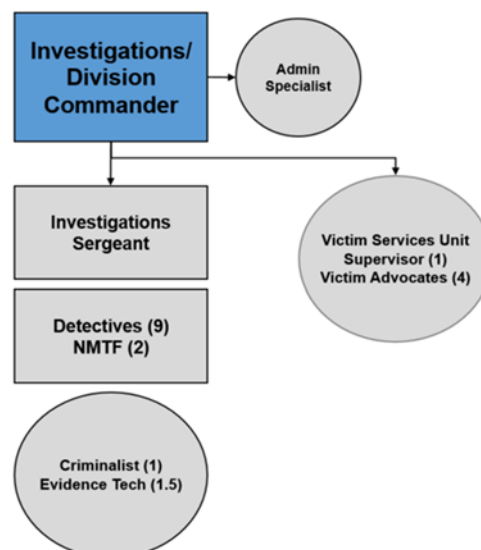
Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The primary function of the Investigations Division is to provide follow-up investigations on a wide range of crimes and to work collaboratively with external partners to provide a professional product that will further the goal of accountability for offenders. The Investigations Division has many duties and responsibilities, which include, but are not limited to, victim services, crimes against persons/property, control of crime scenes, crime scene processing, evidence collection, forensic examination of scenes/collected evidence, and sex offender registration/home verifications.

The Investigations Division is responsible for:

- Investigating criminal activity, apprehending/arresting suspects, and preparing prosecution reports for the DA's office
- Forensic processing, examination, and documentation of criminal and non-criminal incidents
- Maintaining custody for all collected evidence within the NPD
- Victim support services for those impacted by crime

For the NPD, the Investigations Division is staffed with one commander, one sergeant, and 11 investigators. It also includes victim services, crime scene and property room personnel, and an administrative assistant. Figure 20 provides the organizational structure of the Investigations Division.

Figure 20: Investigations Organizational Chart



Source: Police Department Provided Data

I. Investigations Staffing

This section provides BerryDunn's assessment of the staffing needs for the investigations function within the NPD. The details of this assessment are outlined in this chapter.

Understanding appropriate staffing levels for investigations units is difficult, because there are no set standards for determining such staffing levels. Each agency is different, and the myriad variables make it impossible to conduct a straight agency-to-agency analysis. For example, it is difficult to track actual hours on a case. Time spent on cases is not consistent among investigators; in some cases, multiple investigators work on the same case, some supervisors are more attentive and close cases that are not progressing more quickly, different types of cases take longer to investigate, and various factors contribute to differences in determining which cases should be investigated and which should be suspended or inactivated.

In 2015, the NPD produced a staffing report for the Support Division, which included most of the units that are now part of the Investigations Division. The report outlined workloads and a breakdown of staff responsibilities. According to information from the NPD, the study reflected a need for additional resources. Based on that report, the City Council approved two additional investigators for the Investigations Division. However, due to staffing shortages, the NPD did not add any personnel to the Investigations Division until January of 2020, when the first of the two approved positions was added. At the time of this report, the second position has not been allocated to the Investigations Division.

To provide additional context to the workload of the Investigations Division, BerryDunn requested information on unit responsibilities. Based on that information request, the Investigations Division is responsible for the following:

- All felony cases
- Misdemeanor cases requiring additional follow-up that patrol officers cannot complete, for various reasons
- Sex offender registration and residence verification
- Liquor license renewal, change of ownership, inspections, reviewing call history/ liquor compliance checks (the IA sergeant is currently performing these duties)
- Marijuana inspections, reviewing call history for the establishment (the IA sergeant is currently performing these duties)
- Pawn shop inspections and establishment call history
- Being on-call for serious crimes and to assist patrol
- Required reporting of crimes against the elderly
- Follow-up on missing persons and runaways
- Various undercover operations in the City
- Participation in multiagency teams/organization such as the Adams County Critical Incident Team
- Investigation/review of non-criminal cases such as non-criminal deaths (suicides) and complex civil matters/criminal matters

- Participation in City and department community events (e.g., Safestreet Halloween, Christmas Crusade, Crime Stoppers, Shred Event, 4th of July festival), various City meetings, and other community events
- Specialty assignments within the police department (e.g., Crisis Negotiator, Chief's Advisory Committee, Northglenn Accident Team, Peer Support Team)

BerryDunn notes that the above list is consistent with roles and responsibilities typically assigned to investigations units. Table 69 reflects overall staffing allocations for the Investigations Division, which includes 13 full-time sworn officers/detectives, and 3.5 non-sworn positions.

Table 69: Investigations Unit Staffing

Investigations Unit	Commander	Other	Sergeant	Detective	Totals
List by Unit					
General Investigations	1	0	1	9	11
Drug Task Force	0	0	0	2	2
Non-Sworn	0	0	0	0	0
Criminalist	0	1	0	0	1
Evidence Technician/ Property Room	0	1.5	0	0	1.5
Admin Specialist	0	1	0	0	1
*Total	1	3.5	1	11	16.5

Source: Police Department Provided Data

*Includes vacancies

Note: Victim services has been omitted from this table.

There are many considerations involved in determining investigative staffing, and it is the assessment of BerryDunn that no process fully assesses these needs, due to the wide range of variables. However, BerryDunn has used a variety of calculations and analyses to draw the conclusions presented here, and the narrative below outlines those findings. Generally, this assessment relies on workload and work outputs, and these will be examined further in this chapter. This analysis process also relies on the collective experience of BerryDunn in assessing staffing levels within police agencies, and on national and other comparative data BerryDunn has gathered.

II. Work Schedules

Investigators for the NPD might work different schedules, depending upon the assignment. Generally, investigators work four 10-hour shifts, or five 8-hour shifts. Investigators are also on a rotation for on-call coverage, and all investigators work overtime throughout the year.

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, negotiated leave and vacation time, holidays, sick and injured time off, training requirements, and compensatory time off mean that in actuality, investigators are only available to conduct work assignments for about 1,739 hours per year. This is a significant discrepancy between total hours charged to the department and the actual availability for investigators to conduct investigations, see Table 70.

Table 70: Investigations Availability

		Study
Annual Paid Hours	2080	Averages
Leave Category	Hours	Hours
Vacation	294.50	149
Illness/Sick	0.00	46
Compensatory Time Used	0.00	41
Holiday	0.00	76
Military Leave	0.00	4
On-the-Job Injury Leave	0.00	15
Other	2.50	
Training	44.00	79
<i>Sub-Total (minus)</i>	341.00	
Average Annual Availability (Hours)	1739.00	1,693

Source: Police Department Provided Data

*Table includes data from prior studies.

The number of hours available for the investigators for the NPD is comparatively high based on data from other organizations. The average available investigator hours from four recent studies was 1,693, while the time available for NPD investigators is 1,739. As noted with regard to patrol workloads, the number of actual hours available for investigators is an important consideration in determining staffing needs. This number (1,739) will be used in various calculations in the following sections.

III. Policies and Procedures

The NPD has one main policy, with various sub-sections, that governs and affects the operations of the Investigations Division. The main guidance for investigations is found in Policy 600 – Investigation and Prosecution.

Within Policy 600, Section 600.5 provides guidance on follow-up investigations. This section outlines the process used by the Investigations Division supervisor when evaluating cases for assignment for follow-up investigation. Sub-section 600.5.1, outlines case solvability factors for consideration as a part of this process.

Although their use is prescribed in policy, there is a lack of formal or practical application of solvability factors within the NPD. Given their value and prominence in the case-screening process, BerryDunn notes here again the recommendation for full implementation of these factors within the patrol function (see Chapter 3 and Chapter 4) and within the preliminary investigation and reporting process.

One operational area that BerryDunn identified with the NPD involves interviews of juvenile victims, and BerryDunn learned that NPD investigators routinely conduct these. Although BerryDunn recognizes the NPD has several investigators with significant training and experience in this area, best practices related to forensic interviews of juvenile victims involve a multi-disciplinary team approach and a shift to using non-police personnel to conduct them in a non-police setting. Within the law enforcement industry, there are special protocols for interviewing juvenile victims. These protocols have been established to help ensure accurate information from child victims, to increase the validity of juvenile statements and their acceptance within the courts, and to minimize victim trauma. Engaging a multi-disciplinary team, and shifting to using non-police personnel for these interviews also helps ensure consistency, and it removes arguments and concerns over coercion or leading questions in police-led interviews.

Accordingly, BerryDunn recommends that the NPD change its policy and practices to require a child advocacy center (or other certified non-police forensic interviewer) and a multi-disciplinary team approach to perform forensic interviews of all juvenile victims. The NPD should also provide training to all investigators regarding forensic interviewing, the neuro-biology of trauma, and trauma-informed interviewing.

As BerryDunn mentioned in Chapter 2, the NPD recently launched an SBB campaign. This campaign was launched, in part, due to internal concerns that some staff believe a high number of reported crimes, particularly sexual assault, are false. During interviews with NPD staff, BerryDunn learned there is indeed a cultural belief regarding a high false reporting rate for sexual assaults. Several staff reported they believe a majority of sexual assaults are falsely reported. This statement and belief is inconsistent with national data and research findings. Additionally, and probably closely related, BerryDunn noted a lack of recognized value by staff

about the role of victim services and, consequently, their role in supporting victims and investigations. Although the NPD seeks to be a premier law enforcement agency that is victim-centered and trauma-informed, it is not embracing the values, strategies, or available resources to accomplish that goal.

Building on the recommendation from Chapter 2, the NPD must clearly articulate its desire to be a victim-centered and trauma-informed police department in its mission, vision, values, and strategic plan. These values should be clearly and consistently reinforced by the words and actions of top leadership and supported by comprehensive and consistent department-wide training. Specific steps for the NPD to consider as part of this process include:

- Review and analyze case clearance codes for all rapes for the last three to five years.
- Conduct a comprehensive review of case classification, reporting, and clearance processes.
- Consider a professional, independent peer case review of sexual assault cases.
- Provide training to all detectives on trauma-informed and victim-centered policing to include at a minimum, the following topics:
 - Neuro-biology of trauma
 - Interviewing victims of trauma
 - Importance of language and report writing in sexual assault
 - Coordinated community response and the role of victim advocates in sexual assault response
 - Introduction to dynamics of sexual assault investigations
- Commit to sending at least one detective and one victim advocate to a national conference on violence against women each year.
- Establish a policy that articulates when it is required to immediately and directly contact victim services including, at a minimum, all rape reports, all rape exams, and all domestic violence arrests.
- Detective supervisor and commander conduct case review with victim advocate every week.
- Review all sexual assault cases with DA before they can be closed.
- Seek outside mentoring/training/support on violence against women (VAW), trauma-informed care, and victim-centered policing.
- Allow advocates to document victim contact in RMS or in some other format shared with investigators to improve two-way communication flow.

- Review involvement in sexual assault response team (SART) and require regular participation at every meeting. Chief and command staff should attend SART early to model behavior and values.
- Build a new investigator policy and manual with formal on-boarding protocol, investigative FTO roles and responsibilities, and formal beginning investigator training.

The NPD is fortunate to have access to a sizable, well-trained victim services function through its partnership with Thornton PD. Those victim services professionals should be included in department-wide planning and operations. For example, they should be regularly included in policy review, training, operational planning, communications planning, emergency operations, and other core department operations to help ensure planning and actions include a victim-centered strategy and reinforce the value of these professionals to the organization. NPD should seek out and provide department-wide training on victim-centered and trauma-informed policing to the entire department, help ensure routine co-teaching occurs with sworn officers and victim advocates, and develop a regular internal multi-disciplinary case review process. NPD should revise its victim services policy in collaboration with both its own system and community-based advocates.

Investigative Review and Analysis

Based on the current practices for report routing, without a case-by-case analysis, there is no way to distinguish which cases referred to investigation received substantive investigative effort by an investigator. In addition, BerryDunn notes there are no prescribed case-closure expectations or supervisor oversight duties outlined in Policy 600.

During discussions with staff, BerryDunn learned there are varied practices among investigators regarding the activation of cases, and different investigators hold cases open or active, inconsistently, for a variety of reasons. These practices skew investigative caseloads and elongate open case durations.

BerryDunn heard from various investigators and supervisors that the investigative units within the NPD are busy. BerryDunn has no reason to doubt this; however, the manner in which cases are monitored and categorized does not provide an opportunity for a clear review of investigative caseloads or individual investigator efforts, clearance rates related to investigative efforts, or case durations. As BerryDunn explains in the next section, this limited the ability to fully assess the resource needs for the investigative units at the NPD.

The solution to these issues is for the NPD to implement a robust case categorization, review, and monitoring system for all cases that are referred and/or investigated by any of the investigative units within the NPD. BerryDunn is aware that the RMS has substantial capabilities in this regard, and BerryDunn recommends that the NPD develop policies, procedures, and workflows to capture, track, and monitor this information.

IV. Workloads and Caseloads

The following section provides various narrative, data, and tables that outline the workload and caseloads of those within the Investigations Division of the NPD. These data emanate from various sources, to include CAD and other data supplied by the NPD.

Staff from the NPD report a steady increase in cases assigned to the Investigations Division since the completion of an internal study they conducted in 2015. BerryDunn only requested data for the past three years, and therefore, BerryDunn is unable to evaluate the reported trend from 2015. Instead, BerryDunn has provided Table 71, which shows case assignments for the NPD Investigations Division from 2017 to 2019.

Table 71: Cases Assigned by Year and Category

Investigation Category	2017	2018	2019	Three-Year Total	Three-Year Average
Auto Theft	67	50	30	147	49
Crimes Against Children	26	20	20	66	22
Crimes Against Persons	222	160	104	486	162
Domestic Violence	59	82	96	237	79
Fraud/Financial	162	141	131	434	145
General	274	243	235	752	251
Homicide	1	3	1	5	2
Narcotics	86	76	75	237	79
Non-Criminal Death	44	47	54	145	48
Null/Undefined	11	98	7	116	39
Property	60	37	40	137	46
Robbery	20	14	11	45	15
Sexual Offenses	65	64	73	202	67
Traffic	26	30	40	96	32
Vulnerable Adults	31	24	20	75	25
Grand Total	1154	1089	937	3180	1,060

Source: Police Department Provided Data

The original data provided to BerryDunn by the NPD indicate approximately 3,200 cases assigned to investigation over the past three years. These cases included 42 primary incident types. A full list of these cases is provided in Appendix C, Table 5. To allow for comparison within the industry, BerryDunn compressed the original 42 incident types into the 15 common investigation categories shown in Table 71.

Although the NPD has suggested an increase in volume for the Investigations Division since 2015, data from 2017 to 2019 suggest a downward trend. The number of cases assigned in 2017 was 1,154, and the number assigned in 2019 was 937. This reflects an 18.80% reduction over that period. This change represents a reduction of assigned cases of 217, and of that total, assignment of persons crimes is down by 118 cases, which is 54.37% of the overall reduction.

It is important to point out here that the data in Table 71 reflects the number of cases assigned to investigations, not the number of reported crimes. BerryDunn captured data from Tables 13, 16, and 17, to create Table 72. Because of limits on the availability of data, portions of Table 72 are incomplete. However, Part 1 crimes, which include the majority of serious persons crimes, are up from 2016 as compared to 2018. Also, Part 2 crimes reported in the RMS of the NPD are up from 2017 to 2019.

Table 72: Part 1 and Part 2 Comparisons

Data Source	2016	2017	2018	2019
Part 1 – NIBRS	1,534	1,689	1,617	
Part 2 – NIBRS	949	973	804	
Part 2 – NPD RMS		1412	1564	1516

Source: BerryDunn calculations

Although this data is incomplete in some regards, it does not suggest a downward crime trend that would result in a nearly 19% reduction in assignment of cases for investigation. Based on information staff provided to BerryDunn, there was a change in process in mid-2019 in which patrol was tasked with completing many misdemeanor cases that were previously forwarded to investigations. This shift could be partially responsible for the decline observed in Table 72.

During interviews with staff, BerryDunn explored supervisory oversight of the Investigations Division, as well as case assignment protocols and review processes for determining whether cases should be kept open for additional follow-up or closed due to a low likelihood the case would be solved. BerryDunn heard from staff that solvability factors, though in policy and perhaps anecdotally considered, are not a formal part of the assignment or review process. Staff told BerryDunn there was a feeling of triage occurring with regard to case activation and assignment, meaning that cases clearly requiring follow-up are assigned, with others being inactivated. Staff were unclear as to whether cases that could have been solved with reasonable effort were being closed prior to activation, but investigators acknowledged some cases are closed after assignment due more because of case volume, not whether reasonable investigative effort could solve them.

This is a common occurrence in Investigations Divisions. Many times, cases are assigned to personnel, and often due to sheer volume, lower-priority cases do not receive immediate attention. Consequently, by the time investigators turn their attention to these cases, evidence is

stale or it has dissipated, and keeping the case open is unlikely to produce positive results. However, when this condition occurs, it is often evidence of a need for additional resources, and/or for better oversight processes. BerryDunn has concluded that both of these are true; the Investigations Division requires additional resources, and as already recommended, better policies and controls over case assignment, review, and investigation supervision.

The information in Table 73 breaks down case assignments and case dispositions based on case type, for the years 2017 through 2019. The dispositions used in this table were provided by the NPD, but because data reporting practices changed during this period, some data fields are blank.

Table 73: Case Assignment/Clearance

<u>DISPOSITION/YEAR</u>	ACTIVE		CLEARED BY ARREST			EXCEPTIONAL CLEARANCE		INACTIVE			PENDING		PROSECUTION DECLINED		
CATEGORY	2017	2018	2017	2018	2019	2017	2018	2017	2018	2019	2017	2018	2017	2018	2019
Auto Theft	4	2	33	27	14	6	1	21	15	8	1		1		
Crimes Against Children	2		4	5	1	4		9	10	1					
Crimes Against Persons	27	14	82	72	30	29	4	78	47	22	1		2	1	2
Domestic Violence	5		41	69	67	1	1	8	3	6		1	1		4
Fraud/Financial	7	6	22	28	20	4	3	111	84	73		1	6	4	1
General	32	23	98	95	109	11	4	115	80	46	1		9	3	4
Homicide			1	2	1										
Narcotics	43	31	41	29	34				9		2	4			2
Non-Criminal Death	4	1				5	1	35	40	31					
Null/Undefined			9	12	2			2	29	4				2	
Property	6	4	30	12	14	2		19	18	17			1	1	
Robbery	2	1	7	3	3	1		9	8	7					
Sexual Offenses		5	7	13	9	30	14	11	7	5			2		1
Traffic	1		24	26	24			1	1	1					
Vulnerable Adults	1	1	8	3	4	2		9	6	1	1		3		
Grand Total	134	88	407	396	332	95	28	428	357	222	6	6	25	11	14

DISPOSITION/YEAR	UNKNOWN		VICTIM DECLINED		INVESTIGATION CASE TOTALS			UNFOUNDED			REFERRED TO OTHER AGENCY		REVIEW ONLY	
CATEGORY	2018	2019	2018	2019	2017	2018	2019	2017	2018	2019	2018	2019	2018	2019
Auto Theft	2	5			66	47	27	1	1			2	2	1
Crimes Against Children		8			19	15	10	7	3	6		3	2	1
Crimes Against Persons	10	22	1	3	219	149	79	3	3			1	8	24
Domestic Violence	3	16			56	77	93	3	3	2			2	1
Fraud/Financial	5	14	2	7	150	133	115	12	7	10		1	1	5
General	20	55	3	3	266	228	217	8	13	5		5	2	8
Homicide			1		1	3	1							
Narcotics	3	38			86	76	74					1		
Non-Criminal Death		9			44	42	40						5	14
Null/Undefined	23	1	4		11	70	7		7		2		19	
Property		7	1		58	36	38	2	1	2				
Robbery	1			1	19	13	11	1	1					
Sexual Offenses	2	30	2	7	50	43	52	15	18	16	1	2	2	3
Traffic	3	14			26	30	39							1
Vulnerable Adults		4		1	24	10	10	7	12	10	1		1	
Grand Total	72	223	14	22	1095	972	813	59	69	51	4	15	44	58

Source: Police Department Provided Data

The guidelines for reporting crime data to the FBI and NIBRS include specific information for categorizing cases. Cases are cleared, either by arrest/charge, or by exception, or they remain unresolved, whether in an active or inactive status. A case can also be unfounded, meaning that no crime actually occurred. In this instance, there is no actual crime, so the case is not considered cleared; instead, it is removed from the statistical data entirely.

As noted in Chapter 1, the data provided to BerryDunn by the NPD suggests an inaccurate application of these codes against the cases assigned. To support this observation, BerryDunn notes the following. In Table 73, the NPD reflects 95 exceptionally cleared cases in 2017, 28 in 2018, and zero in 2019. Based on the data in Table 73, there were 59, 69, and 51 unfounded cases between 2017 and 2019. That translates into an unfounded rate of 5.11%, 6.63%, and 5.90% respectively, for each of those three years. Although there is no clear data on false reporting rates nationally, BerryDunn would not expect these numbers to consistently exceed 1% – 2%. Data from Table 73 indicates that for sexual offenses, there were 15 unfounded in 2017, 18 unfounded in 2018, and 16 unfounded in 2019. If the number of sexual offenses contained in Table 13 is accurate, this would mean the false sexual assault report rate for 2017 was 22%, and for 2018 it was 31% (2019 data is not available). These numbers are in sharp contrast to national estimates, which suggest false sexual assault reports are between 2% and 10%.²¹

As BerryDunn has already recommended, it is important that the NPD train personnel on the use of these categories, and in particular, that staff embrace the SBB campaign.

Investigations Staffing Discussion

Based on experience, observations, and interviews with investigators and supervisory personnel, BerryDunn knows that other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, BerryDunn provided an Internet-based survey to the investigators. Within the survey, investigators were asked to quantify the percentage of time they spend conducting various activities. Table 74 shows the results of the workload question from the survey.

In addition to providing the data in Table 74 from the self-reported survey that relates to the NPD, BerryDunn has provided supplemental data from additional sources. Self-reported data from seven recent studies have been averaged and included in the table below. The data in Table 74 also include data from a national survey of police investigators, conducted by the IACP, using the same survey completed by the NPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and this data has been included.

²¹ https://www.nsvrc.org/sites/default/files/Publications_NSVRC_Overview_False-Reporting.pdf

Table 74: Investigations Workload Survey

Category Options	Northglenn PD		Prior Study	National Survey Averages		
	Detectives	Supervisors	Averages*	Detectives	Supervisors	Total
Administrative/Other	2.00	27.50	8.58	5	8	7
Arrest	1.33	0.00	2.65	3	3	3
Community Contact	3.50	5.00	2.97	3	3	3
Crime Lab	0.67	0.00	0.51	3	1	1
Crime Scene Processing	1.67	0.00	1.73	4	4	3
Court/Trial Prep	2.33	0.00	2.35	2	2	2
District Attorney Follow-Up	4.00	2.50	2.94	2	1	1
Evidence Views/Disposition	0.00	2.50	1.64	2	1	1
Interviews	10.50	5.00	6.70	9	8	8
Investigations	31.17	10.00	19.93	21	14	14
Legal (e.g., Search/Arrest Warrant)	6.83	2.50	5.89	3	3	3
Meetings	2.67	5.00	5.48	4	4	5
Phone Calls/Emails	5.67	7.50	8.80	8	8	7
Report Writing	20.00	15.00	14.72	22	16	16
Supervisory Duties	1.67	12.50	4.37	0	14	15
Surveillance	0.83	0.00	3.11	4	4	4
Teaching	0.67	0.00	1.19	1	1	1
Threat Assessment	0.00	0.00	0.64	1	1	1
Training	0.67	2.50	1.93	2	2	2
Travel/Driving	3.83	2.50	3.70	3	2	3
Total	100.00	100.00	99.79	102	100	100

Source: Investigations Workload Survey

*Table includes data from prior studies.

The comparative data in this table are very useful, particularly because there is a lack of standardized data relating to investigations units. When examining the NPD data against the comparisons, BerryDunn notes that many of the totals are similar, whether compared to the prior study averages or the nationwide survey averages. The most notable higher reported average for the NPD is investigation time. The NPD reports 31.17% of its time is spent doing actual investigations, as compared to a range between 10% and 21% for others completing the survey. This is a positive trend for the NPD, and it suggests a high level of time spent conducting actual investigations.

The other notable observation concerns administrative/other time for NPD investigators. The NPD reports only 2% of its time in this area, as opposed to a range between 5% and 8% for the comparisons. Again, this is a positive sign for the NPD, as it suggests its investigators are not overly burdened with administrative functions.

Although they have comparative value, the numbers in Table 74 are somewhat subjective and limited, based on how investigators understood the question categories and how they reported their time within the categories. Still, from a productivity standpoint, there is value in looking at these numbers to consider where investigators are placing their efforts and whether there are opportunities to add efficiency to those processes.

Using the data from Table 74, BerryDunn calculates that the sections highlighted in blue account for 11% of the time of investigators. Assuming that none of this time contributes to investigations work, this would reduce their availability by an additional 191 hours. These self-reported supplemental duty figures (non-investigative duties) from the NPD are lower, but generally consistent with prior studies, which range from 20% to 25%, and the national survey, which suggests investigators across the United States spend about 18% of their time on the same activities. Based on the loss of hours to leave time from Table 70 and with the removal of these non-productive hours, investigators have about 1,548 hours per year to investigate cases (see Table 75).

Table 75 depicts a likely worst-case scenario. It is more likely that some of the time investigators attribute to non-productive activities is actually supporting their investigations. It is also important to note that the time available per case is actual time focused on that particular investigation. When considering the actual productive work time per case, the available hours cover a significant amount of work effort. Still, these calculations demonstrate why it is so difficult to assess investigative staffing, and they illustrate how quickly investigator productivity can deteriorate when an investigator is tasked with multiple and competing objectives.

BerryDunn also wishes to point out that the NPD does not have investigators assigned to specific units. Although some investigators specialize in certain types of cases (e.g., homicide, sexual assault, fraud), the NPD uses a general investigator format for assigning cases, meaning that any investigator could theoretically be assigned to any type of case. Given the number of investigators, this is a reasonable practice. However, it makes it more difficult to assess investigator efficiencies, or efficiencies across case types. Again, a more robust case review and monitoring system will improve the ability of the NPD to analyze case efforts, and clearance rates more thoroughly in the future.

Table 75: Investigations Capacity per Detective

Investigation Category	*Cases Assigned	**Number of Detectives	Annual Cases per Detective	Monthly Average per Detective	Average Available Hours per Year	Average Hours Available per Month	Average Hours Available per Case
Auto Theft	49	11	4.45	0.37			
Crimes Against Children	22	11	2.00	0.17			
Crimes Against Persons	162	11	14.73	1.23			
Domestic Violence	79	11	7.18	0.60			
Fraud/Financial	145	11	13.18	1.10			
General	251	11	22.82	1.90			
Homicide	2	11	0.18	0.02			
Narcotics	79	11	7.18	0.60			
Non-Criminal Death	48	11	4.36	0.36			
Null/Undefined	39	11	3.55	0.30			
Property	46	11	4.18	0.35			
Robbery	15	11	1.36	0.11			
Sexual Offenses	67	11	6.09	0.51			
Traffic	32	11	2.91	0.24			
Vulnerable Adults	25	11	2.27	0.19			
Calculations					1548.00	129.00	
Totals/Calculations	1061	11	96.45	8.04	17028.00	1419.00	16.05

Source: Calculations from Data Provided

*Current year data

**Reflects personnel assigned who carry a full caseload

Based on the data in Table 75, and looking strictly at averages, if the Investigations Division was fully staffed with 11 investigators and one sergeant (who does not work a caseload), and if cases were distributed equally, each investigator would average approximately eight cases per month and would have about 16.05 hours of available investigation time per case. However, there are two assumptions in Table 75 that are worth pointing out. First, this table assumes full and ongoing staffing of the Investigations Division. If there are any shortages, the averages would be affected. Second, this table assumes that each case is disposed of on a monthly basis. Because that does not typically occur, the monthly average of eight is the number added each month, not the number the investigator might have open or be investigating.

The last item of importance in reference to Table 75 concerns the amount of time it takes to investigate certain cases. Again, due to data limitations, it is more difficult to analyze this data

for the NPD. However, Table 76 provides some context in this respect and shows the average number of hours available, by investigation type, for several prior studies.

Table 76: Investigative Capacity – Comparisons

Investigation Unit	*Average Study Hours
Persons Crimes/Major Crimes	
Crimes Against Children	25.44
Child Crimes and Vulnerable Adults	41.91
Crimes Against Persons	24.46
Domestic Violence	8.87
Homicide	561.51
Major Crimes	305.30
Robbery	84.65
Sexual Offenses	58.38
Special Victims	56.20
Violent Crime	23.75
Average Hours	121.19
Property Crimes	
Auto Theft	23.11
District/General Investigations	26.40
Fraud/Financial Crimes	19.42
Homeland Security/Intelligence	31.42
Property	16.91
Average Hours	22.93
Narcotics	
Narcotics and Organized Crime	125.85
Average Hours	125.85

Source: Calculations from Data Provided

*Table includes data from prior studies.

As evidenced by the data in Table 76, different case types require more effort than other case types. Although it is not possible, due to data limitations, to calculate hours spent on different case types for the NPD, with the exception of DV and property crime cases, all of the categories

in Table 76 exceed the average available time for investigating cases for the NPD, and many of these substantially exceed the NPD amount.

There is one other point to make regarding the data in Tables 75 and 76. Of the 11 investigators listed in Table 75, 2 positions are allocated to the NMDTF. Although personnel assigned to drug task forces serve an important purpose, these investigators focus on drug cases and normally do not perform general investigations. Essentially, this means that for the NPD, there are only nine investigators who are managing the full workload for general investigations.

In discussions BerryDunn had with staff, including those internal and external to the Investigations Division, the most common observation was a perceived staffing shortfall and resulting excessive workload. Investigators reported performing triage over actual investigation efforts, due to time constraints, and indicated concerns over being able to adequately manage case volumes. Based on the data provided in Tables 75 and 76, BerryDunn acknowledges there is likely a disparity between available resources and workloads in the Investigations Division. It is likely that some cases can be investigated and completed within the 16.05-hour average identified, but there are other cases that require far more time than this, and for which this number would be completely inadequate.

In addition to the data in these tables, BerryDunn notes that the number of cases assigned for investigation have declined sharply from 2017 to 2019, as shown in Table 71. The reduction of 18.80% is inconsistent with the number of reported crimes, which has not experienced a similar decline over this period (see Table 72). Based on the information available, it is BerryDunn's belief that these case assignment reductions are the result of workload challenges, not a reduction in cases requiring attention and effort from the Investigations Division. Again, as staff indicated a change in process regarding misdemeanor cases, this could also be responsible for part of the decline.

As BerryDunn has recommended, the NPD should develop strong policies for the Investigations Division, to include outlining appropriate standards for case investigation and supervision of investigators. In addition to adjusting policies, the NPD needs to make revisions within the RMS so that better data can be retrieved, which can be used to analyze investigator workloads and productivity and success rates for the Investigations Division. These data will be critical in assessing future staffing needs.

Given the current constraints in the data available, BerryDunn is unable to fully assess the workloads in the Investigations Division. Doing so would require data that the NPD has not collected and is not able to produce, even retroactively. However, the data in Tables 75 and 76 are compelling. Having 12 full-time investigators, excluding the sergeant and those assigned to the NMDTF, would still only afford the NPD a scant 18.92 hours on average, for each assigned case (after removing the NMDTF cases). Based on the available data, BerryDunn recommends that the NPD increase staffing to general investigations, so that there are 12 full-time investigators performing general investigations. In addition, following the policy and operational

changes BerryDunn has recommended, the NPD should evaluate investigator workloads to determine if additional staffing is required.

Sworn personnel allocations within the Investigations Division include a mix of permanent and rotational positions. Generally, the reason departments use rotational positions is two-fold; they afford personnel more opportunities for varied assignments within the organization, and they help with skill development, with the intent that staff will engage these skills when they return to their primary assignment. Several staff told BerryDunn that because of the required rotations, assignments to investigations are not highly sought-after, and some detectives have actually left the agency rather than return to patrol as required by policy. BerryDunn lacks the data to determine whether the anecdotal reports regarding retention of rotational assignment employees are accurate. If they are, however, it would be valuable for the NPD to consider other models for these positions and whether personnel rotations are serving their intended purpose. Accordingly, in addition to staffing additions, BerryDunn recommends the NPD consider adjusting the rotation policy for investigators.

Another consideration for the Investigations Division concerns the span of control. Although drug task force officers need someone to report to within their own organization, they receive daily supervision through the hierarchy of the task force. For the NPD, if the task force officers are excluded from personnel calculations, there would be one sergeant supervising 12 investigators (assuming the NPD adopts BerryDunn's recommendations on staffing). Although this ratio is somewhat high, it is manageable, particularly if the NPD adds a lieutenant to investigations to assume some of the administrative responsibilities.

Case Closure Rates

In the same survey in which investigators were asked to quantify and self-report their non-investigative time, BerryDunn also asked them to provide data related to their current and preferred caseloads; their responses are reflected in Table 77.

Because the NPD does not have separate investigations units, the comparison categories from other studies and surveys in Table 77 do not neatly align with the NPD. However, it is notable that based on investigators' self-categorization, the NPD caseloads and preferred caseloads are generally similar to the comparisons provided.

Table 77: Self-Reported Current and Preferred Caseloads

Investigations Category	Northglenn PD	*Prior Studies Current	National Current	Northglenn PD	Prior Studies Preferred	National Preferred
Investigations Caseload	Current	Avg.	Avg.	Preferred	Preferred Avg.	Avg.
Fraud/Financial Crimes	9	11	18	8	9	11
Homicide/Violent Crime	20	11	15	6	7	9
Other Crimes Against Persons	25	15	18	6	9	12
Property Crimes	N/A	19	18	N/A	10	11
General Investigations	21	11	14	11	7	9
Other Specialized Unit	N/A	14	13	N/A	8	9
Task Force	N/A	20	10	N/A	6	7
Vice/Narcotics	N/A	22	11	N/A	21	7

Source: Investigations Workload Survey

*Table includes data from prior studies.

Table 78 provides additional survey data from the NPD, prior studies, and the national survey of investigators. The top portion of Table 78 reflects responses investigators gave when asked to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. The bottom portion of Table 78 reflects responses investigators gave when asked to identify what they felt would be an optimal timeline for case closures in the same categories.

As noted previously, the NPD does not have a policy that guides case closure expectations. As a result, any responses by NPD staff are either based on subjective thoughts and beliefs, or perhaps based on anecdotal discussions with others, including supervisors. It is also worth mentioning that the NPD has a relatively small number of investigators, and because of this, moving one or two responses into another column would have a substantial effect on the results. With these caveats, BerryDunn notes that the responses from the NPD are generally consistent with those reported in other studies and in the national survey.

Table 78: Self-Reported Case Closure Expectations in Days Active

Current and Reported	NPD	NPD	Prior	Natl.	NPD	NPD	Prior	Natl.
Case Closure Timelines	0-30	Pct.	Cities	Pct.	31-60	Pct.	Cities	Pct.
Serious Persons	2	25.00%	42.26%	54.95%	2	25.00%	18.87%	17.77%
Other Persons	1	12.50%	28.37%	38.16%	4	50.00%	43.26%	40.32%
Property	5	62.50%	38.46%	30.04%	3	37.50%	27.88%	35.72%
Fraud/Financial	0	0.00%	22.81%	17.98%	7	87.50%	26.90%	25.17%

Current and Reported	NPD	NPD	Prior	Natl.	NPD	NPD	Prior	Natl.
Case Closure Timelines	61-90	Pct.	Cities	Pct.	Over 90	Pct.	Cities	Pct.
Serious Persons	0	0.00%	17.36%	11.68%	4	50.00%	21.51%	15.61%
Other Persons	3	37.50%	21.86%	14.61%	0	0.00%	6.51%	6.90%
Property	0	0.00%	25.00%	19.76%	0	0.00%	8.65%	14.48%
Fraud/Financial	1	12.50%	23.98%	27.39%	0	0.00%	26.32%	29.46%

Optimal	NPD	NPD	Prior Cities	Natl.	NPD	NPD	Prior Cities	Natl.
Case Closure Timeline	0-30	Pct.	0-30	Pct.	31-60	Pct.	31-60	Pct.
Serious Persons	1	12.50%	33.45%	52.02%	3	37.50%	25.55%	21.41%
Other Persons	1	12.50%	26.34%	37.78%	5	62.50%	43.91%	39.52%
Property	4	50.00%	23.86%	28.08%	4	50.00%	47.91%	40.00%
Fraud/Financial	1	12.50%	15.64%	17.16%	5	62.50%	30.62%	31.35%

Optimal	NPD	NPD	Prior Cities	Natl.	NPD	NPD	Prior Cities	Natl.
Case Closure Timeline	61-90	Pct.	61-90	Pct.	31-60	Pct.	Over 90	Pct.
Serious Persons	1	12.50%	27.11%	12.47%	3	37.50%	13.72%	14.11%
Other Persons	2	25.00%	23.76%	15.35%	0	0.00%	5.99%	7.34%
Property Crimes	0	0.00%	24.35%	21.32%	0	0.00%	3.88%	10.60%
Fraud/Financial	2	25.00%	36.81%	27.84%	0	0.00%	9.73%	23.65%

Source: Investigations Workload Survey

*Table includes data from prior studies.

BerryDunn also asked the NPD to provide data concerning case closure rates based on the average number of days cases were active within each unit. These data are displayed in Table 79 below. BerryDunn notes that the case closure rates in Table 79 are within typical ranges (although many categories vary from year to year). On initial view, cases that would be expected to have a longer duration (e.g., homicide, fraud/financial, crimes against children) are higher, and others such as DV are expectedly lower.

Table 79: Self-Reported Case Durations in Days Active

Investigation Category	2017		2018		2019	
	Count	Days Open	Count	Days Open	Count	Days Open
Auto Theft	67	33	50	19	30	50
Crimes Against Children	26	54	20	46	20	39
Crimes Against Persons	222	27	160	35	104	31
Domestic Violence	59	14	82	27	96	29
Fraud/Financial	162	50	141	56	131	45
General	274	47	243	33	235	36
Homicide	1	396	3	58	1	41
Narcotics	86	7	76	17	75	9
Non-Criminal Death	44	45	47	61	54	60
Null/Undefined	11	40	98	68	7	52
Property	60	32	37	38	40	53
Robbery	20	81	14	79	11	24
Sexual Offenses	65	95	64	62	73	56
Traffic	26	7	30	50	40	37
Vulnerable Adults	31	57	24	24	20	28

Source: Agency Provided Data

As BerryDunn has noted previously, the case data from the NPD might not fully and accurately represent operational conditions and workloads. For example, if cases are not routinely reviewed, some might be left open for an extended period, even though no investigation has occurred. It is also noteworthy that the NPD changed RMS systems in 2018, and as a result, reporting practices and categorizations might have changed. The data in Table 79, and the variations, are another example of the need for the NPD to clean up these policies and reporting standards within RMS.

Summary

The current sworn personnel allocations for the Investigations Division for the NPD include one commander, one sergeant, two drug task force officers, and nine general investigators. Based on the observations, data analysis, and interviews conducted by BerryDunn, it appears that the Investigations Division is performing well, despite being strained for resources.

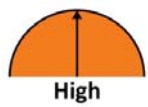
One of the primary recommendations for the Investigations Division concerns developing a robust set of policies to guide unit efforts. The policy should outline investigator expectations on cases, frequency of effort and reporting on cases, monitoring of those efforts, supervision of the investigators and the unit, recommended case closure timelines, decision-making on closing or inactivating cases, and regular review and accountability of investigative effort. The policy should also take into account other recommendations within this report that affect investigators, including, for example, solvability factors and report routing and review practices.


Based on a review of the data available, BerryDunn recommends the addition of three officers to conduct general investigations. This recommendation is considered a minimum addition to the Investigations Division. As BerryDunn has noted, the data available for the Investigations Division is lacking in various respects. BerryDunn also recommends continued and ongoing review of this data, and the improved data, to assess whether additional personnel are warranted for investigations.


BerryDunn also heard from staff that mandatory rotations for some of the investigator positions has resulted in attrition, and a lack of interest by staff in filling those positions. BerryDunn elaborates on attrition rates in Chapter 12. However, if these anecdotal reports are accurate, revising the number of rotational positions, or eliminating them, might reduce attrition, which would obviously benefit the organization.

Recommendations

This section provides the three formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Investigations Services		
No.	Interviewing Sensitive Victims	Overall Priority
<i>Chapter 8 Section III: Policies and Procedures</i>		
8-1	Finding Area: NPD investigators routinely conduct interviews of juvenile victims. Industry best practices call for forensic interviews of juvenile victims to be conducted in a multi-disciplinary setting, and preferably by non-police personnel.	
	Recommendation: Change policy to require child advocacy center to perform forensic interviews of all juvenile victims using a multi-disciplinary team approach. Although BerryDunn recognizes the NPD has several investigators with significant training and experience in this area, best practices related to forensic interviews of	

Investigations Services		
	<p>juvenile victims involve a multi-disciplinary team approach and a shift to using non-police personnel to conduct them in a non-police setting. Within the law enforcement industry, there are special protocols for interviewing juvenile victims. These protocols have been established to help ensure accurate information from child victims, to increase the validity of juvenile statements and their acceptance within the courts, and to minimize victim trauma. Engaging a multi-disciplinary team, and shifting to using non-police personnel for these interviews also helps ensure consistency, and it removes arguments and concerns over coercion or leading questions in police-led interviews.</p> <p>Accordingly, BerryDunn recommends that the NPD change its policy and practices to require a child advocacy center (or other certified non-police forensic interviewer) and a multi-disciplinary team approach to perform forensic interviews of all juvenile victims. The NPD should also provide training to all investigators regarding forensic interviewing, the neuro-biology of trauma, and trauma-informed interviewing.</p>	
No.	Investigations Case Management Policy	Overall Priority
Chapter 8 Section III: Policies and Procedures		
8-2	<p>Finding Area: The Investigations Division does not have formal policies that outline case assignment, monitoring, and expected closure rates. The RMS has not been optimally configured to capture, monitor, and assess investigator workloads.</p> <p>In order to successfully supervise an investigations unit, it is necessary to have appropriate protocols and policies in place so that expectations are clear and so the department can implement monitoring and accountability measures.</p>	
	<p>Recommendation: The NPD should develop a set of policies that outline investigator expectations, including case reporting practices and expected case durations. The policy should include monitoring and accountability measures. At present, there is no formal process in place at the NPD that outlines investigator expectations on cases, frequency of effort and reporting on cases, and monitoring of those efforts. The current policy also does not elaborate on supervision of the unit, recommended closure timelines, decision-making on closing or inactivating cases, and regular review and accountability of investigative effort. BerryDunn recommends that the NPD develop a robust set of policies that address these issues and provide a greater opportunity to assess investigator efforts and unit success.</p>	
No.	Investigations Staffing	Overall Priority
Chapter 8 Section: Investigations Staffing Discussion		
8-3	<p>Finding Area: The Investigations Division is understaffed and requires additional personnel to fulfill its mission. The rotational structure for investigative personnel does not seem to be meeting operational goals.</p>	

Investigations Services		
	<p>Investigators report performing triage over actual investigation, due to staffing limitations. Several staff told BerryDunn that the rotational nature of assignment to investigations has resulted in personnel leaving the department rather than being forced to return to patrol. If true, this is contributing to attrition rates, and significant experience is leaving the department, which could be avoided.</p>	 Medium
	<p>Recommendation: The NPD should add three full-time investigators to the general investigations staff. The NPD should also evaluate and consider revising the policy requiring rotations for investigations positions.</p> <p>Based on a thorough review of the data, the NPD should add three new general investigations positions to that division. In addition, per other recommendations, the NPD should revise policies, data collection, and supervisory processes so it can further evaluate investigations staffing needs. In addition, the NPD should review personnel records to determine the accuracy of anecdotal reports regarding retention of rotational assignment. If these anecdotal reports are accurate, this practice could be contributing to attrition, and adjustments to this practice might benefit the organization.</p>	

Chapter 9: Operational Policies

As part of this assessment, BerryDunn conducted a general review of the NPD policy manual, which is approved by the chief of police and is made available to all personnel. Overall, BerryDunn found the manual, which is 576 pages in length, to be comprehensive, well-organized, and professionally written. In addition, upon general review, the policy manual appears to be reflective of contemporary police best practices in the field. The manual is produced by Lexipol, a national public safety resource organization that specializes in risk management and risk mitigation. The full policy manual is also online and can be accessed through the NPD website.

As a condition of employment, all employees are required to read and obtain necessary clarification of policies. All employees are required to sign a statement of receipt acknowledging that they have received a copy or have been provided access to the policy manual and understand that they are responsible to read and become familiar with its contents.

I. Overview

The NPD policy manual dated December 30, 2019, appears to be the most instrumental document in governing behavior and proper procedure for police activities, and therefore, BerryDunn has focused this review on that document. BerryDunn did not review any other possible manifestations of departmental policy or any of the City of Northglenn's policies or procedures. For this policy review, BerryDunn focused on three major objectives.

1. The overall organization of the manual, with emphasis on a user's ability to easily locate subject matter
2. The composition of the manual in terms of its inclusiveness of relevant and contemporary topics, with emphasis on those orders that are critical to officer safety and accountability, and departmental liability
3. Whether critical topics provide officers with enough guidance and direction to perform their duties in accordance with departmental requirements

II. Critical Policies

In addition to a general review, BerryDunn reviewed the manual for inclusion of several specific policies. The review examined the manual for two types of policies—high-risk policies and emergent policies. The list of high-risk policies emanates from a study by Gallagher and Westfall, which identified the top risk areas for police departments from a litigation standpoint.²² According to their research, these policy areas combine for 90% of litigation issues against police agencies. Emergent policies are those BerryDunn has identified as important for police operations, particularly as the demands within the profession continue to shift.

²² <http://www.theiacp.org/portals/0/pdfs/LBL2011-05-25ReducingAgencyLiability.pdf>

High-Risk Policies

1. Off-Duty Conduct
2. Sexual Harassment/Discrimination
3. Selection/Hiring
4. Internal Affairs
5. Special Operations
6. Responding to the Mentally Ill
7. Use of Force
8. Pursuit/Emergency Vehicle Operator Course (EVOC)
9. Search/Seizure - Arrest
10. Care, Custody, Control/Restraint of Prisoners
11. Domestic Violence
12. Property - Evidence

Emergent Policies

1. Crime Analysis and ILP
2. Officer Wellness
3. Lesbian, Gay, Bi-Sexual, Transgender, Queer/Questioning (LGBTQ) Policies
4. Impartial Policing (Biased Policing)
5. Unmanned Aircraft Systems (UAS)

BerryDunn located policies either directly or very similarly titled to 10 of 12 critical policy categories or located policies that had sections containing policy direction that addresses the identified critical policies in a relatively consolidated manner. Two policy areas—Off-Duty Conduct; and Care, Custody, Control/Restraint of Prisoners—had multiple references to numerous, substantive portions of these policy areas; however, both lacked a single, comprehensive policy.

Of the five listed emergent policies, BerryDunn found specific policies on crime analysis and impartial policing. Some topics relating to officer wellness in the context of singular incidents are addressed in Policy 1028 (Major Traumatic Incident) and Policy 1029 (Peer Support Team), but there is no specific or stand-alone policy for addressing general employee wellness issues. NPD policy refers to LGBTQ related issues obliquely via reference to sexual orientation in multiple policies such as Policy 300 (Forbidden Harassment and Discrimination), Policy 309 (Domestic Violence), Policy 313 (Discriminatory Harassment), Policy 318 (Bias Motivated Crimes), Policy 401 (Racial- or Bias-Based Profiling), and Policy 413 (Immigration Violations). However, BerryDunn found no specific reference to LGBTQ issues and no comprehensive, stand-alone policy on this topic. BerryDunn could locate no specific, stand-alone policies on UAS.

Based on BerryDunn's review, several policy areas have been noted for improvement or development below. BerryDunn recommends NPD review these items and consider appropriate

policy revisions or adoption. Note that in multiple items, BerryDunn recommends reference to City of Northglenn policy to help to ensure consistency. In lieu of that, NPD may consider a general note incorporating City of Northglenn policy by reference and what should happens in any instance of potential conflict.

Specific Policy Observations

Off-Duty Conduct

NPD has multiple references to off-duty conduct, beginning with references to private and personal life in the Law Enforcement Code of Ethics and including numerous specific references in Policies 300 (Standards of Conduct); 304.4.6 (Off-Duty Handguns); 338 (Off-Duty Law Enforcement Actions); 1016 (Outside Employment); 1024 (Speech, Expression, Social Networking); 341 (Off-Duty Law Enforcement Actions); and other policies. However, there is no single, consolidated policy that covers off-duty conduct. BerryDunn recommends NPD develop a stand-alone policy that addresses off-duty conduct and incorporates the specific areas mentioned above by reference.

Care, Custody, Control of Prisoners

NPD has thorough and detailed guidance addressing the care, custody, and control of prisoners contained across the following policies: 305 (Handcuffing and Restraints); 311 (Temporary Custody of Juveniles); 417 (Detentions, Contacts and Photographing Detainees); 900 (Holding Facility); 901 (Custody Searches); and 902 (Prison Rape Elimination). Because of the complex nature of providing care, custody, and control of prisoners and the associated risk exposure, BerryDunn recommends NPD consider consolidating these topics into a single, comprehensive policy. Additionally, BerryDunn recommends including a policy that requires documentation of all detentions and law enforcement-related encounters in a manner that is searchable and includes both demographic data and details on officer actions such as frisks or searches.

Sexual Harassment/Discrimination

NPD Policy 313 (Discriminatory Harassment) addresses discriminatory harassment, including sexual harassment and discrimination. NPD Policy 313 states, in part, “The Department prohibits all forms of discrimination, including any employment-related action by an employee that adversely affects an applicant or employee and is based on race, color, religion, sex, age, national origin or ancestry, genetic information, disability, military service, sexual orientation, and other classifications protected by law.”

NPD policy 300.5 (Committing or Condoning Illegal or Forbidden Harassment) states, “Illegal or forbidden harassment of another based on age, disability, ethnicity, gender, national origin, race, religion, or sexual orientation is prohibited as a basis for conduct, behavior, or decisions affecting another employee’s or potential employee’s terms or conditions of employment. Employees shall not use age, disability, ethnicity, gender, national origin, race, religion, or sexual orientation in their actions, behaviors, conducts, gestures, or words that could

reasonably be construed or perceived by another employee or potential employee as hostile, offensive or intimidating.”

Both Policies 313 and 300 address discriminatory harassment but do so with slightly different verbiage. Not only are these policies redundant, the difference in language may prove confusing to some or may serve as a basis to claim confusion. BerryDunn recommends consolidating all guidance regarding discriminatory harassment, including sexual harassment and discrimination, into a single, consolidated policy. Additionally, BerryDunn recommends NPD include a reference to the City of Northglenn policy to help to ensure consistency of policy and that employees have an avenue to redress any complaints.

Domestic Violence

Although NPD Policy 309 (Domestic Violence) provides reasonable guidance on responding to DV incidents, the NPD does not provide any guidance on responding to domestic and sexual violence perpetrated by law enforcement officers. BerryDunn recommends NPD develop a policy that addresses how the department will respond to domestic and sexual violence perpetrated by law enforcement officers and the consequences for the commission of such offenses. These revisions are in addition to revising the DV policy to include a lethality assessment, as well as other DV best practices provisions (see Chapter 4).

Selection/Hiring

NPD Policy 1000 (Recruitment and Selection) addresses the recruitment, selection, and hiring of personnel. BerryDunn recommends NPD include a reference to the City of Northglenn policy to help to ensure consistency and priority of policy.

Responding to the Mentally III

NPD Policy 409 (Mental Illness Commitments) addresses the issue of responding to incidents involving mentally health consumers. This policy includes some guidance about response protocol. BerryDunn recommends NPD update the title of this policy to reflect its inclusion of broader response than just commitments. BerryDunn additionally recommends the scope and detail of the policy be expanded to include guidance about mental health incidents involving juveniles and potential de-escalation best practices to help ensure the best possible outcome for all mental health events. NPD Policy 409.6 states the agency will “endeavor to send officers to Crisis Intervention Teams (C.I.T.) training.” Because of the increasing amount of the Northglenn population affected with mental health issues, BerryDunn recommends NPD develop a strong, proactive C.I.T. program and a dedicated supporting policy that provides clear guidance.

Pursuits and Emergency Vehicle Operations

NPD Policy 307 (Vehicle Pursuits) currently allows the use of police emergency vehicles to physically intervene in vehicle pursuits (roadblocks and Tactical Vehicle Intervention, or TVI) with supervisor approval. BerryDunn observes that this topic of the use of police emergency

vehicles to physically intervene in vehicle pursuits and vehicle immobilizations has been a source of significant confusion and angst within NPD recently. BerryDunn recommends NPD revisit this policy, revise it to more clearly reflect actual department expectations, and provide in-person training on the updated policy to all department personnel.

NPD policy 308 (Officer Response to Calls) provides guidance on operating vehicles in emergency mode in violation or potential violation of traffic laws. Policy 308 states, “Officers responding to a call as an emergency response shall continuously operate emergency lighting equipment and shall sound the siren as reasonably necessary.” Operating an emergency vehicle in violation of state and local traffic laws is a potentially dangerous situation for both the officer and others. BerryDunn recommends that the NPD revise this policy to require the use of emergency lights and audible siren any time an emergency vehicle is responding to an emergency call and/or operating in violation or potential violation of any traffic law, unless a clearly articulated reason exists for not doing so.

Crime Analysis and Intelligence-Led Policing

NPD has a specific policy regarding crime analysis. BerryDunn observes NPD has a crime analyst that also performs the role of PIO. Based on numerous discussions with staff and NPD leadership and observations of actual practice, BerryDunn recommends in Chapter 3 of this report that NPD separate the PIO and Crime Analysis roles into two separate full-time positions to more effectively perform crime analysis and support intelligence-led policing.

Officer Wellness

NPD provides strong guidance on how to support employees after a major traumatic incident using a peer support team as detailed in policies 1028 (Major Traumatic Incident) and 1029 (Peer Support Team) and some related reference in Policy 1003 (Alcohol and Drug Use). Additionally, BerryDunn is aware that NPD is actively working on developing an employee wellness program. NPD policy references Employee Assistance Program (EAP) in Policy 1003 (Alcohol and Drug Use) and Policy 1004 (General Leave Policy) but does not go into further detail about how EAP or other resources might be used to promote officer wellness.

BerryDunn recommends NPD create a stand-alone policy that specifically addresses the holistic concept of employee wellness. That policy should begin with a statement of core values regarding employee wellness and supervisor responsibilities along with an inventory of resources currently available—perhaps through City of Northglenn employee benefits such as an EAP. The policy can be updated as the details of the nascent employee wellness program are developed. BerryDunn recommends NPD include a reference to the City of Northglenn policy to help to ensure consistency and priority of policy.

LGBTQ Policy

Policy 313 (Discriminatory Harassment) prohibits discrimination based on sexual orientation. Policy 401 (Racial- or Bias-Based Profiling) clearly explains that members of the NPD are not to

engage in biased policing practices relating to numerous protected class groups, and sexual orientation is mentioned among them. However, there are no specific references to the LGBTQ community. There are practical and operational aspects of engaging people in the LGBTQ community, which are appropriate to outline in policy. Those include issues such as person searches, personal pronoun references, detention location (male or female population), and use of restrooms, to name just a few. Other considerations might include a policy relating to staff members who may be in the midst of gender transition. Because of the sensitive issues that surround those within the LGBTQ community, BerryDunn recommends NPD consider modifying Policy 401 to include greater detail and direction or, ideally, develop a separate policy for responding to this segment of the population.

Impartial Policing Policy

NPD Policy 401 (Racial- or Biased-Based Profiling) clearly prohibits impartial policing and provides specific and detailed guidance on this topic. BerryDunn has encountered no evidence or complaints to suggest NPD engages in impartial policing. In order to ensure NPD is able to respond to any future possible concerns regarding this topic, it is vital the agency have adequate information on police encounters. Without comprehensive data on all police encounters, any agency is at a significant disadvantage to provide sophisticated analysis of its performance regarding impartial policing. BerryDunn recommends including a policy that requires documentation of all detentions and law enforcement-related encounters in a manner that can be archived and searched, and that includes both demographic data and details on officer actions such as frisks or searches.

Unmanned Aircraft Systems (UAS)

As the use of UAS become more prevalent, it is recommended that the NPD develop and implement a policy to address this issue. The use of UAS has become commonplace in the public safety arena and as a tool used by media to capture information. A proactive effort should be made to outline operational considerations for staff of the police department and enforcement procedures for use at active crime scenes and events that might become a focal point of UAS users.

Definitions

NPD policy includes definitions at the beginning of many policy sections. This is a common way to address definition of key terms. The use of multiple definition sections in different policy sections includes the risk that similar words or terms may be defined differently in different sections. BerryDunn recommends NPD address this possibility in one of two ways: 1) consolidate all definitions into a single policy-wide definitions section, and reference that central definition list from each policy section; or 2) include a clear note at beginning of the entire policy manual, and at the beginning of every definition section, state that definitions within each policy section apply to that section and that section only. In either case, it is vital definitions be regularly reviewed and updated.

TASER/Conducted Energy Weapons (CEW)

BerryDunn found no policy or process for audit of CEW deployment. Some officers expressed lack of understanding regarding policy requirements for reporting CEW deployments when the CEW was deployed from the holster but not discharged in a use of force. NPD should develop and implement policy and practices to regularly audit CEW deployment and to require written documentation every time a CEW is readied for use (i.e., removed from holster) or discharged in any manner.

Use of Criminalist

NPD does not have a clear or detailed policy regarding when to call out or consult criminalists. Criminalists can perform latent print processing, DNA retrieval, print comparison with verification by another agency, and other evidence retrieval processes and are eager to contribute to the field investigation process.

NPD should develop a standard operating procedure that supports policy regarding when to call out or consult criminalists. That policy should clearly indicate required responses, required consultations, criminalist authority to determine response, proper chain of command to consult if conflicts in decisions about response, and procedures for criminalist availability after regular work days and hours.

Property and Evidence

The property and evidence unit does not appear to be in full compliance with industry best practices regarding care, custody, and control of property and evidence. BerryDunn is aware of no findings, allegations, or suggestions of misconduct or inappropriate behavior regarding property and evidence. NPD professionals assigned to property and evidence are aware, however, that NPD policy and procedures are not robust and reflective of industry standards. NPD should thoroughly review all policies and procedures regarding the property and evidence unit and functions to help to ensure they are consistent with International Association for Property and Evidence association standards. Examples of actions NPD should take include, but are not limited to, the following:

- Update policy and job descriptions for property and evidence
- Formally revisit and review property and evidence control, security, and audit policy and procedures
- Ensure complete video coverage of property and evidence room, particularly ingress/egress and drug/money/weapons storage
- Develop a clear policy on how long video is retained
- Relocate property and evidence technicians' primary office space to another location outside the secure storage area so property and evidence technicians do not have to be in an area that needs to be secured at all times

- Initiate an effective two-factor security process for drugs/money/weapons
- Develop inventory inspection and audit procedures (access, annual spot and independent inspection, weight of drugs, etc.)

Arrest Reports

As noted in Chapter 3, aspects of the NPD report-writing process require revision. One specific area of consideration involves arrest reports. Custody arrests are often documented by arresting officers solely in an arrest module report. This results in several issues. The records unit must complete the related incident report. There is no prompt within RMS that requires the supervisor to review the arrest module. Reporting officers might be writing arrest modules that contain extraneous information because they are being used in lieu of incident report.

As part of the report revision process, the NPD should consider amending the policy to include the following:

- All custody arrests must be documented in an incident report prepared by the arresting officer in addition to the report in the arrest module, if that is dictated by the arrest.
- Property (e.g., IDs, credit cards) must be documented in the incident report, not the arrest report.
- All reports, including arrest module reports, must be reviewed and approved by a supervisor. This is considered industry best practice. However, it is particularly important at NPD, which has a particularly inexperienced patrol cadre who need additional oversight, coaching, and development.

Documentation of Activity

NPD does not require documentation of all nonconsensual law enforcement encounters. It is commonplace for officers to make notes within CAD regarding CFS and other police-related contacts with the community, but this information is often not recorded within RMS, and it lacks substantive detail (e.g., full name, date of birth). NPD has a policy that clearly prohibits bias-based profiling. However, without documentation of all police encounters, there is no way for the department to accurately and substantively report whether or not it is complying with this policy. It is important to note BerryDunn is aware of no complaints or other information indicating that NPD engages in bias-based profiling.

The NPD should update policy to require documentation of all nonconsensual law enforcement encounters. This can be as simple as requiring a citation, warning ticket, or field observation card for all nonconsensual law enforcement counters. Such documentation should include complete demographic data, reasons for the encounter, and actions taken by law enforcement, including any frisk or searches and the results of those frisk or searches. Policy should provide for how this information is retained, aggregated, and reported.

School Resource Officers (SROs)

As noted in Chapter 6, the NPD does not have a policy that pertains specifically to SROs, including their duties and responsibilities within the schools. There is an IGA between the school district and the NPD, and the information within it provides a foundation for the relationship. However, the NPD should have its own policy for SROs.

Such a policy should place a priority on school and student safety and creating opportunities for positive interactions in a non-enforcement environment. The policy should be consistent with the IGA for SROs and include any special provisions, reporting, or oversight, and any intentions regarding SRO involvement in school discipline and other administrative functions. The policy should promote the development of programs that encourage youth to develop decision-making skills, including restorative justice, youth courts, and peer intervention. It should also encourage alternatives to suspension and expulsion through restorative justice, diversion, counseling, and family interventions.

III. Analysis of Use of Force Policy – National Consensus Policy

In 2017, amid significant debate concerning variations in use of force practices and policies across the nation, several law enforcement groups convened to develop a model policy that would help improve uniformity regarding police uses of force within the profession. The organizations involved in these discussions included the following:

- Association of State Criminal Investigative Agencies
- The Commission on Accreditation for Law Enforcement Agencies
- The Fraternal Order of Police
- The Federal Law Enforcement Officers Association
- The IACP
- The Hispanic American Police Command Officers Association
- International Association of Directors of Law Enforcement Standards and Training
- National Association of Police Organizations
- National Association of Women Law Enforcement Executives
- National Association of Black Law Enforcement Executives
- National Tactical Officers Association

The convening of such a group, and their agreement on a model policy of this nature, is unprecedented within the law enforcement industry. Although there are aspects of the National Consensus Policy with which some might disagree, it is BerryDunn's position that, as a whole, this policy provides strong guidance for law enforcement agencies to consider within the context of their operational policies and procedures. As part of this assessment, BerryDunn conducted an assessment of the NPD use of force policy against the National Consensus Policy.

National Use of Force Consensus Policy

The NPD has a well-written Use of Force Policy (Policy 303). Upon review and using a comparison of the National Consensus Policy, BerryDunn makes the following observations and recommends the NPD consider the following areas for possible adjustments to the NPD policy.

The following statements are contained within the consensus policy, and the NPD should review them and consider incorporating them into policy in the appropriate location:

- Deadly force should not be used against persons whose actions are a threat only to themselves or property.
- An officer shall use de-escalation techniques and other alternatives to higher levels of force consistent with his or her training whenever possible and appropriate before resorting to force and to reduce the need for force.
- Whenever possible, and when such delay will not compromise the safety of the officer or another and will not result in the destruction of evidence, escape of a suspect, or commission of a crime, an officer shall allow an individual time and opportunity to submit to verbal commands before using force.
- When de-escalation techniques are not effective or appropriate, an officer might consider the use of less-lethal force to control a noncompliant or actively resistant individual. An officer is authorized to use agency-approved, less-lethal force techniques and issued equipment to protect the officer or others from immediate physical harm, to restrain or subdue an individual who is actively resisting or evading arrest, or to bring an unlawful situation safely and effectively under control.
- All officers shall receive training, at least annually, on this agency's use of force policy and related legal updates. In addition, training shall be provided on a regular and periodic basis and be designed to provide techniques for the use of and reinforce the importance of de-escalation; simulate actual shooting situations and conditions; and enhance officers' discretion and judgment in using less-lethal and deadly force in accordance with this policy. All use-of-force training shall be documented.

Definitions

The following terms are identified within the National Consensus Policy, and BerryDunn recommends the NPD review them and consider updating or adding these definitions to the NPD use of force policy:

- **Less-Lethal Force:** Any use of force other than that which is considered deadly force that involves physical effort to control, restrain, or overcome the resistance of another.
- **Objectively Reasonable:** The determination that the necessity for using force and the level of force used is based upon the officer's evaluation of the situation in light of the totality of the circumstances known to the officer at the time the force is used and upon what a reasonably prudent officer would use under the same or similar situations.

- **Serious Bodily Injury:** Injury that involves a substantial risk of death, protracted and obvious disfigurement, or extended loss or impairment of the function of a body part or organ.
- **De-escalation:** Taking action or communicating verbally or nonverbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without the use of force or with a reduction in the force necessary. De-escalation might include the use of such techniques as command presence, advisements, warnings, verbal persuasion, and tactical repositioning.
- **Excessive Force:** Force that is not objectively reasonable.
- **Exigent Circumstances:** Those circumstances that would cause a reasonable person to believe that a particular action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- **Chokehold:** A physical maneuver that restricts an individual's ability to breathe for the purposes of incapacitation. This does not include vascular neck restraints.
- **Warning Shot:** Discharge of a firearm for the purpose of compelling compliance from an individual, but not intended to cause physical injury.

8 Can't Wait Core Policy Solutions

In addition to the National Use of Force Consensus policy, BerryDunn also examined the NPD use of force policy against the specific core policy enhancement recommended by the 8 Can't Wait²³ initiative. This initiative comes from Campaign Zero,²⁴ an organization that has been an advocate for limiting police interventions, improving community interactions, and ensuring accountability for police officers, and ultimately, reducing deaths that result from police actions.

The website for 8 Can't Wait suggests that more restrictive use of force policies accompanied by comprehensive training, meaningful oversight, and consistent accountability can reduce deadly use of force encounters by police and save lives while promoting collaborative and procedurally just policing; BerryDunn agrees. Indeed, the elements mentioned reflect best practices within the law enforcement industry, and they should be an imperative for every police administrator.

Specifically, the 8 Can't Wait campaign promotes the following policies, as a means to dramatically reduce fatal police encounters:

1. Require all alternatives be exhausted before shooting
2. Require all use of force be reported
3. Prohibit chokeholds and strangleholds
4. Require use of force continuum

²³ <https://8cantwait.org/>

²⁴ <https://www.joincampaignzero.org/#campaign>

5. Require de-escalation
6. Require duty to intervene
7. Prohibit shooting at moving vehicles
8. Require warning before shooting

BerryDunn has reviewed NPD policy to determine whether it has addressed these eight core policy areas. Several of these policies are addressed, while others are minimally addressed or not addressed at all. Where policy does not adequately address these core policy areas, BerryDunn recommends the NPD consider doing so. It is important to note that the efficacy of these core policy areas is dependent on consistent reporting, oversight, and accountability of the behavior addressed.

All Alternatives Exhausted Before Shooting

NPD policy does not include clear language that requires officers to exhaust all alternatives before shooting.

Comprehensive Reporting of All Uses of Force

Policy 303.6 On-duty Supervisor Notification requires officers to “immediately notify the on-duty supervisor” in the following circumstances:

- Any use of force involving a restraint device other than handcuffs, shackles or belly chains
- Any use of force involving a TASER or other control device
- The force caused a visible injury
- The force would lead a reasonable officer to conclude that the individual may have experienced more than momentary discomfort
- The subject of the force complained of injury or continuing pain
- The subject of the force indicates intent to pursue litigation
- The subject of the force was rendered unconscious
- The subject was struck or kicked
- The subject alleges any of the aforementioned circumstances has occurred

Policy 303.16 Reporting Requirements states that “prior to the end of the shift in which the application of force occurred, the on-duty supervisor shall document the use of force on a Use of Force Report.”

This policy should be updated to include mandatory reporting any time an officer threatens to use force and any time an officer points a firearm or less-lethal weapon at anyone. Policy should require a periodic summary, review, and analysis of department-wide uses of force.

Chokeholds and Strangleholds

Chokeholds and strangleholds are not mentioned in policy; they are neither specifically prohibited nor approved. Carotid control hold (a type of neck restraint) is mentioned in 204.4.1 Mandated Training as required training for all employees who hold this certification. Policy should clearly define what a carotid control hold is, what it isn't, and how it differs from chokeholds and strangleholds. Prevailing national policies prohibit the use of chokeholds and

strangleholds, except in conditions when deadly force is reasonable. Failure to clearly prohibit these techniques, except in deadly force situations, sends confusing messages to the department and fails to establish clear agency values. BerryDunn recommends the NPD consider modifying their policy to clarify their use, or prohibition.

Carotid control holds (commonly referred to as a carotid neck restraint), though perhaps distinguishable from chokeholds or strangleholds, can increase the risk for death or great bodily harm when used improperly. If the NPD intends to continue using carotid control holds, then the NPD should consider limiting their use to situations where deadly force is reasonable.

Note: The NPD recently modified their policy regarding chokeholds. BerryDunn did not review the modified policy, but recommends that the NPD review their modification against the recommendations from this chapter and section, and make additional revisions, if necessary.

Use of Force Continuum

NPD utilizes a situational force model that clearly demonstrates the level of force appropriate based on the level of resistance offered by subject sought to be restrained. The model is largely informational rather than prescriptive and offers little detailed guidance of how and when to employ various techniques. It is important to note that neither the NPD use of force policy nor the situational force model specifically refers to the carotid control hold, despite policy requiring all officers to be trained on it yearly. Additionally, the situational force model makes no reference to de-escalation requirements, recommendations, tools, or techniques. BerryDunn recommends that the NPD consider other use of force continuums that provide improved guidance or modification of the model in use at the NPD.

De-escalation

NPD policy does not require de-escalation attempts prior to use of force. De-escalation is mentioned three times in policy. 303.8 Use of Less-Lethal Force Guidelines states that less-lethal force options can be used to “de-escalate a potentially deadly situation.” The other two references are in Crisis Negotiation Team and Mental Illness Commitments procedures. The situational force model utilized by NPD makes no reference to de-escalation requirements, recommendations, tools, or techniques.

NPD Use of Force policy should be updated to clearly define de-escalation, describe its relevance to reasonableness, stress its priority, and include it in the situational force model.

Duty to Intervene

Policy 303.4.1 Duty to Intervene requires “An officer who is present and witnesses another officer using force that is clearly beyond that which is objectively reasonable under the circumstances shall, when in a position to do so, intervene to prevent the use of excessive force.” NPD should add language describing consequences for failure to intervene.

Policy 303.4.2 includes a duty to report any use of excessive force to a supervisor, but the NPD should consider changing the language in the policy from “shall promptly report” to “shall immediately report,” to remove any ambiguity.

Shooting at Moving Vehicles

Policy 303.13.1 Shooting at or From Moving Vehicles clearly states that shooting at or from a moving vehicle is ineffective and the policy requires officers to move out of the way of oncoming vehicles. Policy further prohibits shooting at moving vehicles unless the officer “reasonably believes there are no other reasonable means available to avert the threat of the vehicle, or if lethal force other than the vehicle is directed at the officer or others.” This policy prohibits shooting at a vehicle to disable it.

Warning Before Shooting

Policy 303.13 Use of Lethal Force Options Guidelines includes a requirement that a “verbal warning should precede the use of Lethal Force when practicable.”

Use of Force Summary

This portion of the report is intended to provide information to the NPD concerning areas of use of force policy, which might be valuable to consider in terms of adjusting or revising the NPD policy. Although BerryDunn acknowledges the best-practices nature of the National Consensus Policy and the 8 Can't Wait policies, BerryDunn also recognizes that there are nuances within each agency that call for customization of various aspects of department operations. BerryDunn's recommendation in this section is for the NPD to review this information in relation to its own policy and to consider appropriate adjustments. Nothing in this section should be construed as a mandate for the NPD to adopt the National Consensus Policy or the 8 Can't Wait policies, in whole or in part.

IV. Redundant, Outdated, or Conflicting Policies

Other than the noted recommendations for policy adjustments or development, BerryDunn did not find any evidence of any materially outdated or conflicting policies.

V. Risk Management

BerryDunn notes that the policies in place by the NPD appear to meet or exceed national standards. Many of these policies appropriately target high-risk areas, and they are constructed to mitigate these issues. BerryDunn also learned that the NPD policy requires after-action reviews of all public alert and SWAT incidents. BerryDunn recommends NPD include a requirement for after-action reviews for all major incidents (to be defined by policy). Such after-action reviews provide the department with opportunity to examine formal rules and guidelines in context with actual operations. Based on that review, NPD can make adjustments to policy, procedures, or department training as appropriate.

VI. Policy Training, Updates, Review, and Development

A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency. Indeed, the NPD has an extensive set of guidelines, which BerryDunn finds instructional and functional as contained in the NPD policy manual. The NPD

policy manual is maintained by the office of professional standards through the use of the web-based “Lexipol” portal. NPD Policy 200 (Policy Manual) provides details regarding the purpose and scope of the policy manual and information on policy revisions and review. The policy manual is clearly organized, searchable by keyword, and includes both a table of contents and an index as well as multiple attachments.

Like many agencies, the NPD’s policy manual is lengthy. It is also complex, and it contains critical operational information, which, if not followed, could result in numerous problems. Due to the irregularity of circumstances that staff encounter daily, it can be a challenge to maintain a working knowledge of each department policy that relates to each particular area or circumstance. Because of this, staff should regularly refresh their knowledge of all department policies. BerryDunn recommends NPD include provisions that updates to policy will be included in annual mandatory training. In addition, supervisors should be expected to regularly address policy and help to ensure all employees have a thorough understanding.

Training and Policy Dissemination

Per NPD Policy 200.4 (Policy Manual Issuance and Acceptance), every new employee is required—as a condition of employment—to acknowledge they have been provided access to the policy manual and to read it, become familiar with its contents, and obtain necessary clarification of all policies. Per Policy 200.5, the department will ensure employees are notified of updates, and employees shall acknowledge receipt and review of those updates and seek clarification as needed. An electronic version of the most recent policy is available to all employees.

While the outside vendor, Lexipol, provides regular updates to suggested policy, NPD policy itself does not appear to include any requirement for a formal periodic review of policy. BerryDunn recommends that the NPD implement a process that requires a complete review of the NPD policy manual by staff at least annually. The process should include a requirement that staff provide feedback to their supervisor concerning the completion of their review(s), along with other information the department might find relevant.

Policy Development

The NPD has an extensive and thorough policy manual. It is also worth noting that those governed by the rules have a vested interest in the development of the standards for which they will be held accountable and expected to follow. These same individuals often possess significant operational knowledge that leaders can call upon in the development of such processes. While employees are provided basic guidance on how to suggest revisions to policy, the NPD policy manual does not outline a formal policy review board or committee. It is BerryDunn’s belief that those who do the work on a consistent basis have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. People in those positions often have ideas or suggestions, which, if not for their inclusion in the process, would be unknown. Additionally, involvement in the development of those rules will be more likely to understand and embrace them. BerryDunn recommends NPD establish a formal committee responsible for review and input on any significant policy change and also

responsible for development of new policy. This committee should be made up of a cross-section of operational personnel, including both sworn and professional staff. All significant policy revisions, additions, deletions, or other modifications should be subject to the review of this committee. However, this committee should not completely replace the need to consult with subject matter experts within or outside the department should the policy require additional review, scrutiny, input, or buy-in from others. In addition, just as BerryDunn recommends inclusion of those within the department as an advisory arm of policy construction, the NPD should also consistently engage the public in the process of developing or revising critical agency policies. In keeping with the co-production policing philosophy, BerryDunn suggests the NPD adjust current policy and practices to regularly engage the public in policy decisions.

Summary

BerryDunn conducted a general and limited review of the NPD policy manual with regard to its organization, relevance to industry standards, and key policy areas. Based on that review, BerryDunn noted some policy areas that were not covered and some areas in which policy adjustments should be considered. BerryDunn recommends that the NPD consider making changes to the policy manual based on the review provided. In particular, the NPD should give strong and prompt consideration to the National Consensus Use of Force policy as well as the 8 Can't Wait policies.



Although the NPD policy manual describes the process for dissemination of policies to staff, including revisions to policy and some general reference for policy suggestions, there is no formal process or mechanism (like a policy committee or board) in place for developing new policies or for making policy revisions on a regular basis. BerryDunn recommends the NPD establish a policy to address this, including the development of an internal policy review committee. Additionally, BerryDunn recommends that the NPD engage the public on major policy considerations or revisions.


BerryDunn recognizes that certain policies are reviewed regularly with staff. However, there is no provision in place that requires a regular review of all department policies. BerryDunn recommends that the NPD develop a procedure for this that includes a process for staff to provide feedback regarding their review of the manual and its contents.


It is important to note that the policy review BerryDunn conducted was general in nature, as are the recommendations. None of the information in this section should be considered legal advice, and BerryDunn recommends that the NPD discuss any policy adjustments with its legal advisors prior to adoption and/or implementation.

Recommendations

This section provides the four formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Operational Policies		
No.	Pin and Pursuit Intervention (PIT) Policy	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-1	<p>Finding Area: The NPD currently does not have a clear policy on when or if PIT maneuvers or vehicle pinning are allowed by staff.</p> <p>Note: The NPD completed this process during this project. See Appendix D.</p>	 Critical
	<p>Recommendation: The NPD needs to develop and implement a Pin and PIT policy as soon as practical.</p>	
	<p>BerryDunn is keenly aware of a recent incident in which officers of the NPD attempted to tactically pin a vehicle, which resulted in a series of unfortunate outcomes. At present, there is still a lack of clarity within the NPD as to what the department policy is on these issues.</p> <p>Given the prior event and its seriousness, and due to the varied perspectives offered by personnel interviewed by the BerryDunn team, it is critical that the NPD draft, communicate, and implement a clear guiding policy on these issues as soon as possible.</p>	
No.	Policy Revisions	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-2	<p>Finding Area: There are several areas within the NPD policies or procedures that are either lacking, missing, or that should be considered for revision. The NPD has a good policy manual built upon a foundation from Lexipol, a nationally recognized leader in police policy development. However, there are numerous policies the NPD should examine for completeness, modification, or creation.</p>	 Medium
	<p>Recommendation: The NPD should review BerryDunn's findings and recommendations concerning department policies, and consider adding or amending policies based on that review.</p>	
	<p>A set of complete, contemporary, and understandable policies to guide staff in fulfilling their public safety mission is a critical element of every police agency. The policies should prescribe expectations for staff, clearly defining what they can, cannot, should, or should not do. The policies should be consistent with state and federal law, best practices within the police profession, and to the extent it is lawful, they should align with community desires, needs, and standards. Developing a set of guiding policies that conform to these interests is an arduous task, but one that is necessary to help ensure uniformity and fairness in policing practices and accountability for those who do not abide by them.</p> <p>Although there are foundational elements surrounding most police practices (e.g., pursuits, emergency driving, domestic violence), there are many nuances that should be considered. Accordingly, developing or modifying policies should be a collaborative effort that involves thorough discussion and consideration with all</p>	

Operational Policies		
	<p>concerned stakeholders, including those who must enforce and follow the policies (staff), and those affected by them (the community). Because there are many variations, possibilities, and opinions on policy development, BerryDunn favors a process in which the agency is responsible for these actions. As a result, BerryDunn has offered many best-practices areas of consideration for the NPD without detailed recommendations on which provisions should or should not be included. As expressed in this chapter, BerryDunn recommends that the NPD evaluate the following policy areas for development or revision:</p> <ul style="list-style-type: none"> • Off-Duty Conduct • Care, Custody, Control of Prisoners • Sexual Harassment-Discrimination • Domestic Violence • Selection/Hiring • Responding to the Mentally Ill • Pursuits and Emergency Vehicle Operations • Crime Analysis and Intelligence-Led Policing • Officer Wellness • LGBTQ Policy • Impartial Policing Policy • Unmanned Aircraft Systems • Definitions • TASER/Conducted Energy Weapons • Use of Criminalist • Property and Evidence • Arrest Reports • Documentation of Activity • School Resource Officers <p>BerryDunn also recommends that the NPD consider reviewing policies from other agencies as a part of this process.</p>	
No.	Review Use of Force Policies	Overall Priority
Chapter 9 Section III: Analysis of Use of Force Policy		
9-3	<p>Finding Area: The National Consensus Use of Force policy and the 8 Can't Wait policies, which are consistent with best-practices trends within the industry, include policy elements that are either not addressed or are minimally addressed in the NPD's use of force policy.</p> <p>Recommendation: The NPD should review BerryDunn's analysis of the National Consensus Use of Force policy and the 8 Can't Wait policies, in reference to the NPD use of force policies and consider adding or amending policies based on that review.</p> <p>BerryDunn's recommendation in this section is for the NPD to review this information in relation to its own policy and to consider appropriate adjustments. Nothing in this section should be construed as a mandate for the NPD to adopt</p>	

Operational Policies		
	the National Consensus Use of Force policy or the 8 Can't Wait policies in whole or in part.	
No.	Policy Training	Overall Priority
Chapter 9 Section VI: Policy Training, Updates, Revisions and Development		
9-4	<p>Finding Area: During conversations and interviews, NPD officers indicated a lack of clarity on various department policies, including those tied to critical operational issues. The NPD does not require annual training on all policies, and there is not a designed process for collaborative policy development.</p>	
	<p>Recommendation: Sound, up-to-date, and well-understood policy represents the foundation of consistent, defensible policing. NPD should develop plans to help to ensure all employees have a thorough understanding of policy. Further, the NPD should establish a formal policy development group composed of appropriate stakeholders.</p>	
	<p>The NPD should implement a plan to help to ensure all employees demonstrate a functional knowledge of policy, particularly key and critical policy areas. There are numerous mechanisms for this, including online review and testing, roll-call training, officer-led training, inclusion in specialized assignment and promotional selections, and review during performance evaluations.</p>	
	<p>The NPD should implement practices to help ensure all policies are reviewed and updated at least semiannually. BerryDunn recommends involving victim services thoroughly in the policy review process to help ensure a victim-centered approach to policy and policing.</p> <p>Those who engage specific work on a consistent basis have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. Persons in those positions often have ideas or suggestions, which, if not for their inclusion in the process, would be unknown. Additionally, involvement in the development of those rules will be more likely to help staff understand and embrace them. Consequently, BerryDunn recommends NPD establish a formal committee responsible for review and input on any significant policy change and for development of new policy.</p>	

Chapter 10: Data, Technology, and Equipment

During the course of this assessment, BerryDunn asked staff about the availability and use of technology within their work processes. BerryDunn found that although officers embraced the technology available to them—and, in fact, hoped for system enhancements that could improve their capacity to perform their jobs—the current technology in use by the department is not fully meeting the needs of staff.

I. Data and Technology

Software

The backbone of all effective police data functions is a robust RMS. At the time this assessment began, BerryDunn learned that the NPD upgraded the RMS to a newer version about two years ago. As this assessment progressed, BerryDunn learned that the NPD was not making full use of certain technologies that are commonly in use in other agencies, nor those features or tools available within the RMS. Moreover, as noted previously, some of the procedures surrounding report routing and case investigations are not automated or functioning in an optimal manner.

All modern RMS have broad functionality, and in most cases, this functionality exceeds the needs of the police department. However, most police agencies do not take full advantage of the capabilities of the RMS as they relate to the needs of their departments. NPD is fortunate to have two qualified staff members who are capable of understanding the functional needs of the NPD in relation to the RMS. However, as mentioned in other sections of this report, some of these functions are not in place.

To aid departments in recognizing baseline RMS functions, BerryDunn has created a brief list of functions the RMS should be configured to perform. This list is included in Appendix F, Table 2. The RMS for the NPD is set up for many of the functions listed in Appendix F Table 2, but there are others that still require attention; Appendix F Table 2 provides a list of baseline functions. BerryDunn expects that the NPD will thoroughly and carefully examine all of its business practices to determine whether improvements can occur by leveraging the functionality of the RMS.

Integration With CAD

The RMS in use at the NPD is fully integrated with CAD and mobile, and these systems are able to transfer data. This includes the ability of officers to query various information from CAD and RMS from the field. However, due to current reporting practices, the information returned from these queries might be limited. To date, the NPD has not required name and outcome entries within the RMS for incidents that do not result in a need to develop an incident report. Generally, officers will append the CAD record, and add notes, including persons contacted. However, because this data is in CAD, and not in the RMS, it is not searchable. This significantly limits NPD personnel in the field, and BerryDunn has already recommended a revision to this practice in Chapter 4.

As part of this assessment, BerryDunn asked the NPD to complete a technology survey. This instrument is designed to capture the field-reporting capacity of the law enforcement agency. The results of the NPD survey are included in Table 80.

Table 80: Technology Scorecard

Description	Main Score	Bonus	Total
Field Technology: Primary Score	73		
Bonus Score:		2	
Agency Totals:	73	2	75

Source: Agency Provided Data

The maximum score for this instrument is 100, or 115, when possible bonus points are included. The NPD scored 73, which indicates there are opportunities to improve the use of technology within the agency, particularly in the field. Based on the survey and interviews with staff, there are several technology improvement areas worth mentioning:

- There are no in-car cameras.
- Officers do not use body-worn cameras.
- Some squad cars have GPS devices, but they are not functional.
- The mobile software is not configured to track user-defined activity (e.g., COP, report writing, follow-up, vehicle maintenance).
- The mobile software is not configured to collect subject contacts unrelated to traffic or other CFS (e.g., pedestrian stops).
- The mobile/RMS systems are not configured to collect race, gender, purpose, and outcome data from all law enforcement-related public contacts.
- The mobile software is not configured to utilized custom forms (e.g., crash exchange forms, vehicle impound forms, search warrants).
- Queries to RMS in the field will only produce data from RMS, which is currently incomplete.
- There are driver's license readers in some of the squad cars, but they don't work reliably.
- NPD has some ticket writers, but these are not deployed across all of the patrol units.
- One patrol vehicle has an automated license plate reader (ALPR), but this is not currently working.

NPD has a significant amount of progressive and exciting technological tools and resources and has made an attempt to be a technology-driven agency. However, the general consensus at NPD is that while the core technology may be good, the implementation and support are often lacking and this leads to technology not being leveraged to its maximum potential. In many cases, the technology either doesn't work as intended, or not at all.

NPD should create an internal technology committee (including records staff) and task this group with inventorying and assessing utilization of technology to improve operational

effectiveness and efficiency. The department has acquired some impressive and progressive technology such as GPS/AVL, ALPRs, fingerprint scanners, etc. Keeping the technology functioning and keeping employees up-to-date on its performance has presented a significant barrier to maximizing the potential of much of this technology. Reasons for under-performing technology could include lack of training, poor timing of training, inadequate support, conflicting vendor and expert support.

BerryDunn recommends the newly formed committee evaluate the full technology inventory, starting with the items listed above. In addition, BerryDunn has created a table that outlines field technology recommendations, and this is included in Appendix F, Table 1. BerryDunn also recommends that the NPD review this information in conjunction with its overall technology review and assessment.

Equipment

Generally speaking, the NPD has the equipment it needs to perform its function. However, as previously mentioned, there are numerous technologies available that could significantly improve overall operational efficiency but that the RMS and other technology equipment (e.g., mobile) are not optimally configured. The new technology committee should review all software and equipment, and develop recommendations on which areas require improvement or adjustment.

II. Crime Analysis

During the course of this assessment, BerryDunn examined the capture, analysis, and use of crime and response data within NPD. Using data-driven strategies to inform policing and personnel deployment strategies have become a standard throughout the policing industry, and these processes have proved to contribute to the effective and efficient use of organizational resources. The use of data in the deployment of police resources and personnel is referred to as Intelligence Led Policing (ILP), and this has become a *best practice* in modern law enforcement. ILP broadly consists of gathering information or data, converting that information/data into usable intelligence through analysis by trained professionals, and then using that intelligence to guide decision-making by executives and commanders to positively influence public safety objectives that support the mission of the department and the needs of the community.

It is important that the NPD utilizes its available technology appropriately and uses data and intelligence in decisions and deployment strategies. The department also needs to develop a culture of data-driven decisions and ILP at all levels. Although it is important for the chief and other department personnel use data to make operational decisions, ILP calls for officers at all levels to use data to make decisions, solve community problems, and solve crimes. BerryDunn is aware that the NPD has a desire to engage ILP strategies more effectively, and that the NPD has held crime abatement meetings in the past. However, The NPD does not formally and intentionally use data, intelligence, or quantitative methods in any organized or meaningful way. Additionally, NPD has not formally developed an operating performance measurement and

accountability management system (often referred to as CompStat). The NPD should deploy data-driven and intelligence-led policing as core strategies. In order to do this, they need specialized training for command staff and analysis professionals, they need to deploy more deliberate use of data, develop ability to develop data into intelligence, identify best practices for implementation, identify and employ performance metrics that support top level strategic goals and department vision.

As mentioned previously, the PIO for the NPD also serves as the crime analyst for the department and BerryDunn has recommended creating a standalone position to perform these duties. Although the department does regularly use its analyst resources, there are significant opportunities to improve the use of data for ILP. To assist the NPD in further developing its ILP program and strategy, including the use of crime meetings, BerryDunn has provided an extensive sub-report on this topic, which can be found in Appendix G. BerryDunn recommends that the NPD use this resource to further refine and develop its ILP philosophy, along with the appropriate policies and procedures to help ensure that it is prioritized as an element of the operational culture of the organization.

ILP is a best practices process for law enforcement agencies. At present, the NPD is not maximizing use of the crime analysts or the crime meeting process, and this has affected the value of ILP within the department. BerryDunn has provided a detailed report on crime meetings and the use of ILP strategies for the NPD, and engaging these processes is time-consuming. BerryDunn is aware that the NPD is committed to formalizing and adding structure to its crime meetings and ILP practices, and those adjustments will require additional resources in order to be most effective. Accordingly, as indicated, BerryDunn recommends that the NPD create a full-time crime analyst position. BerryDunn also suggests the NPD review and revise their current ILP policy, consistent with any new strategy developed.

III. Department Equipment and Facilities

During this assessment, BerryDunn had an opportunity to review the equipment available and in use by the department, and to discuss facilities, space utilization, and fleet issues with officers.

Numerous officers and staff commented to BerryDunn positively about the equipment available to them. This included vehicles, personal equipment, department equipment, and technology. Although some commented that certain equipment could be improved, particularly with regard to technology, most reported they had sufficient equipment to do their jobs, even if they felt an upgrade would be helpful.

The City recently built a new public safety center that houses the municipal court, as well as the NPD. BerryDunn had an opportunity to tour the facility, and it is well designed, functional, and impressive. Based on the interviews with staff and observations by BerryDunn no unmet equipment or facility needs were identified.

IV. Fleet Management

As a part of this assessment, BerryDunn asked the NPD to provide information regarding its fleet of vehicles. These data are presented in Table 81.

Table 81: Fleet

FLEET VEHICLES	Allocated
Vehicle Description	# of Vehicles
Administration Vehicles (e.g., Chief, Deputy Chief)	3
Marked Patrol Vehicles (excludes K-9 and motorcycles)	26
Police Motorcycles (all)	1
Investigations Vehicles (all units; excludes crime scene)	9
Dedicated Crime Scene Vehicles	1
Marked Vehicles for Non-Sworn Personnel (e.g., Animal Control, Community Service, Police Reserves)	3
Unmarked Vehicles for Non-Sworn Personnel	1
Specialty Unit Vehicles (e.g., SWAT, Command Post)	3
All Other Standard Vehicles Not Included Above	2

Source: Agency Provided Data

The number and classification of vehicles for the NPD appear consistent with operational requirements. Staff also explained to BerryDunn that the NPD does not have a specific limit on the number of vehicles they acquire annually; rather, they are purchased on an as-needed basis.

BerryDunn also asked the NPD to provide data regarding its fleet budget, to include maintenance and capital improvement; these data are provided in Table 82.

Table 82: Fleet Budget

BUDGET	Last Full	2 Years	3 Years	4 Years	5 Years
	Year	Prior	Prior	Prior	Prior
<u>Capital Improvement</u>					
All Patrol Vehicles - Budget	\$120,000		\$182,000	\$205,000	\$210,000
All Patrol Vehicles - Number of Vehicles	2	0	3	4	4
All Non-Patrol Vehicles - Budget	\$ 90,000	\$28,000	\$ 26,000	\$ 24,000	
All Non-Patrol Vehicles - Number of Vehicles	3	1	1	1	0

Source: Agency Provided Data

The data in Table 82 suggest a planned and staggered approach to fleet acquisition and replacement. This is a common practice, and aids the department in spreading capital costs across budget years.

Based on BerryDunn's review, the NPD does not appear to have any immediate needs with regard to the department fleet, and no unmet needs were expressed to BerryDunn by staff.

Summary



The NPD can significantly improve the efficiency of its operations through the improvements to available technology. BerryDunn has provided information to the NPD for consideration for field technology use, as well as RMS configuration. To help ensure this, the NPD should carefully monitor and track critical functionality needs for technology and the RMS, and engage the new technology committee to move these initiatives forward.

Although the NPD has a part-time crime analyst position and data available for analysis, the NPD has not intentionally developed data-driven and ILP practices. Implementing these processes, and making adjustments to current protocols and practices concerning ILP, would improve service delivery. To assist the NPD in developing a thorough ILP and crime meeting strategy, BerryDunn has included a white paper that outlines the common elements of these systems in Appendix G of this report. With the expansion and increased focus of ILP within the NPD, there is a need to provide sufficient staffing to support the crime analysis function, and as mentioned in other sections of this report, the NPD should create a full-time crime analyst positions.

The NPD has a brand new, state-of-the-art police facility that is serving the City and the agency well. In addition, staff at the NPD were complimentary of the equipment available to them, despite noting a desire for technology improvements, and they expressed no concerns about other equipment needs.

Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Data, Technology, and Equipment		
No.	Use of Field Technology	Overall Priority
Chapter 10 Section I: Data and Technology		
10-1	<p>Finding Area: NPD has a significant amount of progressive and exciting technological tools and resources and has made an attempt to be a technology-driven agency. However, implementation and support are often lacking and this has led to technology failures, or technology not being leveraged to its maximum potential.</p>	 <p>Medium</p>
	<p>Recommendation: NPD should create an internal technology committee (including Records staff) and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency.</p>	
	<p>The department has acquired some impressive and progressive technology such as GPS/AVL, ALPRs, fingerprint scanners, etc. Keeping the technology functioning and keeping employees up-to-date on its performance has presented a significant barrier to maximizing the potential of much of this technology. Reasons for under-performing technology may include lack of training, poor timing of training, inadequate support, conflicting vendor and expert support. The current RMS does not work consistently or effectively and is certainly not perceived by many of its regular users to work consistently and effectively.</p> <p>The technology committee should evaluate all software and hardware available, and the functionality of technology items. Following this review, the group should produce a report that outlines recommendations for technology improvements.</p>	
No.	Use of Data and Intelligence	Overall Priority
Chapter 10 Section II: Crime Analysis		
10-2	<p>Finding Area: The NPD does not utilize data or intelligence in deliberate or meaningful ways to improve effectiveness or efficiency, and it is not a data-driven organization. The NPD has stated its goal is to be a premier law enforcement agency. This laudable goal will require clear and deliberate implementation of policing approaches which demonstrably improve effectiveness and efficiency. Formally adopting and implanting an ILP strategy is one observable step in accomplishing this goal.</p>	 <p>High</p>
	<p>Recommendation: The NPD should formally adopt a data-driven philosophy that is supported by ILP. That philosophy should incorporate best practices in data use by police agencies, and should include an operating performance measurement and accountability management system.</p>	
	<p>Although the NPD has a crime analyst position, those duties are currently combined with the PIO position. As noted in Chapter 3, these responsibilities</p>	

Data, Technology, and Equipment

should be separated, and the NPD should have a full-time crime analyst. This report recommends establishing an ILP and data-driven philosophy for the NPD, and this will require a dedicated crime analyst position.

At present, the NPD does not use data, intelligence, or quantitative methods in any organized or meaningful way. Additionally, NPD has not formally implemented an operating performance measurement and accountability management system (often referred to as CompStat).

NPD should deploy data-driven and intelligence-led policing as core strategies. In order to do this, they need specialized training for command staff and analysis professionals, they need to deploy more deliberate use of data, develop ability to develop data into intelligence, identify best practices for implementation, identify and employ performance metrics that support top level strategic goals and department vision. In Chapter 2, this report recommends utilizing DDACTS to address crime and safety problems and notes that this well-established tool will also serve as a great platform to introduce the potential of data-driven and intelligence-led policing. Another area where NPD is not utilizing data and intelligence to drive decision making is performance measurement and accountability management. NPD has no system for measuring organizational performance or managing agency accountability on progress towards department goals.

Chapter 11: Training and Education

Within this section, the BerryDunn describes the training function for the NPD. This includes academy training and in-service training.

I. Academy

To be certified as a peace officer in Colorado, individuals must first complete training at a state certified academy. Candidates can pay for the academy themselves, but more often than not, they come to the police agency prior to completing the academy, and the department sends them to this training and pays for it. Costs for the initial academy training for officers are approximately \$6,000 – \$7,000. The NPD does not have their own police academy for recruits, but instead uses one of two regional academies available to them that are operated by Douglas and Adams Counties. The academy runs twice per year and is about 22 weeks long. The Douglas County Academy is certified through the Colorado Peace Officers Standards and Training Board (POST), and the curriculum at the academy is established based on state standards. During interviews, staff at the NPD indicated that they are generally pleased with the quality of education that the cadets receive at the academy. NPD reports no candidates who failed the academy in the last three years.

II. Field Training

Following completion of the academy, new officers are placed in a field training program, commonly referred to as FTO program. The FTO program, which lasts about 14 weeks, is designed to augment education and training received during the basic academy, and to further familiarize new officers with policies, procedures, rules, and regulations specific to the NPD. While in the FTO program, new officers have the opportunity to learn and exercise these skills under the supervision of their training officer. Once the officers successfully complete the FTO program, they are allowed to operate as solo officers on patrol.

Staff explained to BerryDunn that officers are taught about community policing at academy, and this concept is encouraged regularly throughout the FTO process. However, although the NPD field training program includes a focus on problem-solving, there is no expectation that those in field training engage in a specific community policing effort or project as a part of their field training. BerryDunn is aware that many departments require new officers in field training to select a community-based project and to work on and complete that project during their time in field training. This process teaches and reinforces community policing concepts for the new recruits, but it can also act as a refresher for FTOs who must approve and oversee the projects. BerryDunn encourages the NPD to consider adding this process to its field training for new officers.

The NPD told BerryDunn that 10 officers have either failed the FTO process, or quit during the FTO process over the past three years. Staff explained the most common reason for officers leaving during the FTO process is coming to the realization the job is not what they envisioned.

This leads to increased levels of stress which causes their performance to suffer. NPD explained that they have taken steps to reduce these occurrences, and the NPD carefully examines each applicant's motivation and understanding of the nature of the police work before they are hired. Due to the expense of hiring officers, the NPD has also introduced hiring agreements for new officers, which transfer some of those costs back to the applicant, should they leave the agency within three years.

Based on data provided to BerryDunn, the NPD hired 37 officers from 2017 to 2019. Of that number, 10 did not complete field training. This represents a wash-out rate of 27%. Although wash-out rates vary among departments, this percentage is considered high within the industry, and would be expected to be closer to 5 – 10%. When officers are hired, but do not successfully complete training, there are three primary causes:

1. The hiring process is not producing the quality and/or type of applicants necessary for success in the job, and/or within the culture of the police agency
2. The training academy is not preparing candidates for entry into the profession
3. The field training program is not preparing candidate for entry into the profession

Although the NPD has already considered adjustments to the hiring process to address this issue, hiring the wrong people typically results in candidates leaving or failing the academy; a phenomenon that has not occurred with the NPD. The 27% wash-out rate for FTO suggests something else may be responsible.

The NPD has experienced high levels of employee turnover recently and this has resulted in a very inexperienced patrol cadre in need of high levels of field training. The field training function has become overburdened and undertrained. There may be no more important mechanism in the socialization of employees into an organization and its values than the field training program. The field training program does not just teach the basic skills of being a police officer, it reinforces the values the department holds in high esteem and the manner in which it serves the public. It is vital that a premier law enforcement agency have a field training program that is supported by strong and clear policy; includes the most capable and well-trained officers; and establishes accountability of the officer in training, the training cadre, and the department as a whole.

Intentionally, or otherwise, field training programs in some police departments evolve into processes that screen people out, as opposed to those that screen people in, and encourage success. BerryDunn has no evidence to suggest this is the case at the NPD. However, when trainers are inexperienced and under-trained themselves, as is the case with the NPD, success within the FTO program can be challenged, and even break down. To help ensure that the FTO process is not contributing to attrition rates, the NPD should reorganize and reestablish the field training function and build detailed, formal policies, procedures, and guidelines with robust accountability mechanisms for the entire field training process.

In addition to providing in-service training for new police officers, many organizations have found that developing an FST program can be helpful in bridging this gap for new sergeants. The operational and personal changes involved in moving from a line-level police officer position to a first-line supervisor is arguably one of the most difficult adjustments for staff to make. This is often complicated by the fact that until the promotion, the officer was in a peer relationship with other staff. However, after the promotion, many things change. There are a host of expectations for first-line supervisors that are new to them, and receiving guidance and support regarding these expectations and their new role can be a critical component of their success or failure.

Because of the vital role they play within the organization, it is critical that new sergeants are positioned for success, and BerryDunn recommends that the NPD develop an FST program. The structure should be tailored to the needs of the NPD, and it should be customized based on the duties and responsibilities that sergeants within the NPD are expected to perform. This training can include instruction on relevant policies and practices, supervisor expectations and limitations, and other information that aids them in their mission.

III. Higher Education and Officer Development

Higher Education

During this assessment BerryDunn asked staff about incentives for education. Staff explained that there are no incentives for higher education. Staff also told BerryDunn that the NPD does not have any specific partnerships with area educational institutions.

Officer Development

During this assessment, BerryDunn inquired about officer development within the NPD. Staff told BerryDunn that although the NPD is working on a mentoring program, there is no formal officer development program within the department (again, the NPD implemented a mentoring program during this project).

The NPD does have a department policy on training (Policy 204), which provides general guidance on required and in-service training for the department. However, there is no training structure provided for staff development, either generally or by specific role (e.g., sergeant, investigator, CSI). It is BerryDunn's position that the NPD needs to create a departmental training policy, and that policy should incorporate staff development as a component.

IV. Records, Required, and In-Service Training

Per NPD Policy 204 (Training Plan), the training sergeant is responsible for maintaining all training records. The training sergeant is also responsible for the developing and maintaining a training plan for the NPD. As noted above, there are numerous areas within the training policy that require adjustment, and the NPD needs a training plan that conforms to the recommendations in this chapter. Accordingly, BerryDunn recommends that the training sergeant lead this effort.

Like all states, Colorado requires in-service training for all peace officers. Under Colorado law, peace officers are required to receive 24 hours of continuing education every year. Some of these hours involve state-mandated training, some of which is annually required.

The NPD ensures that each officer receives this training, but also includes training for officers on a variety of law enforcement topics such as Taser, officer survival, active shooter, cultural sensitivity, impartial policing, implicit bias, and procedural justice. The NPD also provides officers with CIT, which is a 40-hour course. Table 83 provides the annual training budget for the NPD.

BerryDunn notes that the annual training budget for the NPD increased substantially from 2016 to 2020. It is well established within the law enforcement field that failure to train is a critical source of liability for police agencies. BerryDunn recognizes the value in ongoing training for police staff, and compliments the NPD for its commitment to providing funding for this critical area.

Table 83: Training Budget

Category	2016	2017	2018	2019	2020
Police Academy, Administration Training, General Training and In-Service	\$ 73,339	\$ 137,000	\$ 137,000	\$ 137,000	\$ 139,500
Division Leadership Training (Patrol Commanders & Sergeants)	\$ 11,790	\$ -	\$ -	\$ -	\$ -
Animal Control Training Re-certifications	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000	\$ 1,000
Total Expense/Budget	\$ 86,129	\$ 138,000	\$ 138,000	\$ 138,000	\$ 140,500

Source: Agency Provided Data

Although the NPD training budget has increased, BerryDunn is aware that due to staffing shortages, specialized training for staff has been limited. As noted in Table 50, BerryDunn suspects the annual training hour data provided for analysis for this assessment is low, and not indicative of typical training hours for staff.

Table 84 includes the required training hours for NPD staff, as well as the average training hours for patrol and investigators.

Table 84: Required Training Hours

Required In-Service Training	Hours	Frequency
Use of Force	4	Annual
Firearms	4	Annual
Emergency Driving	4	Annual
First Aid	2	Every two years
Proper Holds and Restraints	4	Every Five Years
Anti-Bias Training	4	Every Five Years
Community Policing	2	Every Five Years
De-Escalation	2	Every Five Years
In Service Training	12	Annual
Avg. Patrol Training Hours	54	Annual
Avg. Investigations Training Hours	44	Annual

Source: Agency Provided Data

As noted elsewhere in this report, NPD desires to be a premier law enforcement agency that is trauma-informed and victim-centered. NPD recently launched the SBB campaign but the department does not appear to have embraced its foundational principles. The NPD should seek out and provide department-wide training on victim-centered and trauma-informed policing, help ensure routine co-teaching with sworn officers and victim advocates, and develop regular internal multi-disciplinary case review. This training should be included in the NPD training plan.

Use of Force

The NPD provides a minimum of four hours of annual use of force training to police officers (not including firearms training). This training includes a review of the department policies on use of force and, in keeping with department and industry standards, it also includes provisions regarding de-escalation and retreat. Officers within the NPD have access to various use of force tools, including firearms, a police baton, chemical agents/aerosol irritant projectors (AIPs), and electronic control weapons (ECWs, most commonly Tasers).

Although the NPD does a good job of training on use of force, BerryDunn has recommended policy revisions in Chapter 9, which the NPD should consider. The NPD will need to help ensure that all personnel are trained on any changes made to policy, or procedures.

The NPD does not currently use an external review board for use of force cases, but does require external investigation of any officer involved shooting. To clarify, BerryDunn does not take a position with regard to the use of external review boards; however, there is evidence to suggest that when these types of boards are used properly, and when they are objective and consistent, they can help to build and maintain public trust for police agencies. BerryDunn also notes that these types of boards are a potential pathway to CCPP.

VII. Training Request Process

BerryDunn asked the NPD to provide data regarding training requests, approvals, and denials. This data is provided in Table 85.

Table 85: Training Requests and Approvals

Request Status	2017	2018	2019	Total
Approved	81	70	64	215
Training Costs	\$ 17,272	\$ 9,428	\$ 19,038	\$45,738
Not Submitted		2	14	16
Pending			6	6
Rejected	3	31	41	75
Total Requests	84	103	125	312

Source: Agency Provided Data

As noted previously, the process for receiving training approval is not clear. In the information provided by the NPD, BerryDunn observed that training requests were approved or denied, but no reasons are available for approval or denial. It is highly likely that the NPD is following some protocol for these decisions. However, without some specificity in policy, it is difficult for BerryDunn to discern whether the approvals or rejections are following that protocol. Again, BerryDunn recommends adding the process for submission, and the criteria for consideration of approval (and denial) to the training policy. BerryDunn also notes that although the NPD provided the information in Table 85, staff also told BerryDunn that the process is not always followed, and in some cases, training is simply approved outside of the process. As a result, it is not clear how accurate the data is in Table 85.

In discussions with staff, BerryDunn learned that the training sergeant is responsible for many duties, which cover various operational areas, including training, recruiting and hiring, among others. Given the depth of duties, BerryDunn suspects the training sergeant may be overburdened by ancillary tasks and functions. BerryDunn recommends that the NPD review the job description and core job expectations of training supervisor position and inventory all additional tasks that have accumulated to either that position or the individual currently filling it. If appropriate, the NPD should reassign non-core job duties and ancillary tasks to other positions and individuals. In addition, the NPD should explore opportunities to provide support to training supervisor position including utilization of volunteers, employment of part-time support (especially retirees), and addition of non-sworn professional staff.

Summary

The State of Colorado requires that officer candidates complete academy training prior to becoming certified, and this can be completed either prior to, or after a candidate is hired by an agency. Once candidates are hired, if they are not certified, the NPD sends them to the

academy. Following completion of the academy, the NPD provides additional field training for all new hires.


In the past three years, the NPD has not had anyone fail at the academy. However, several officers have not completed field training at the NPD, following their time at the academy. BerryDunn recognizes that the NPD has had substantial turnover in recent years, and as a result, field trainers have been overworked and overburdened. BerryDunn recommends that the NPD evaluate the current FTO program, and make adjustments and revisions, to help ensure a higher success rate for those hired. Also, although the training for new NPD officers includes a COP focus, the department does not have an explicit requirement for new officers to engage in a community-based problem-solving exercise as part of their initial training. BerryDunn recommends that the NPD consider adding this element to its training regimen.


Like many departments, the NPD does not have a formal training program for new supervisors. The transition from line-officer to line-supervisor is very challenging for most new supervisors, and the NPD would benefit from developing an FST program. The FST program can help equip new supervisors with the requisite understanding of their new role and provide them with information regarding NPD expectations.


The NPD provides substantial funding for department training for both pre-service and in-service training. It is clear that the NPD values training, but the department does not have a training plan that clearly establishes responsibilities of the training unit, or a department-wide training strategy. BerryDunn recommends that the NPD establish a committee to develop a department-wide training plan and strategy for implementation.

Recommendations

This section provides the four formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Training and Education		
No.	Field Training Program	Overall Priority
Chapter 11 Section II: Field Training		
11-1	<p>Finding Area: NPD has experienced high levels of employee turnover recently and this has resulted in a very inexperienced patrol cadre in need of high levels of field training. The field training function has become overburdened and undertrained.</p> <p>It is vital that a premier law enforcement agency have a field training program that is supported by strong and clear policy; includes the most capable and well-trained officers; and establishes accountability of the officer in training, the training cadre, and the department as a whole.</p>	 <p>Medium</p>

Training and Education		
	<p>Recommendation: The NPD should reorganize and reestablish the field training function and build detailed, formal policies, procedures, and guidelines with robust accountability mechanisms for the entire field training process.</p> <p>Some specific recommendations for the field training process include, but are not limited to, the following:</p> <ul style="list-style-type: none"> • Conduct thorough review of field training policy and process and ensure it complies with established professional best practices • Establish a formal, objective mechanism to select FTOs • Require FTO to review daily observation reports (DORs) with trainees daily and review summary weekly • Have supervisors meet with officers in field training weekly to review training performance • Have FTO coordinator meet with each trainee personally at least monthly • Have field training supervisors and FTO coordinator provide formal training updates to patrol commander monthly • Require all FTOs to attend FTO school and an orientation with patrol commander and chief of police prior to beginning to train any new officer • Implement a policy that trainees only train with trained and certified FTOs. If none are available, place new officers in alternate assignments (shadowing patrol, investigations, support services, etc.) until FTO becomes available. • Establish policy to move FTOs temporarily from specialized assignments like investigations to patrol and backfill specialized assignments from patrol. This puts FTOs on patrol, keeps them current, and gives patrol officers a chance to explore investigations while ensuring new officers are only trained by actual FTOs 	
No.	Supervisor Field Training	Overall Priority
Chapter 11 Section II: Field Training		
11-2	<p>Finding Area – Field Training: The NPD does not currently have a formal process for training newly promoted personnel.</p> <p>Transitioning from line-officer to line-supervisor requires major adjustments for most new supervisors.</p> <p>First-line supervisors play a critical role in the success of the organization, and their personal success is imperative.</p> <p>Many new supervisors do not have extensive leadership training when they are promoted, and they often lack clarity of their role.</p>	 <p>Medium</p>

Training and Education		
	<p>Recommendation: The NPD should develop an FST program for all new supervisors.</p> <p>Training is often cited as one of the greatest responsibilities of a law enforcement agency. Implementing an FST program at the NPD will help new supervisors to act decisively in a broad spectrum of situations. Additionally providing FST will help new supervisors realize greater effectiveness in acting consistently with discipline, performance evaluations, and understanding the greater mission of the organization. Ultimately such a program will foster cooperation and unity throughout the organization while providing newly promoted personnel training commensurate with their duties.</p> <p>Elements of an FST might include the following:</p> <ul style="list-style-type: none"> • Outlining supervisor expectations • Clarifying supervisory responsibilities regarding policies and other general oversight duties • Training on writing performance evaluations • Identifying accountability and disciplinary processes, to help ensure consistency throughout the organization • Mentoring by a senior supervisor within the same division <p>There are many benefits to providing FST, and BerryDunn recommends that the NPD develop and implement this process.</p>	
No.	Training Plan	Overall Priority
Chapter 11 Section III: Higher Education and Officer Development		
11-3	<p>Finding Area: The NPD training policy does not establish a strategy for department-wide training and it does not include specific provisions for staff development. There is no formal policy for submission or approval of training requests.</p> <p>Although the NPD clearly values training for its staff, there is no specific process outlined in policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors.</p> <p>There is no policy that addresses officer development, and no identified process for staff development or improvement plans. The NPD does not have a formalized system that all employees understand for approving training requests. This leads to personnel feeling confused, frustrated, and demoralized by an apparent lack of transparency, equity, and accountability in the training approval process.</p>	 Medium
	<p>Recommendation: The NPD should establish a training policy and plan that establishes a department-wide training strategy, and one that clarifies the process for submission and approval of training requests. The approval process should align with staff roles, and the overarching training plan for the NPD.</p> <p>The NPD provides significant training for officers, and this is evidenced by the number of training hours each officer receives, as well as the fiscal allocations</p>	

Training and Education

that support organizational training. However, there does not appear to be a specific strategy in place for determining which courses officers should take. There is also no apparent method for determining which courses should be approved for officers, and why.

BerryDunn recommends that the NPD develop a plan that outlines the types of training that coincide with certain job duties. For example, this would include the identification of baseline and advanced training for investigators, patrol officers, and supervisors. The NPD should carefully consider each of the categorical areas within the department and develop a list of preferred training that supports the development of skills for officers within those areas.


Decisions regarding approval of training for officers should follow these guidelines. BerryDunn also notes here that supervisors should be having regular discussions with officers regarding their intended career path, as part of their performance evaluation and on an ongoing basis. Approval for specific training courses for officers should also take these discussions into account.

In addition to developing this plan, the training division should be monitoring the progress of officers assigned within each of the identified areas, and when courses are available that are in alignment with the training needs for those positions, the training division should be proactively encouraging officers to submit for that training.

A complete training policy and plan should cover the following areas:

- Training records maintenance
- Requests for training
- Department types of training
- Training program and development
- Curriculum development
- Instructor development
- Annual training
- Preferred in-service training
- Specialized training required by designated unit or role
- Educational partnerships

BerryDunn recommends that the NPD convene an agency-wide committee, composed of a diverse composition of staff members, to assist in the development and evaluation of the training needs of the organization. This committee should solicit input from various organizational components and consider the full spectrum of operational services of the NPD. The committee should develop a training policy and plan, and provide this to NPD administration for consideration of adoption.

Training and Education		
No.	Training Supervisor	Overall Priority
<i>Chapter 11 Section VII: Training Request Process</i>		
11-4	<p>Finding Area: The training supervisor has many duties, and may be overburdened by ancillary tasks and functions</p>	
	<p>Recommendation: BerryDunn recommends that the NPD review the details of the job description and core job expectations of training supervisor position and inventory all additional tasks that have accumulated to either that position or the individual currently filling it. If appropriate, the NPD should reassign non-core job duties and ancillary tasks to other positions and individuals.</p> <p>In addition, the NPD should explore opportunities to provide support to the training supervisor position including utilization of volunteers, employment of part-time support (especially retirees), and addition of non-sworn professional staff.</p>	

Chapter 12: Recruitment, Retention, and Promotion

As the law enforcement profession currently faces great challenges, one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers who are representative of the communities they serve. Law enforcement departments across the United States have struggled with these issues traditionally, but there is mounting evidence that departments are facing even greater difficulty in their hiring practices today.²⁵ As the 21st Century Policing Task Force Report noted:

To build a police force capable of dealing with the complexity of the 21st century, it is imperative that agencies place value on both educational achievements and socialization skills when making hiring decisions. Hiring officers who reflect the community they serve is also important not only to external relations but also to increasing understanding within the agency. Agencies should look for character traits that support fairness, compassion, and cultural sensitivity.²⁶

The importance of attracting and hiring quality personnel is critical in today's law enforcement climate. Many police agencies contribute significant resources to their recruiting and hiring processes, and the NPD is no different. This section outlines the processes in use by the NPD, and BerryDunn offers insights and recommendations from some of the more recent study work done on this subject.

As a part of this study, BerryDunn asked staff at the NPD to complete a recruiting survey designed to capture relevant data regarding recruiting, retention, selection, and hiring strategies. The survey, developed by the IACP, has been used to collect data from other agencies studied and from several agencies around the country that are demonstrating best practices in hiring. Throughout this section, BerryDunn references data from this survey, and in particular, how this data relates to the practices of the NPD.

I. Personnel Experience and Diversity

Table 86 expresses the length of service for officers with the NPD (does not include prior experience) broken out by rank, including those in non-sworn positions with the NPD. As BerryDunn shows in Table 92 later in this chapter, the NPD has experienced a fair amount of turnover of sworn staff in the last few years. The data in Table 86 reflects that a large portion of the sworn workforce for the NPD has limited experience.

²⁵<http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough> (Posted: January 7, 2017)

²⁶ Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

Table 86: Experience Profile

Category/Years of Service	Less than 1 year	1 – 5 years	6 – 10 years	11 – 15 years	16 – 20 years	21 – 25 years	26 – 30 years	Over 30 years	Total
Chief of Police	0	0	0	0	0	0	1	0	1
Commander	0	2	0	0	0	1	1	0	4
Non-sworn	1	11	6	3	3	1	0	0	25
Police Officer/Investigator	3	43	8	5	4	3	1	0	67
Sergeant	0	0	4	1	2	5	0	0	12
Grand Total	4	56	18	9	9	10	3	0	109

Source: Agency Provided Data

The data in Table 86 includes 84 sworn positions. Of those positions, 48, or 57.14%, have five or fewer years of experience. There are 12 sworn staff with between 6 – 10 years of experience, which makes up 14.29% of the sworn strength. In total, 70 sworn staff members have 10 years of experience or fewer, which is 83.33% of the total sworn strength.

At the time this table was developed, the NPD had hired two external commanders, both of whom had more than 20 years of experience in other agencies. In Table 86, those positions reflect one to five years of experience. The chief and the other two commanders have been with NPD for more than 20 years, and this level of experience is helpful and desirable. For other supervisors, the NPD has four sergeants with 6 – 10 years of experience, and eight who are over that level. Although some of the sergeants are new supervisors, all have at least six years of experience.

The number of police officers/investigators with five or fewer years of experience is 46. This makes up 54.76% of the sworn workforce. The relative inexperience within patrol is notable. Newer officers typically require more supervision and guidance because they are less independent in completing their work. This contributes to more work for supervisors. Additionally, it is important to note here that the relative inexperience of the patrol staff is another reason the NPD needs to improve personnel development efforts.

Based on the data in Table 86, the NPD has a relatively inexperienced workforce, and this is particularly true in patrol. As will be discussed later in the report, attrition and staffing are significant issues to address, and making improvements in these areas will ultimately improve overall experience levels within the police department, and positively affect service to the community.

In Table 87, the breakdown of the racial diversity within the NPD is provided, with these data also separated by rank.

Table 87: Diversity Profile – Northglenn Police Department

Section	Race					
	Asian-American	African-American	*Hispanic	Other	Native American	White
Executive	0	0	0	0	0	1
Mid-rank	0	0	0	0	0	4
Sergeants	0	0	1	0	0	8
Patrol Officers	2	3	4	0	0	34
Investigations	0	0	0	0	0	8
Totals	2	3	5	0	0	55
Percentages	3.08%	4.62%	7.69%	0.00%	0.00%	84.62%

Source: Police Department Provided Data

*Not a race; included here for diversity comparison purposes

The sworn staff at the NPD are predominately white at 92.31%, with 84.62% being non-Hispanic or Latino. Minority officers in the NPD comprise 7.70% of the sworn staff (15.39% if the Hispanic/Latino population is included). The percentage of white vs. non-white officers is somewhat disproportionate to the Northglenn population. Based on the data from Table 5, Northglenn is 76.64% white, with the remaining percentage of the population spread across multiple races.

Within the community population, Asian-Americans comprise 3.72%, and the NPD has 3.08% of its sworn strength who are Asian-Americans. The African-American population of Northglenn is 2.26%, and the percentage of African-American sworn staff is 4.62%. Based on the census data from Table 5, 30.62% of Northglenn's population identify as Hispanic or Latino. Although the percentages of minority officers within the NPD are relatively close to community demographics for African-Americans and Asian-Americans, the percentage of Hispanic or Latino officers is comparatively low. BerryDunn also notes that losing one officer in any of these categories would significantly impact the percentages.

The other notable observation from Table 87 is the lack of minority representation within the supervisory ranks at the police department. Only 1 of the 13 supervisory positions (7.69%) within the department are staffed by those who are minorities or who identify as Hispanic/Latino. Although the racial makeup of the NPD is similar to community demographics, the data in Table 87 validate statements by department leadership and government officials that minority recruitment should continue to be a key priority. This priority should hold true for both hiring purposes and for personnel development and promotions.

As indicated above, building a diverse workforce is an important aspect of contemporary policing. Based on discussions with staff and in examining data for the NPD, there is a need to continue to build diversity within the department. BerryDunn is aware that the NPD has been working on this issue and applauds those efforts.

BerryDunn has examined the diversity issue extensively, and Table 88 below provides aggregate data from six prior studies. Within the same table, BerryDunn has included national data, based on police departments that provide services to communities with a population between 100,000 and 249,999 people.

Table 88: Diversity Profile – Prior Study Comparisons

Position	Asian-American	African-American	Hispanic	Other	Native American	White
Chief	0.00%	33.33%	0.00%	0.00%	0.00%	66.67%
Deputy Chief	0.00%	16.67%	0.00%	0.00%	0.00%	83.33%
Major/Commander	5.56%	11.11%	0.00%	0.00%	0.00%	83.33%
Captain	2.94%	23.53%	0.00%	0.00%	0.00%	73.53%
Lieutenant	0.00%	14.61%	2.25%	0.00%	0.00%	83.15%
Sergeant	1.90%	11.79%	1.90%	0.00%	0.76%	83.65%
Police Officer	1.01%	13.91%	3.13%	0.34%	0.17%	81.45%
**Prior Study Pct. Totals	1.13%	13.88%	2.85%	0.27%	0.23%	81.65%
*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.						
National Percentages	2.50%	12.30%	10.70%	0.30%	0.30%	73.90%
***Benchmark Cities Averages	2.51%	5.50%	*7.58%	1.86%	N/A	90.49%

Source: Source: <http://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>

**Table includes data from prior studies conducted by the IACP.

***Hispanic is not a race and was separated from the Benchmark totals; row will not total to 100%.

In addition, all minorities other than Asian and African-American are grouped within the Other category.

The percentages of diversity for the NPD are varied in comparison to Table 88. In some instances they are higher, and in others, they are lower. It is important to remember that organizations should reflect the diversity makeup of the community they serve, and community demographics can vary greatly. Additionally, BerryDunn notes that although it is valuable for departments to reflect the communities they serve, staff diversity is not simply about hitting a mark or checking a box with regard to a percentage. Achieving diversity is about building a workforce that understands the differences of people within the community, whether racial, ethnic, or cultural, and applying that understanding in practice.

Table 89 displays the gender profile of the NPD. It is common within the police industry for males to dominate the workforce, and at 83.08%, the percentage of males employed with the NPD is similar, but a bit lower, to what BerryDunn has experienced in other studies.

Table 89: Gender Profile – Northglenn Police Department

Section	Gender	
	Male	Female
Executive	1	0
Mid-rank	3	1
Sergeants	8	1
Patrol Officers	37	6
Investigations	5	3
Other Sworn Personnel		
Totals	54	11
Percentages	83.08%	16.92%

Source: Police Department Provided Data

Although the percentage of sworn female officers within the NPD, at 16.92%, is comparable to other agencies studied, the number of women in supervisory and executive positions is very low in comparison to other studies and compared to national statistics. In fact, the NPD has only one female sworn officer in an executive position and one female sworn officer in a sergeant position. However, because the total number of women within the department is low, it is not surprising that the number of women in supervisory positions is also low. Table 90 provides the gender breakdown by rank from five recent studies.

Table 90: Gender Profile – Prior Study Comparisons

Position	Male	Female
Chief	83.33%	16.67%
Deputy Chief	84.62%	15.38%
Major	89.47%	10.53%
Captain	91.18%	8.82%
Lieutenant	91.01%	8.99%
Sergeant	92.02%	7.98%
Police Officer*	88.90%	11.10%
Percentage	89.36%	10.64%
Benchmark Cities Avg.	87.51%	12.49%

*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.

Source: Table includes data from prior studies conducted by the IACP

Based on this table, the average number of males is 89.36%, while the number of women is 10.64%. Data from the benchmark cities studies is slightly more varied, with males at 87.51% and women at 12.49%.

To put these numbers into context, in a 2016 study that examined best practices in recruiting and hiring, the top 10 agencies identified had an average of 80.78% male officers and 19.22% women. These numbers are only slightly better than those for the NPD, yet these data represent some of the best percentages in the law enforcement industry. Still, it is important to recognize that the percentages reflected for the NPD involve small numbers, and even small changes could significantly affect the percentage totals. For example, if the NPD replaced five sworn positions with female officers, the percentage of female officers would shift from 16.92% to 24.24%.

Given the fact that the NPD only has 11 female officers within its ranks, it is not surprising that the department only has two of these officers in supervisory positions. Similarly, the NPD only has five people of color in the department (African-American or Asian-American), and none are in supervisory roles. Again, the low numbers of people of color within the agency are likely a contributing factor. As indicated throughout this section, the NPD needs to continue to work on targeted recruiting, with a focus on building racial, ethnic, and gender equity throughout the agency.

It is also worth noting that BerryDunn did not study potential barriers to the hiring or advancement of minorities or women within the NPD ranks. However, the numbers reflected in this section suggest the need for the NPD to examine what issues might be contributing to the relatively low representation of women and minorities within the department, particularly in supervisory positions. Improvements in this area may require a focused mentoring strategy in addition to enhanced recruitment efforts.

It is important to add here that BerryDunn favors the hiring and promotion of quality candidates, regardless of gender, ethnicity, or other status. Traditionally, various groups of individuals have been underrepresented within the law enforcement industry, and there is significant evidence to show that improving organizational diversity benefits the department and the community. There is also evidence to suggest that when organizations focus their efforts on improving organizational diversity, they get results. Accordingly, the NPD should continue to focus on building diversity within the department and within the supervisory ranks.

II. Hiring, Recruitment, and Retention

Like many police agencies in the United States, the NPD has experienced some challenges in recruiting and retaining personnel. To its credit, the NPD is a draw for many candidates wishing to pursue a law enforcement career. To its detriment, the NPD is part of the larger Denver metropolitan area, which means that officers have more choices, and it is easier to move their careers to other communities; this has been a challenge for the NPD.

Over the past three years, the NPD has received over 300 applicants during each hiring process. Staff told BerryDunn this is a decline over prior years, which used to average 350 applicants per process. Although the NPD receives many applications, staff also told BerryDunn that the quality of applicants has been a challenge, and the NPD has struggled to find a suitable number of candidates to hire. In addition, as the data in the prior section indicates, the NPD has not had significant success in hiring minorities or women.

BerryDunn inquired about the recruiting efforts of the NPD, both passive and active. From a passive standpoint, the NPD posts its job openings through social media, including Facebook, Twitter, and the City website. From an active perspective, staff told BerryDunn that the NPD attends job fairs, has tried recruiting at a nearby military base, and has encouraged officers to watch for possible candidates.

During this assessment, BerryDunn had the opportunity to review various materials the NPD uses for its recruiting efforts. These included the City and NPD websites. On the City website, individuals can follow the link to Job Opportunities, then click on a list of open jobs within the City, and once there, they can look for police department openings. At the time of this study, there were two positions posted for the NPD. Selecting each of these provided details about qualification requirements and the hiring process. If interested, individuals can then choose to apply, which requires them to create an account.

BerryDunn also looked at the NPD website. The NPD website has information regarding various aspects of the police department, but there is no information regarding becoming a Northglenn police officer. In the “Top Links” section at the bottom of the main webpage, there is a link that directs individuals back to the City employment site. Other than links to the application area and the hiring process details, the City website (including the police website) has very little information for the interested candidate, does not include any photographs or links to the good work of the department, and overall, does not reflect an enthusiastic approach to hiring or recruiting.

BerryDunn also reviewed a brochure provided by the NPD, which is used for recruiting and hiring. The brochure is a single-page flier that includes a photograph of the new justice center, information regarding steps in the hiring process, and contact information for interested persons. Like the website, the flier does not reflect an enthusiastic approach to hiring or recruiting, and it does not convey a compelling message about working for the NPD.

Staff told BerryDunn they completed a new recruiting video in 2019. BerryDunn could not find the video on the City or NPD website; however, after going to the NPD Facebook site and searching videos, BerryDunn found it there. The video is very well done and portrays the NPD as a place to come, make a difference, and be part of something positive. The video and its message are compelling, but it is too difficult to find. Links to this video should be prominent on the City and NPD websites, along with additional recruiting content.

In discussions with staff, BerryDunn was told that the department has emphasized the hiring of women and minorities. However, BerryDunn could find no evidence of intentional recruiting

efforts for these underrepresented groups (although the NPD reports working with a local mosque). BerryDunn also learned that the NPD does not have anyone dedicated full-time to recruiting; rather, these responsibilities are managed by the training sergeant. This lack of full-time attention to these duties might be partly responsible for the lack of refined recruiting sources for the NPD. It is also worth mentioning, however, that like many police agencies, the NPD has not historically had a need to actively recruit. As noted above, the NPD still receives a substantial number of applications for each opening. However, as the market has changed, and as police agencies are intentionally seeking to diversify their workforces, active recruiting has become more important.

From a recruiting standpoint, the NPD needs to take a more aggressive approach to hiring and recruiting. As indicated previously, the content on the website could be improved. Most applicants use the internet and social media as their principal source for job information, and accordingly, the NPD must enhance its recruiting presence on the web and social media in order to attract diverse and highly qualified candidates.

In addition to improving outreach to candidates through use of the website and social media, the NPD also needs to reach out to community groups directly for specific recruiting help. There is mounting evidence that within specific groups such as the African-American, Hispanic, and Asian-American communities, there is a level of distrust toward the police, which cannot be overcome through the use of passive recruiting strategies. In other words, many possible candidates within these groups require a more direct approach or contact, and in some cases, they require encouragement from formal and informal leaders of their respective communities in order to pursue a career in law enforcement. In order to find and recruit these candidates, the department needs to form a trusting liaison relationship with these groups, and specialty group leaders need to be persuaded to actively encourage members of their communities to apply to the police department. Specialty group leaders can also help the police department in recruiting members from their communities by linking their websites to the police recruiting website, by including hiring information in their publications, and through direct contacts with community members they feel would be a good fit for the police department.

It is important to point out here that this type of recruiting requires a genuine effort on the part of the police department to build relationships with specialty groups and their leaders, and it also requires that police officials value the candidates who come forward from these contacts. In some cases, candidates might not be ready or suitable for immediate employment as a full-time officer. However, the NPD could bring these candidates into the department in various non-sworn positions for other department operations, and these positions could be used as a feeder program for sworn positions as non-sworn personnel become ready to move to the officer level.

In addition to improving these areas, the NPD would benefit from adopting a philosophy that everyone within the department is a recruiter. Research data suggests that word-of-mouth recruiting is second only to online sources as the primary method of generating good candidates. Agencies have used various processes to encourage staff to actively recruit good applicants, including offering a cash bonus or a floating holiday for officers who recommend a candidate who is later hired. Other departments have used business cards that can be

redeemed for a ride-along with the recruiting officer of the department or with another officer. Regardless of the methodology, the NPD should create an atmosphere in which all employees recognize their role as a recruiter for the department.

BerryDunn also notes that the NPD does not have a specific recruitment plan. A good recruiting plan can establish priorities for the recruiting unit, and it helps everyone within the department understand how the unit will work toward attaining organizational goals. The recruitment plan should identify the areas where the department will advertise and recruit candidates, including multiple traditional and web-based methods, and it should also outline the relationships between the NPD and various educational and law enforcement training institutions. The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used to accomplish these goals.

There are multiple considerations to developing a strong recruiting plan, some of which are included within this section. To supplement this discussion, BerryDunn has compiled a list of additional considerations the NPD should evaluate as part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations. BerryDunn recommends that the NPD establish a recruiting and hiring plan and that the department review this report and the relevant section in Appendix C as part of that process.

Developing a robust recruiting strategy and plan might substantially increase the workload of the training sergeant. As BerryDunn has noted, the training sergeant might already be overburdened. BerryDunn suggests that the NPD evaluate these additional responsibilities as part of the overall evaluation of the training sergeant's duties, responsibilities, and capacity to manage assigned functions.

III. Selection

In addition to reviewing the recruitment efforts of the NPD, BerryDunn also examined the hiring process for the department. At BerryDunn's request, the NPD completed a survey related to several hiring aspects. The following list summarizes the salient points:

- The typical hiring process takes about five months, and the NPD has not found this to be an issue in losing candidates
- The NPD has not used a process of hiring candidates in advance of the academy and putting them on the payroll to avoid losing them to other agencies
- Pass/Fail rates:
 - Only 10% of applicants pass the oral boards and go on to the background phase
 - Only 7% of applicants pass the background phase. The most common reason for not passing is due to a failure to disclose certain information, and/or dishonesty within the application process
 - About 2% of applicants who complete a pre-polygraph questionnaire are eliminated based on their responses

- For those who take a polygraph, about 1% fail it

Based on BerryDunn's request, the NPD outlined the hiring steps involved for police officers. Those steps are identified in Table 91.

Table 91: Hiring Process

Hiring Step	Scoring/Decision
Application	Must not have any automatic disqualifiers
Physical Assessment	Must meet minimum physical agility standards
Oral Board	Pass/Fail
Personal History and Interview	Pass/Fail
Psychological Exam – Pre-offer	Pass/Fail
Polygraph Exam	Pass/Fail
Background Investigation	Pass/Fail
Chief's Interview	Pass/Fail
Psychological Exam – Post-offer	Pass/Fail
Medical Screening	Pass/Fail
Final Job Offer	N/A

Source: Agency Provided Data

As part of the hiring process, many agencies have identified various disqualification factors, which will cause an applicant to be immediately removed from further consideration. Some of these are based on law (such as having a felony conviction), and others are based on department preference, such as a poor driving record or other concerning conduct. BerryDunn is aware that the NPD has a list of discretionary disqualifying factors, which generally relate to bankruptcy/financial conditions, prior traffic or criminal violations that are not an immediate bar to licensure, and poor work history.

On review, the discretionary disqualification factors for the NPD appear reasonable and defensible. Still, BerryDunn has noted in various projects that the list of discretionary disqualification factors might benefit from review and revision. In some cases, factors listed may no longer be relevant, or they may be less critical. In other cases, certain factors may be absent from the list. It is also possible that certain factors may require additional consideration prior to disqualification, as mitigating circumstances may be valuable points of consideration. Accordingly, BerryDunn favors an approach that in some circumstances involves secondary review of the factors that might disqualify a candidate. BerryDunn has provided additional guidance concerning this type of review in the supplemental materials in Appendix C. BerryDunn notes here that the NPD does use a review process for questionable background items, which involves bringing the matter to the commander, and eventually, the police chief.

However, the NPD would benefit from defining this process further and outlining which discretionary disqualifiers, if any, may fall into this category.

Based on a general review of the hiring process for the NPD, it appears to BerryDunn that it is consistent with other law enforcement agencies and that the process is working. Again, BerryDunn has noted that the process could be improved upon, based on the information provided here and in Appendix C, and suggests that the NPD review its processes in comparison to the information provided in this report.

IV. Attrition

For many United States police departments, and for the NPD, attrition presents an ongoing challenge in terms of maintaining adequate staffing. Based purely on statistics, the average separation rate for officers should be about 3.33%, assuming departments only lose people through retirement. However, as a practical matter, BerryDunn recognizes that the distribution of hiring is often not equal; not everyone stays for 30 years in the profession (or in one place), and some areas are more conducive to lateral transfers among officers. Accordingly, in most agencies, annual retirements usually fall below the average calculation rate. Of course, BerryDunn also knows that some officers in the department will leave for other reasons, which invariably increases the overall separation rate.

Determining what is a high separation rate is difficult, as myriad factors could affect officers leaving. However, data can be compared from other sources to assess the level of attrition in different agencies. In Table 92, the attrition rates from eight recent studies are shown. These rates include all separations combined, including voluntary resignation, retirement, and discharge.

The overall range of attrition for these agencies was between 5.77% and 7.93%; the average rate was 6.93%. Table 92 also includes attrition data for the NPD. The average percentage of separations for the NPD at 14.79% is more than twice the rate of the study cities shown. The rate of attrition for the NPD has spiked in recent years, going from 8.22% in 2015 to 21.92% in 2019.

In looking at the attrition rates in Table 92, BerryDunn notes that the retirement rate for the NPD is 1.37%, which is roughly half of the comparisons. The voluntary resignation rate for the NPD is 9.04%, which is almost three times the rate of the comparisons. Lastly, the discharge rate for the NPD is 4.38%, which is more than four times the rate of the comparisons.

Table 92: Annual Separations and Comparison Data

Comparison Studies	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	2.16%	3.34%	3.89%	4.16%	3.62%	3.44%
Retirement	2.51%	2.90%	2.32%	2.67%	2.30%	2.53%
Discharged	1.10%	0.94%	0.82%	1.10%	0.86%	0.96%
Grand Total Percentages*	5.77%	7.18%	7.03%	7.93%	6.78%	6.93%

NPD	2015	2016	2017	2018	2019	Average
Voluntary Resignation	4.11%	6.85%	8.22%	12.33%	13.70%	9.04%
Retirement	1.37%	0.00%	1.37%	2.74%	1.37%	1.37%
Discharged	2.74%	4.11%	5.48%	2.74%	6.85%	4.38%
Grand Total Percentages*	8.22%	10.96%	15.07%	17.81%	21.92%	14.79%

Source: Police Department Provided Data

Separation rates shown as a percentage of the current sworn workforce. Totals reflect all sworn separations, including recruits. Discharged includes medical (death) and forced separations.

*Table includes data from prior studies.

In an effort to further understand the issues surrounding recruiting and hiring of police officers, the IACP conducted a targeted survey of 10 large United States law enforcement agencies in 2016 – 2017. The agencies were selected based on FBI UCR data that reflected a higher-than-average gender balance within the departments.

The IACP theorized that agencies with a high gender balance were likely accomplishing this due to strategic efforts, and it suspected that these agencies would also have higher minority hiring rates and lower attrition rates. The agencies were contacted and agreed to complete an extensive survey to provide their insights into building law enforcement agencies that are truly representative of the communities they serve (the names of the agencies have been redacted for anonymity purposes).

Table 93 shows that the rate of retirements from the survey agencies ranges from 1.05% to 7.42%. However, the average rate of retirements for these agencies is 3.29%. This average is higher than the data provided in Table 92, and this is a positive sign, as it indicates a certain amount of longevity within the departments surveyed for the project. Table 93 also provides additional data regarding separations by category (in addition to retirement data). Again, a review of these data shows that most of the agencies surveyed have a relatively low attrition rate, particularly in those areas that involve terminations or those who voluntarily quit; this tends to indicate that these departments have strong recruiting and vetting processes.

Table 93: Turnover Rates – Surveyed Cities

Department	Retirement	Medical	Quit	Termination	Total
Midsize #1	4.76%	0.45%	3.85%	0.23%	9.29%
Midsize #2	2.98%	0.00%	4.84%	1.12%	8.94%
Midsize #3	*	*	*	*	*
Midsize #4	1.05%	0.00%	1.68%	0.00%	2.73%
Midsize #5	2.46%	0.00%	1.64%	0.00%	4.10%
Extra-Large #6	*	*	*	*	*
Extra-Large #7	7.42%	0.56%	2.96%	1.05%	11.99%
Extra-Large #8	2.31%	0.10%	2.02%	0.19%	4.62%
Extra-Large #9	1.55%	0.11%	1.09%	0.29%	3.04%
Extra-Large #10	3.85%	0.24%	1.28%	0.08%	5.45%

Source: Prior study conducted by the IACP.

Another area to examine with regard to attrition rates is the discharged or termination rate. The average discharge rate among the study agencies shown in Table 92 is 0.96%. The average discharge rate for the survey agencies shown in Table 93 is 0.37%. However, some of the agencies surveyed reported no discharges, and some reported discharge rates below 0.25%. In any case, these discharge rates are very low and are indicative of strong recruiting, hiring, and retention strategies. The discharge rate for the NPD is 4.38%, which is comparatively high.

The final area to examine regarding attrition rates relates to voluntary separations. As with the prior categories, these data can be examined comparatively. The voluntary separation rate among the study cities shown in Table 92 is 3.44%. Based on the data in Table 93, the average resignation rate was 2.42%. Again, the voluntary attrition rate for the survey cities is lower (better) than the rate of the study cities. This rate is a further indication of best practices among the survey cities. The average voluntary separation rate for the NPD is 9.04%.

Taken as a whole, the voluntary separation and discharge rates for the NPD appear excessive. Because these numbers are higher than what is typical, BerryDunn asked the NPD to provide its perspective as to what may be causing them. Based on factors described to BerryDunn, there are a few different reasons staff identified for the attrition rate at the NPD.

1. As noted, Northglenn is part of the greater Denver area. This creates more competition for officers and a greater ability for officers to move their careers elsewhere without the need to uproot their families and move their homes.
2. The NPD had several terminations due to specific incidents.

3. Some officers left the NPD in recent years over negative perceptions regarding some personnel terminations.
4. Several officers (10) were terminated or quit during field training over the past three years.

On review, each of these conditions provides an explanation for the level of attrition. More importantly, the NPD can positively affect most of these. Although terminations cannot be eliminated, focusing on critical training and leadership can help reduce the types of behaviors that result in a need to terminate personnel. In addition, revisions to training, mentorship, staff development, communication, policies, and IA processes can help reduce poor perceptions by staff and ultimately contribute to better retention. Lastly, as BerryDunn noted, revisions and updates to the FTO process may contribute to improved indoctrination and retention. It is important that the NPD focus significant effort on hiring and retention, as attrition is very costly both operationally and from a fiscal perspective. Using a conservative estimate of \$50,000 for the hiring and training of one police officer, the City has effectively lost \$1.8 million over the past three years due to voluntary resignations and terminations. Arguably, some attrition will always occur. However, if the NPD could positively affect the attrition rate, this could represent a substantial savings to the city. Accordingly, BerryDunn points out that it is in the best interest of the NPD to have a firm understanding of what is causing the voluntary separations so that the NPD and the City can take steps to reduce these rates.

Staffing Levels

Throughout this report, BerryDunn has made several staffing recommendations, and these will be summarized in Chapter 14. In addition to adding patrol staff and sworn staff in other areas, it is also important for the NPD to identify its optimal staffing level and to develop a new authorized hiring level that accounts for annual attrition to help ensure that optimal staffing levels are maintained. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and subunit within the department. Once the minimum operational level has been established, the City and the police department need to take steps to maintain staffing at that level. Due to attrition rates and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition within the department.

For the NPD, the optimal sworn staffing level should be 83. In order to maintain this level, the City needs to hire staff in advance based on a projected attrition level. Since the NPD typically hires twice per year, the fiscal risk in hiring more officers than necessary is less risky. The City and the NPD should discuss the data in Table 92 and estimate an annual attrition rate. Then, the City and the NPD should establish that number as the authorized hiring level for the upcoming year and hire to that number. Again, because the NPD hires twice per year, the actual number hired can be revisited semiannually. For purposes of this report, BerryDunn considers attrition in recent years to be an anomaly and recommends using a 10% attrition rate as a starting point.

V. Promotion

Policy 1001 for the NPD regulates internal promotions and transfers. The policy outlines several nonsupervisory transfers (e.g., detective, SRO, FTO) and includes language regarding desirable and required qualifications for staff seeking those positions. However, Policy 1001 has no information regarding promotions by rank, other than notation that these data are available through the City HR department. BerryDunn did not review the City policy.

Based on discussions with staff, the process for supervisor positions within the NPD involves the use of an outside firm. BerryDunn believes that using an outside firm contributes to fairness, standardization, objectivity, and transparency, and this can be very helpful in terms of creating buy-in for staff. BerryDunn is aware that the NPD recently hired two commanders from outside of the agency through this process and that there are currently two open commander positions within the NPD.

BerryDunn has made a recommendation in Chapter 3 of this document to revise the organizational structure for the NPD. This might shift the number of open supervisory positions, and it might also affect who is qualified internally to apply for them. BerryDunn recognizes that there may be a need, at present, for the NPD to seek external candidates for certain positions. However, the department can increase the likelihood of having qualified candidates for these positions by establishing a strong personnel development program. As BerryDunn has already recommended, various revisions to NPD policies and practices should occur to help ensure this happens.

Summary

Like many organizations, the NPD has experienced challenges in recruiting, hiring, and retaining personnel. Although the NPD has substantial experience within certain parts of its workforce, the NPD patrol staff reflects lower experience levels due to attrition, particularly from officer separations in recent years.

The NPD has a workforce that is representative of the community in certain respects; however, the percentages of minority and female officers within the NPD could be improved. In addition to a need to improve general diversity and gender balance within the NPD, representation of these groups within supervisory ranks needs improvement.

The process for hiring officers within the NPD is similar to most law enforcement agencies, and it follows a natural progression. There are no indications of any concerns with the current hiring process from a validity standpoint.

Although the NPD hiring process appears to be meeting department needs, there is a need to improve the recruiting efforts of the department. In the past, the NPD has enjoyed prominent status within the law enforcement industry and within the region. However, with greater competition for quality candidates, the NPD needs to make adjustments to its recruiting practices.


To help ensure that recruiting is a more intentional process, and one that has clear goals and objectives, the NPD should develop and establish a recruiting plan. The recruiting plan should include numerous perspectives and operational components, including analyzing mechanisms for developing retention strategies. Examining attrition and retention issues within the NPD should cover a broad range of work conditions and include a collaborative effort with City officials to develop strategies to retain personnel.


The NPD should establish an authorized hiring level, based on optimization of department activities, consistent with this report. The authorized hiring level should also include and account for annual attrition rates, and hiring should be authorized in advance of projected attrition to help ensure the NPD can maintain optimal staffing levels. The NPD and the City should work collaboratively on an ongoing basis to monitor and adjust the hiring level to be consistent with attrition rates.

BerryDunn reviewed the general process involved in department promotions and found that they are applied consistently internally and appear to be meeting department objectives.

Recommendations

This section provides the two formal recommendations from this chapter, presented chronologically as they appear within the chapter. Each recommendation table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Hiring, Recruitment, and Retention		
No.	Recruiting and Hiring	Overall Priority
<i>Chapter 12 Section II: Hiring, Recruitment, and Retention</i>		
12-1	<p>Finding Area: The NPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department. The NPD does not have any full-time personnel dedicated to recruiting. Recruiting within the NPD is assigned to the training sergeant, but there has been no apparent effort to expand recruiting efforts beyond this unit, and current efforts are not robust.</p>	
	<p>Recommendation: The NPD should develop a recruiting plan that outlines the goals and objectives of the NPD in building and maintaining a diverse and quality workforce.</p> <p>A good recruiting plan can establish priorities for the recruiting unit, and it also helps those within the department understand the recruiting goals of the department.</p> <p>The recruitment plan should identify the areas where the department will advertise and recruit candidates, including multiple traditional and web-based methods, and it should also outline the relationships between the NPD and various educational and law enforcement training institutions.</p>	

Hiring, Recruitment, and Retention		
	<p>The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used in order to accomplish these goals.</p> <p>There are multiple considerations to developing a strong recruiting plan, and BerryDunn has compiled a list of considerations that the NPD should evaluate as part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations.</p> <p>BerryDunn recommends that the NPD establish a recruiting and hiring plan and that the department review this report and the relevant section in Appendix C as part of that process.</p>	
No.	Operational Minimums and Authorized Hiring Levels	Overall Priority
Chapter 12 Section IV: Attrition		
12-2	<p>Finding Area: Hiring levels at the NPD do not account for attrition rates. Hiring for officers at the NPD occurs when there are vacancies. Because of the lag-time associated with hiring and providing initial training for officer personnel, the NPD is constantly operating at less-than-optimal levels.</p>	
	<p>Recommendation: In collaboration with City leaders, the NPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p> <p>It is important that the NPD help to ensure that the department is fully staffed at a level that is optimally efficient. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and subunit within the department. Once the minimum operational level has been established, the City and the police department need to take steps to maintain staffing at that level. Due to attrition rates and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition within the department.</p> <p>Based on the overall assessment of the NPD, BerryDunn recommends a minimum operational level of 84 officers; this will require an authorized hiring at a rate of 92 to maintain minimum staffing for the agency. The numbers here reflect the following:</p> <p>Current Sworn Staffing: 73 Additional Sworn Staffing: 84 Estimated Attrition Rate: 8 Authorized Hiring Level: 92</p> <p>These numbers assume a consistent attrition rate. The NPD should constantly monitor attrition rates and adjust the authorized hiring level to match operational</p>	

Hiring, Recruitment, and Retention

	needs and to help ensure the minimum operational level of 84 officers is consistently maintained.	
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Chapter 13: Internal Affairs

Professional Standards/Internal Affairs (IA), falls under the authority of the commander who oversees the Administration Division. The IA unit is staffed with one sergeant. IA has the unique responsibility of helping to ensure ethical conduct in the organization while providing an environment of mutual trust and respect with the community as the unit that investigates any complaint of misconduct within the department. IA handles all complaints filed either internally or externally. IA also reviews and determines processing of any complaint filed through the online complaint system involving any police employee. IA is responsible for the tracking of internal affairs complaints, use of force, pursuits, and other misconduct complaints. Tracking for all complaints is being done through IA Pro and Blue Team software.

I. Complaint Process and Routing

Complaints against department personnel can originate either internally or externally. Members of the public wishing to file a complaint can file the complaint in person, either in writing or verbally, by phone, or through social media. The NPD also takes anonymous complaints and third-party complaints and these are routed through the office of the police chief. All department staff are expected to receive complaints, if asked, and they are expected to route them to the supervisor. For internal complaints, staff typically file the complaint with their supervisor, but they can also talk directly with the IA staff or City HR. NPD Policy 301 outlines the Internal Investigations process. At BerryDunn's request, the NPD provided a summary of the IA process. This information is included in Appendix C, Internal Affairs Summary, and it mirrors the IA policy in terms of the processes involved, although some of the information is in a different order.

Generally, all reports start with a supervisor review. The supervisor collects the initial information, documents it in a PQR, and forwards this to the supervisor of the employee in question. If the complaint is severe, the intake supervisor will also notify the division commander. The NPD has multiple paths for the investigation of complaints:

- **Conduct or performance inquiry:** An inquiry regarding an employee's conduct or performance that, if true, would not violate department policy or federal, state, or local law, policy, or rule. Such inquiries generally include clarification regarding policy, procedures, or the response to specific incidents by the department, and may be handled informally by a supervisor and shall not be considered a personnel complaint.
- **IA investigations:** An investigation conducted when an employee is accused of committing a crime, exercising judgment which is so egregious or irrational that the employee's suitability for continued employment is questioned, or a single or repeated violation of department policy which if proven, calls for termination
- **Supervisor investigations:** An investigation conducted when an employee is accused of conduct that does not meet the criteria for an Internal Affairs investigation.
- **Personnel Quality Report (PQR):** A report used to document employee commendations or complaints regarding an employee's unacceptable conduct or performance.

The policy provides guidance on steps for the supervisor of the employee, if the supervisor is conducting the investigation. It also outlines steps for IA if they are investigating. These steps include employee notifications, documentation, and forwarding to the chief of police. However, the policy does not lay out any provisions for determination as to which complaints will be investigated by a supervisor and which complaints are to be routed to the chief of police for consideration of assignment to IA. Further, the policy does not define which matters might be resolved by a PQR as opposed to a formal investigation. The paths above, although somewhat descriptive, lack clarity and could contribute to significant variations in which cases receive which level of investigation. Based on the policy, only the chief of police can initiate an IA case. However, there is no apparent mechanism for someone to make a determination on the classification of each complaint.

By policy, complaints that involve possible criminal activity are forwarded to the police chief. It is important to note here that whenever a complaint is received that involves possible criminal activity, there will be two separate investigations. Due to procedural rules in law, all information gathered as part of a criminal investigation can be used in an internal (civil) investigation; however, the reverse is not true. As a condition of employment, employees can be required to provide information as part of the investigation, but if this information is obtained as a contingency to employment, then it cannot be used in criminal court. Accordingly, departments must carefully weigh the processes used, and the sequence of these processes, to help ensure that the rights of the accused staff member are not violated.

II. Dispositions

Numerous reporting and required actions are outlined within Policy 301. These include notifications to any officer or staff member under investigation (unless notification would jeopardize the investigation) and notifications to the complainant. Policy outlines that IA investigations should be completed within 60 days, but the chief of police may approve extensions up to 180 days. There is no provision that outlines the timeline for supervisor investigations.

Per the NPD policy, following the investigation, complaints against staff will be categorized with one of the following dispositions:

- **Exonerated:** An investigation disclosed that the alleged incident did occur, but the employee's conduct was lawful, proper, reasonable, and within department policies and rules.
- **Exonerated Based on Policy Failure:** An investigation disclosed that the alleged incident did occur, but that policies and procedures did not adequately address the employee's conduct.
- **Not Sustained:** An investigation did not disclose substantial evidence to prove or disprove the allegation.
- **Not Sustained Based on Policy Failure:** An investigation did not disclose substantial evidence to prove or disprove the allegation, but did disclose that policies and procedures did not adequately address the employee's conduct.

- Sustained: An investigation disclosed that the alleged incident did occur and that the employee's conduct was unlawful, improper, unreasonable, or in violation of department policies or rules.
- Unfounded: An investigation disclosed that the allegation was either false or not factual.

As part of this analysis, BerryDunn asked the NPD to provide data regarding complaints against the department and the disposition of those complaints. This data is provided in Table 94.

Table 94: Internal Affairs Case Dispositions

IA Case Dispositions						
	2015	2016	2017	2018	2019	Totals
Number of IA Investigations	4	3	3	3	6	19
Exonerated		1	1	1	1	4
Exonerated Based on Policy Failure						0
Not Sustained		2		1	1	4
Not Sustained Based on Policy Failure						0
Sustained	7	2	6	1	3	19
Sustained Misconduct Not Based on the Complaint						0
Unfounded						0
Total	11	8	10	6	11	46

Source: Police Department Provided Data

Three observations regarding the data in Table 94 are important to mention. First, this table includes data regarding all cases that were forwarded to IA for investigation. As noted previously, some complaints are forwarded to the supervisor following a preliminary review, and BerryDunn has no data on how many incidents this involved or what the non-disciplinary actions were for any of those complaints.

It is worth noting that BerryDunn favors complaint processes that allow for resolution at the supervisor level. In many instances, when minor cases are managed at the supervisor level, officers have less stress about the process and are more likely to be comfortable with the outcome. However, as noted, the NPD policy lacks clarity on the classification of complaints, and this can lead to inconsistencies between supervisors. Effectively, some supervisors treat certain cases or infractions one way, while others treat them a different way. To help ensure consistency in these processes, BerryDunn suggests that the NPD clarify these expectations within policy.

A second notable point of Table 94 that is worth mentioning relates to the number of dispositions. Because multiple officers might be involved in a complaint, and a complaint might have multiple alleged violations, the number of total complaints would not be expected to equal the number of dispositions.

The third observation concerns the number of sustained cases. In other words, the number of cases in which the employee was found to have acted inappropriately and/or in violation of policy or law. BerryDunn noted that the NPD conducted 19 formal IA investigations over the past five years, and during that period, there were 19 sustained violations. These numbers suggest a process that is effectively addressing improper behavior by staff.

BerryDunn also asked the NPD to provide a breakdown regarding which cases were originated internally, as opposed to externally from the organization. This data is provided in Table 95.

Table 95: Internal Affairs Case Origins

Dispositions	2015	2016	2017	2018	2019	Totals
Number of IA Investigations	4	3	3	3	6	19
Internal	3	3	2	3	4	15
External	1		1		2	4

Source: Police Department Provided Data

The data in Table 95 is compelling. Of the 19 formal IA cases, 15 were generated internally. These numbers indicate an agency that is self-monitoring and highly ethical.

III. Oversight

One of the areas BerryDunn considers when assessing complaint processes within police agencies is the type and level of oversight that is involved. The routing of IA complaints for the NPD involves several steps and multiple layers of internal review by supervisors. This type of process, though perhaps time consuming, is commendable, as it helps ensure that multiple perspectives have been considered and that the final disposition is consistent with policy, departmental philosophies, and legal standards.

The level of review for cases that do not reach the IA level is lacking in structure, policy, and likely in consistency. Moreover, without examining each complaint, there is no way to determine whether cases that were disposed of at the supervisor level should have been moved to the IA process. Several staff told BerryDunn that the NPD was improving these processes, and anecdotally, this seems to be true. However, there are several areas of the IA process and policy that require adjustment.

BerryDunn notes that the NPD does not have any process for external review of IA cases and/or dispositions, and currently, the NPD does not publish IA findings to the public. However, the NPD told BerryDunn it was planning on releasing IA findings on external complaints and that it is in the process of developing a policy and system to do this.

IV. Policy and Discipline

As noted, Policy 301 of the NPD policy manual provides guidance on IA investigations. The policy mentions but does not describe the process of progressive discipline. Most IA/discipline

processes outline progressive discipline and explain a preference for using progressive discipline, except in circumstances that warrant more substantial discipline due to their nature. Typical progressive disciplinary actions include the following:

- Advising
- Coaching/Counseling
- Training
- Verbal Reduced to Writing
- Written Reprimand
- Suspension
- Demotion
- Termination

BerryDunn notes that the above steps are consistent within the industry. The progressive discipline process is a preferred practice.

Several staff members described their perceptions of the IA, discipline, and conduct documentation processes (including performance evaluations) as slow, unpredictable, inequitable, and lacking in transparency and clarity. Staff explained that the process for documenting informal complaints or inquiries from the public has been the same one used for documenting positive performance and commendations for employees (PQR). Using this document for multiple functions has resulted in widespread confusion about the process and the general perception that any documentation has a critical aspect to it.

BerryDunn is aware the NPD has been improving its IA process, revising its PQR process, and developing a mentoring program. Organizational knowledge of the nature and status of these efforts, however, is best described as inconsistent, although employees did routinely report the IA process has improved recently. Notable observations about improvements in the IA process included improved timeliness and transparency.

In summary, BerryDunn finds that the NPD IA policy, although thorough, is lacking in several areas (this is something the NPD is already working on). There is a lack of clarity in determining the path for complaints, the progressive discipline process is not outlined in detail, and BerryDunn found the layout of the policy made it difficult to read and digest. BerryDunn recommends that the NPD revise the IA policy in conformance with the recommendations from this study. This should include, at a minimum:

- Aggressively pursuing revision to all policies related to performance
- Improved clarity regarding the documentation of internal and external complaints
- A flow chart that clearly outlines how complaints, formal or otherwise, are routed through the department
- A comprehensive review of all its systems utilized to document performance and conduct (e.g., PQR, BlueTeam, Blue Folder, early warning system [EWS], performance appraisals, personnel file, supervisor files, etc.)

- Clarifying what is non-disciplinary (coaching, mentoring, training, notes, or documentation) and what is disciplinary or potentially disciplinary
- Further distinction between serious complaints (to be handled by IA), non-serious complaints (to be handled by the chain-of-command), and non-disciplinary inquiries (to be handled via documentation alone)
- Clarification of the role of chain-of-command in IA investigations to include providing the case file to the involved officer's commander before or simultaneous to providing to police chief so the chain-of-command can make recommendations on findings
- Use of a discipline matrix to enhance consistent application of discipline. Such matrices can be constructed that provide both consistency and latitude to consider aggravating and exculpatory circumstance
- Consideration of an internal grievance process, to include an independent review if the involved employee disagrees with findings of a complaint resulting in possible discipline

V. Tracking and Early Warning Systems

The NPD recently moved to a central software system called IA Pro to manage all IA complaints and investigations. With this move, all IA complaints will be recorded in IA Pro. In addition to assisting with filing and storing of IA data, programs like IA Pro have analytics embedded, which can aid the department in identifying troubling patterns involving personnel. These processes, called EWS, help the department monitor the well-being of all employees of the organization and proactively provide them with the assistance and training necessary to perform their assigned duties in an effective and efficient manner.

All supervisors within the NPD have a responsibility to identify and assist those employees that show symptoms of job-related stress and/or performance problems. The EWS is designed as a resource to assist supervisors in identifying these employees. However, if supervisors who follow up on non-disciplinary IA complaints do not forward outcome data to the IA for entry into IA Pro, some important details might be lost. Moreover, if supervisors generate coaching/counseling or supervisory notes and these are not entered into IA Pro, then it diminishes the value of the EWS. Accordingly, BerryDunn recommends that the NPD provide appropriate steps to improve the consistency of data entry and monitoring of non-disciplinary actions by supervisors, and the inclusion of this data in IA Pro.

Summary

It is evident that there is a culture of accountability within the organization and that staff members value the professional and ethical environment of the NPD. However, many staff at the NPD expressed frustration with the IA and complaint process, with some indicating that personnel have left the department over this issue. Despite these concerns, staff told BerryDunn that they have seen improvements in the IA process recently, and they are encouraged by these changes.


Based on an overall review, the IA policy and processes for the NPD, although thorough, require adjustment. This includes making adjustments to the intake and classification of

complaints, and revisions to oversight of these processes. BerryDunn has provided numerous areas of consideration for the NPD in making revisions to these areas.

In addition to the need to revise policy, there is a concern regarding the lack of feedback and inputs into IA Pro regarding non-disciplinary complaints and supervisory actions. This lack of reporting limits organizational knowledge of officer actions, and it also works against the functional use of an EWS.

Recommendations

This section provides one formal recommendation from this chapter. The table below includes the chapter section, recommendation number, the priority as assessed by BerryDunn, and details concerning the findings and recommendations.

Internal Affairs		
No.	Revise the IA Process	Overall Priority
Chapter 13 Section IV: Policy and Discipline		
13-1	<p>Finding Area: The internal affairs, discipline, and conduct documentation processes (including performance evaluations) have been perceived department-wide to be slow, unpredictable, inequitable, and lacking in transparency and clarity.</p> <p>The PQR process for documentation of informal complaints or inquiries from the public has been the same one used for documenting positive performance and commendations for employees. This combination of documentation functions has resulted in widespread confusion about the process and the general perception that any documentation has a critical aspect to it. BerryDunn notes NPD recently reorganized the responsibilities for the IA process, and employees consistently report notable improvements already. NPD is also working toward replacing the general documentation process.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD should continue its efforts in improving the IA process, revising its PQR process, and developing a mentoring program.</p>	
	<p>NPD should continue to aggressively pursue revision to all policies related to performance, conduct, investigation, and documentation. The revised policies should improve clarity about which citizen complaints require documentation, exactly how these should be documented, and who should be informed of the documentation. NPD should require documentation and disposition of all complaints and consider distinguishing inquiries (no possible violation) from complaints, substantive or otherwise.</p> <p>NPD should provide supervisor training on handling complaints and combine it with performance evaluation training, which has been lacking or nonexistent. The IA policy should include a visual flow chart for how to respond to and document both a complaint and an inquiry for both internal and external events.</p> <p>NPD should continue its comprehensive review of all its systems utilized to document performance and conduct (e.g., PQR, BlueTeam, Blue Folder, early</p>	

Internal Affairs

intervention system, performance appraisals, personnel file, supervisor files, etc.) and establish a coherent policy and process for documentation and response. Such a policy should include clear reporting requirements, follow-up expectations, formal coaching/mentoring opportunities, and feedback required for affected employees. Most significantly, the PQR system has a very negative reputation and NPD should visibly eliminate PQR from operations and replace it.

Simultaneously, NPD should revise disciplinary policy to be clearer about what is non-disciplinary (coaching, mentoring, training, notes, or documentation) and what is disciplinary or potentially disciplinary. Disciplinary or potentially disciplinary situations should include a further distinction between serious complaints (to be handled by internal affairs), non-serious complaints (to be handled by the chain-of-command), and non-disciplinary inquiries (to be handled via documentation alone).

Revised policy should much more clearly define more serious cases, which must be referred to IA. NPD should revise policy additionally to provide a clear process flow for IA case review, and how they are routed through the chain of command. Currently, the chief of police is the sole reviewer for determination of findings of IA investigations. Based on chief's discretion, the investigation might go to the chain-of-command for input on possible discipline.

Revised policy should clarify the role of chain-of-command in IA investigations to include providing the case file to the involved officer's commander before or simultaneous to providing to chief so the chain-of-command can make recommendations on finding. This process supports ownership, responsibility, accountability by the chain-of-command. Revised policy should explicitly state timing requirements of IA cases and whether they will be conducted parallel or subsequent to related criminal investigations.

NPD should consider a discipline matrix to enhance consistent application of discipline. Such matrices can be constructed that provide both consistency and latitude to consider aggravating and exculpatory circumstances. NPD should consider revising policy to include an internal grievance with an independent review process if the involved employee disagrees with chief's/chain-of-command's finding.

Chapter 14: Conclusions and Recommendations

I. Overall Summary

BerryDunn's analysis of the NPD suggests that leaders are consciously engaged in running the department in a progressive and positive manner, and that those within the organization, from command- to line-staff, take great pride in providing exemplary service to the public. Irrespective of the recommendations provided, BerryDunn found the NPD to be a full-service, community-oriented police agency that has worked hard to respond to increasing service demands.

In addition to the positive aspects of the work environment observed at the NPD, and as the recommendations in this report suggest, there are opportunities for improvement. The four most notable categories of recommendations involve:

- Internal communication
- Staffing
- Policy development
- Technology utilization

Although the NPD has taken steps to improve internal communication, and some improvement has been noted, an operational gap remains. Numerous staff reported a willingness to not only know and understand more about department operations, but to also have an opportunity to participate in discussions and decisions that will affect them.

Throughout this report, and primarily in Chapter 9, BerryDunn has identified various policy areas for the NPD that require addition or revision. Revising or adding policies is a critical task for the NPD, and now more than ever, it is vital that the NPD include others in this process. BerryDunn recommends that the NPD engage internal and external feedback as it seeks to make policy additions or changes.

Staffing includes the hiring and retention of personnel, the use of non-sworn personnel, and the efficient scheduling and deployment of personnel (particularly sworn staff). There is also the need to significantly improve the use of technology, both as an internal strategy for use of resources and developing operational efficiency, and as a mechanism for engaging alternative methods of incident reporting to mitigate growing staffing needs and service demands.

During the course of this study, BerryDunn heard from several staff within the agency that the department is in need of additional personnel. Although BerryDunn agrees that the department would benefit from hiring additional sworn personnel, BerryDunn also notes that the department would benefit from engaging non-sworn personnel in various roles. Combined with using alternative reporting methods, these strategies will help to stabilize the service demands for personnel and help increase the ability of staff to engage in meaningful community policing activities.

One of the important staffing aspects for the NPD involves establishing a new *operational minimum* level of sworn staffing for the department, which BerryDunn has established at 84, along with a new *authorized* hiring level of 92. Hiring at 92 sworn positions will compensate for consistent attrition. These levels will help ensure that optimal operational minimums are maintained, which will lead to the more efficient and consistent delivery of police services for the community. At the same time, there is a need to staff various non-sworn positions, which include reallocating personnel and adjusting some other duties and responsibilities. These efforts are intended to create operational efficiency and to most effectively utilize the resources allocated to the police department.

In addition to the need for personnel, BerryDunn noted significant limitations for the NPD relating to the use of technology. Admittedly, much of these limitations are due to configuration issues with the new RMS, and other peripheral software and hardware applications. The NPD can realize significant improvements in overall efficiency through the use of technology, and, as with the recommendations in this report relating to staffing, BerryDunn strongly recommends working quickly toward these solutions.

As indicated in the beginning of this report, it was necessary for BerryDunn to *freeze* certain conditions in order to conduct this assessment. However, this does not mean that the NPD has been constrained from making various changes during this process. In fact, BerryDunn worked with the NPD during the course of this project to inform key leaders on areas requiring more immediate attention. NPD staff have responded positively in this regard, operating in a process of continuous improvement during the time of this study. Accordingly, some of the recommendations made by BerryDunn have already been acted upon by the NPD, and some others are in queue. At BerryDunn's request, NPD staff have provided a list of these efforts as they relate to the assessment recommendations, and these are outlined in Appendix D of this report.

It is BerryDunn's sincere hope that this report and the associated recommendations serve to provide positive guidance, and that this report is viewed as a valuable resource, not only for the NPD, but also for the government officials for the City of Northglenn, who work together on behalf of the public to provide policing excellence for the community.

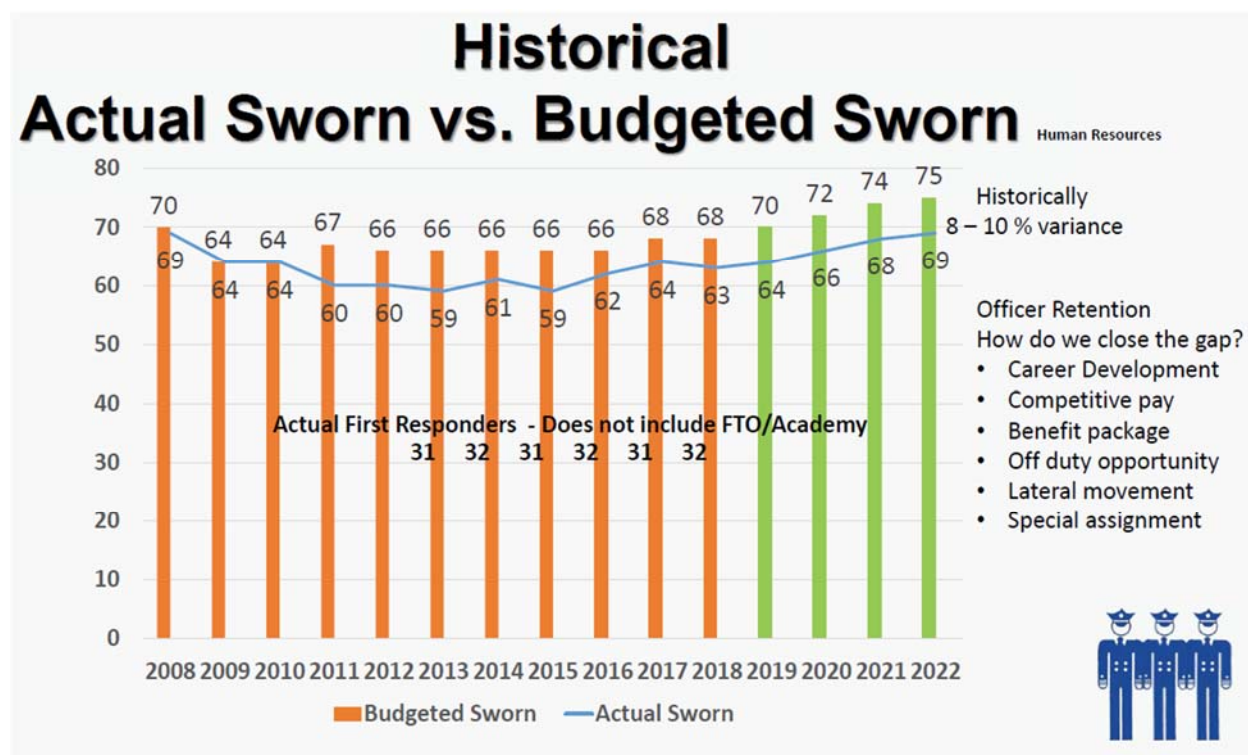
II. Staffing Summary

As part of this project, the City asked BerryDunn to review the five-year police department staffing plan adopted by the City Council in 2019. The report included data from a 2012 analysis, as well as data from an International City/County Management Association (ICMA) peak workload staffing analysis that was completed in 2018. The process outlined for the 2012 analysis follows a technical methodology that seeks to identify workloads for patrol. Without a detailed analysis of the data, BerryDunn cannot evaluate the results. However, because the study is eight years old, it is outdated and has little relevance in the current work environment for the NPD.

The data from the ICMA is scant, and BerryDunn cannot draw any conclusions from it. However, BerryDunn is familiar with the workload calculation methods used by the ICMA, which rely on a 60% workload factor for obligated workload and administrative tasks. As BerryDunn has shown elsewhere in this report, calculating administrative workloads is nearly impossible, and grouping these numbers with the obligated workload does not produce accurate results.

Within the staffing plan, BerryDunn noted Figure 21 (reproduced below), which reflects budgeted positions as compared to actual positions staffed.

Figure 21: Actual vs. Budgeted Staffing



Source: NPD Staffing Plan Document

This figure clearly identifies the challenge for the NPD in maintaining an optimal staffing level. The department has consistently operated between 8% – 10% below authorized position levels, due to attrition and lag time in hiring. This table further illustrates why the City needs to adjust the authorized hiring level for the NPD, so the department can remain optimally staffed on a consistent basis.

The proposed recommendations in the five-year staffing plan called for increasing the sworn staffing for the department to 80 by 2022. This plan was approved by the City Council. Based on data from the plan, BerryDunn created Table 96, which represents the agreed-upon, five-year plan.

Table 96: Proposed NPD Five-Year Staffing Plan

	2018 Adopted	2019 Proposed	2020 Proposed	2021 Proposed	2022 Proposed	2023 Proposed
Police Officer	54	56	59	60	63	65
Sergeant	9	9	9	10	10	10
Commander	4	4	4	4	4	4
Chief	1	1	1	1	1	1
Total FTEs	68	70	73	76	78	80
FTEs Increase		2	3	3	2	2

Source: NPD Staffing Plan Document

Although Table 96 provides information concerning position totals, it does not break those positions out in terms of the different job assignments. BerryDunn will provide additional details below, but based on the analysis completed for this study, the staffing numbers proposed in the five-year work plan are consistent with BerryDunn's findings.

To summarize the current and approved staffing levels at the NPD, and to compare these to the recommendations from this report, BerryDunn has created Table 97. The table lists the current positions within the NPD, as well as those proposed by BerryDunn. In the current column, BerryDunn has provided the number of positions allocated for each job (including vacancies). The years 2021 and 2022 include additional personnel allocations, based on the positions approved in the staffing plan. BerryDunn is aware that some revisions in the placement of personnel, from what was initially determined in the five-year staffing plan might have occurred; however, the data from the plan have been included for illustration purposes. The current + or – column shows the adjustments recommended by BerryDunn, added or subtracted from the current staffing allocations (not those proposed for 2021 or 2022). The new total column, shows the new staffing totals after adding/subtracting these from the current allocations.

Table 97: Current and Proposed Staffing Summary

Position	Current	2021	2022	Current + / -	New Total	Position	Current	2021	2022	Current + / -	New Total
Chief of Police	1	1	1		1	PIO/Crime Analyst	1	1	1	-1	
Deputy Chief of Police				1	1	Executive Officer/Crime Analyst				1	1
Commander	4	4	4	-2	2	PIO				1	1
Lieutenant				3	3	Administrative Technician (Chief)	1	1	1		1
Sergeant - Professional Standards	1	1	1		1	Administrative Specialist (Support)	1	1	1		1
Sergeant - Patrol	6	6	6	-2	4	Administrative Specialist (Patrol)	1	1	1		1
Sergeant - Investigations	1	1	1		1	Administrative Specialist (Investigations)		1	1		
Sergeant - Special Enforcement Team			1			Records Manager	1	1	1		1
Sergeant - Training	1	1	1		1	Records Supervisor				1	1
Corporals - Patrol				6	6	Records Staff	10	10	10	-1	9
Investigators - General	9	10	11	3	12	Animal Control	2	2	2	-2	
Investigators - NMDTF	2	2	2		2	Community Service Officers				4	4
Officers - Patrol	39	39	40	2	41	Criminalist	1	1	1		1
School Resource Officers	3	3	3		3	Evidence Tech	1.5	1.5	1.5		2
Community Resource Officers	2	3	4		2	Custodian	1	1	1		1

Officers - Traffic	3	4	4		3	Sub-Total: Non-Sworn Staff	20.5	21.5	21.5	3	23.5
Officer - Training	1	1	1		1	Totals	93.5	97.5	101.5	14	107.5
Sub-Total: Sworn Officers	73	76	80	11	84						

Source: NPD five-year staffing plan; BerryDunn calculations

BerryDunn has outlined each of these staff adjustments within the body of this report; however, there are some elements within this table that require additional comment. First, to aid in the discussion that follows, it might be helpful to clearly outline current staffing levels, those proposed by the five-year staffing plan, and those recommended by BerryDunn. These are included in Table 98.

Table 98: Current, Approved, and Recommended Staffing Levels

Staffing Description	Total
Current Sworn Staffing Level:	73
Proposed Sworn Staffing Level From Staffing Plan	80
Proposed Sworn Staffing Level – BerryDunn	84
Current Non-Sworn Staffing Level	20.5
Proposed Non-Sworn Staffing Level From Staffing Plan	21.5
Proposed Non-Sworn Staffing Level – BerryDunn	23.5

Source: Five-Year Staffing Plan/BerryDunn Calculations

As indicated above, the recommendations from BerryDunn are closely aligned with the five-year staffing plan, at least with respect to total numbers. The staffing plan called for 80 sworn officers by 2022, and BerryDunn is recommending 84. The staffing plan also called for 21.5 non-sworn staff, and BerryDunn is recommending 23.5. Despite these similarities, there are some variations to point out.

The staffing plan calls for the addition of one full-time sergeant for the special enforcement team (SET). The staffing plan also calls for four community relations officers, and four traffic officers. Although BerryDunn can see value in each of these roles, adding these positions would effectively remove positions from patrol. The Patrol Division is the backbone of the agency, and staffing it fully must be the priority. Moving staff into specialty roles should be done cautiously, to help ensure that the patrol responsibilities can be managed at the optimal level.

Given the structure of the NPD, BerryDunn sees little value in adding a SET sergeant. Typically, SET units have multiple personnel, and these units are used for specific deployments. The NPD does not have sufficient staffing to allocate a unit to special enforcement, and accordingly, adding a SET sergeant is not practical. However, if the NPD intends to use the traffic unit in a special enforcement role, in addition to traffic, then promoting one of these officers to sergeant to supervise that unit would be reasonable.

For the traffic unit, the NPD has proposed adding staff to bring this unit up to four officers. Although BerryDunn recognizes that traffic enforcement is a concern in the City, these duties should not rest with a single unit. Instead, they should be part of each patrol officer's duties as well. With the additions to patrol, officers should have sufficient time to work traffic. This could occur independently, in collaboration with the traffic unit, or with guidelines on areas where traffic enforcement should be occurring to enhance roadway safety. Again, while perhaps valuable, patrol will benefit more directly from this position than the traffic unit.


Similarly, the NPD has proposed adding additional community relations officers, bringing this unit up from two officers to four. Again, the purpose of adding positions to patrol is to optimize and balance workloads, so that patrol staff will have time for additional duties. Those include COP and traffic. As BerryDunn explained elsewhere in this report, COP needs to be the responsibility of everyone in patrol, not just those in a dedicated unit. Many departments have found that the larger the COP unit is, the less effort line staff dedicate to these duties. As a result, the two additional officers identified for this unit should be allocated to patrol instead.



The last remaining item concerns the administrative specialist position. The staffing plan included the addition of one position. Given the restructure proposed by BerryDunn, this position would not be needed.



The proposed staffing changes and organizational structure outlined in this report should result in optimized operations for the NPD. Still, it is up to the NPD and the City, including government officials, to make these determinations and to set staffing priorities. Accordingly, it is possible, after further discussion, that the City and the NPD might suggest modifications to what


BerryDunn has proposed. As noted early in this report, BerryDunn feels strongly that final decisions of this nature should be made at the local level, in consideration of the recommendations provided, and BerryDunn encourages the NPD and City to have these discussions in the interests of making those decisions.


Appendix A: Findings and Recommendations


Organizational Leadership and Culture		
No.	Department Strategic Plan	Overall Priority
<i>Chapter 2 Section I: Mission, Vision, and Goals</i>		
2-1	<p>Finding Area: The department lacks a meaningful department strategic plan supported by strategic communications, training, and community engagement plans.</p> <p>The department is currently working on a new mission statement, vision, values, and goals and objectives, but the effort has been put on hold and department members consistently report uncertainty about its status. Top leadership at the NPD express a strong commitment to COP. However, most officers BerryDunn interviewed could not articulate a meaningful or effective understanding of COP and POP or how those strategies can support department mission, vision, values, and goals. In addition, the NPD has received no specific COP or POP training recently or regularly.</p>	 High
	<p>Recommendation: The NPD should initiate and utilize a formal and professional strategic planning process to develop a clear and articulable mission, vision, and core values along with supporting and guiding policing strategies.</p> <p>This department strategic plan should be supported by strategic plans in several critical areas: communications, training/recruiting/retention, community engagement, and traffic safety. The department strategic plan and supporting plans should clearly support department strategies, mission, vision, and values; and lay out a course for communicating, supporting, evaluating, and revising that plan. The planning and implementation of a strategic plan should include developing a deliberate strategy to roll out, communicate, socialize, and reinforce the new mission, vision, values, and policing strategies. The routine reinforcement of these values should include, at a minimum, employee on-boarding, cadet training, field training, continuing education opportunities, detective selection, performance evaluations, promotional processes, specialized assignment selection, informal opportunities such as roll call and department events, regular internal department communication, and external communications. Team training on core strategies (e.g., COP and POP, DDP and ILP, Victim-Centered and Trauma-Informed Policing)</p>	
No.	Internal Communication	Overall Priority
<i>Chapter 2 Section IV: Communication</i>		
2-2	<p>Finding Area: Internal communication is an operational challenge and has contributed to, and/or magnified many other operational problems for the department.</p>	


Organizational Leadership and Culture		
	<p>Communication was the most common topic initiated by employees other than staffing. Importantly, almost all employees agreed communication had improved dramatically with particular compliments for the handling of the IA process under Commander Walts, and the implementation of the chief's advisory committee.</p> <p>Recommendation: Develop a communications strategic plan which supports the department strategic plan, and the department mission, vision, values, and internal goals and objectives.</p> <p>Within a policing environment that includes a diversely scheduled 24/7 work force, it is critical to develop communication processes that work to help ensure that all messages reach their intended target. This must be done in a timely manner, and it must provide for consistent and accurate messaging. There can never be too many avenues of communication capacity, and redundancy with internal communications can be a positive attribute, especially when combined with operational transparency.</p> <p>BerryDunn recommends that the NPD conduct a series of internal discussions to determine how to improve communications. These discussions should focus on current gaps in practice and establishing ongoing formal mechanisms to overcome any identified gaps. The results of these discussions and decisions should be produced in a formal communications plan.</p>	 Medium
No.	Organizational Leadership	Overall Priority
Chapter 2 Section V: Management and Supervision		
2-3	<p>Finding Area: The NPD has had several operational challenges in recent years, which have included the departure of key command-level personnel. The current command staff, which includes two long-term NPD commanders and two commanders who were recently hired externally, have not coalesced, and as a result, the command staff has faced communication, collaboration, and unity of purpose issues.</p> <p>Recommendation: BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff.</p> <p>BerryDunn recognizes that even in the best conditions, communication and teamwork challenges are common within leadership ranks. For the NPD, the presence of these issues is perhaps more critical, given the operational difficulties the organization and staff have endured in recent years.</p> <p>It is evident to BerryDunn that there are numerous factors that have contributed to a lack of cohesiveness among the command staff. Still, it is vital to organizational success that the command staff work as a team and in constant support of each other and the public safety mission of the department.</p> <p>BerryDunn urges the NPD administration to take steps to develop a unified approach to organizational leadership among the command staff. This should include, at a minimum:</p>	 Critical


Organizational Leadership and Culture		
	<ul style="list-style-type: none"> Establishing clear expectations for command staff Promoting group problem-solving and collaboration Encouraging cross-division communication <p>Demonstrating unified leadership to everyone within the organization</p>	
No.	Traffic Unit Strategic Plan	Overall Priority
<i>Chapter 2 Section V: Management and Supervision</i>		
2-4	<p>Finding Area: The NPD is in the process of implementing a traffic unit. There is currently no plan in place to describe the functions, strategies, or priorities of this unit, or how the NPD will direct and monitor unit activities and success.</p>	 <p>Critical</p>
	<p>Recommendation: The NPD should develop a comprehensive strategic plan for the traffic unit.</p> <p>It is clear to BerryDunn that traffic is a concern within the community. Several community leaders and members, as well as police and school officials, communicated this to BerryDunn. To help ensure that the efforts of this unit are most effective, the NPD should prepare a comprehensive traffic safety strategic plan that outlines the issues the department expects this unit to address, the stratification of traffic duties and responsibilities, the overall department-wide response, and identification of performance measures for the traffic unit, including how success will be defined and measured.</p> <p>The purpose of this plan should be to provide operational clarity for the unit and the department and to build a level of intentionality to the efforts of traffic unit personnel.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>	
No.	Victim-Centered Approach	Overall Priority
<i>Chapter 2 Section V: Management and Supervision</i>		
2-5	<p>Finding Area: The NPD recently launched a local version of the Start by Believing campaign. The department initiated this campaign, in part, due to the perceived need to shift the internal culture within the NPD to one in which victim reports are fully legitimized.</p>	 <p>Critical</p>
	<p>Recommendation: The NPD administration needs to clearly reinforce support for the Start by Believing campaign and a general victim-centered and trauma-informed response by all employees.</p>	



Organizational Leadership and Culture		
	<p>Although the NPD recently initiated a Start by Believing campaign, numerous interviews the BerryDunn team conducted with employees and community partners suggest an internal culture at the NPD in which officers believe there is a significant false reporting rate for various crimes, including sexual assaults. Although BerryDunn recognizes that some reported crimes are false, the approach used by those investigating crimes can result in a self-fulfilling prophecy. Crime victims often have a heightened sense that others will not believe them and when this is combined with questions from an officer or an investigator that suggest and/or affirm that disbelief, many crime victims will shut down, recant their statements, or simply walk away. These actions do not mean that the report was false; rather, they are often an indication of an investigative approach this is not victim-centered.</p> <p>To help ensure that the Start by Believing campaign is successful, that the department is doing a professional job of supporting victims and investigating crimes, and that no culture develops that subscribes to a philosophy in which high false reporting rates are occurring, the NPD should take immediate and decisive steps to promote and sustain a culture that addresses these concerns.</p> <p>The NPD administration needs to clearly reinforce support for the Start by Believing campaign and a general victim-centered and trauma-informed response by all employees. There are several steps the NPD might wish to consider, but BerryDunn recommends, as a first step, a review and update of all victim-related policies and procedures (in collaboration with victim services and community-based advocates) including referral and response guidelines, and implementation of training on trauma-informed and victim-centered approaches.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p>	
No.	Staff Development	Overall Priority
Chapter 2 Section VI: Mentoring and Coaching		
2-6	<p>Finding Area – Personnel Development: The NPD does not have a formal staff development system that includes coaching, mentoring, or succession planning. Although the NPD explained that they are in the process of developing a mentoring program, it has not been rolled out to the department.</p> <p>Based on interviews with staff, it is evident that some supervisors coach and mentor certain team members on their own, including identifying those they feel might be good leaders in the future. However, this system has been done informally, and not everyone is afforded the same opportunities.</p> <p>The lack of a personnel development system is not exclusive to line-level staff. Supervisors also expressed that there is no formal system of mentoring, coaching, or training for them in their supervisory roles.</p>	 Medium
	<p>Recommendation: The NPD should develop a set of procedures surrounding personnel development that includes coaching, mentoring, staff development, and succession planning.</p>	



Organizational Leadership and Culture		
	<p>Career development and succession planning programs involve a structured process that provides for individual growth, exposure, and development at all levels of the organization. These programs help individuals to be more productive, efficient, and effective in their current roles, which increases job performance and improves overall job satisfaction. In addition, these programs also prepare individuals to ascend to leadership positions, if they are interested in that progression.</p> <p>Regardless of whether certain persons ascend the promotional ladder, the development of personnel and providing them with enhanced training helps staff to see the organization through the lens of organizational leaders, and this broadens their perspective.</p> <p>In order to help ensure success within each operational role and to prepare those within the department for promotion to supervisory and command-level positions, the department must create an atmosphere that not only encourages personnel development, but one that specifically prepares staff for those opportunities through an intentional process. BerryDunn recommends that the NPD develop a formal coaching, mentoring, and succession planning program for staff, and that the program be implemented both in policy and practice.</p> <p>Note: The NPD began this process during this project. See Appendix D.</p>	
No.	Performance Appraisals	Overall Priority
Chapter 2 Section VII: Performance Appraisals		
2-7	<p>Finding Area – Performance Appraisals: The current performance evaluation system is generic and is considered marginally useful at all levels of the NPD organization.</p> <p>The current system was designed by human resources for the City of Northglenn. The format is generic and does not include any job-specific evaluation. The system does not provide any standards or measurements, and it does not include any standardized mechanism for personnel development and/or monitoring of goals. Staff within the NPD, sworn and non-sworn, expressed their displeasure with the lack of specific information pertaining to their individual positions.</p>	 Medium
	<p>Recommendation: The NPD should engage a collaborative process to evaluate the current performance appraisal system in use, to develop a system that will more closely conform to the needs and desires of the leadership and staff within the department.</p> <p>To achieve its public safety mission, the NPD must depend upon satisfactory work performance from all its employees. From an accountability standpoint, this means that staff should know what is required of them, and there should be a process to evaluate their performance against those expectations. Although the appraisal forms reviewed by BerryDunn appear to solicit some good information from both the employee and the supervisor, they do not include performance standards and measures, and they are general in nature. In addition, there is no process for personnel development and no system for monitoring progress against goals or future development opportunities.</p> <p>One of the key areas noted by staff, and a concern shared by BerryDunn, is the generic nature of the current system and the lack of job-specific evaluative criteria. Ideally, each performance appraisal should be tailored to each</p>	


Organizational Leadership and Culture		
	<p>assignment and include criteria and measures that can be assessed against the performance of that employee. Although a formalized job task analysis provides one mechanism for the development of such standards, this is an arduous process, which can be time-consuming and expensive. Alternatively, the NPD could develop a small number of KPAs for each position, and these could be incorporated into the process.</p> <p>It is imperative that staff have some level of confidence in the appraisal system in use, otherwise, staff will find little value in going through the process, and it will become simply a perfunctory duty. To help ensure that the system in use in Northglenn is valued and worthwhile, BerryDunn recommends that the NPD engage a collaborative process to design a system that will better suit the needs of the staff and the organization.</p> <p>BerryDunn notes it is important to point out here that human resource departments often have very sound reasons for the layout of the performance appraisals they produce. Accordingly, it is critical to include representatives from human resources in this process.</p>	
No.	Review of Survey Results	Overall Priority
Chapter 2 Section IX: Workforce Survey		
2-8	<p>Finding Area – Organizational Culture and Climate: The culture and climate survey includes substantive feedback from staff that highlights several areas of concern.</p>	 Medium
	<p>Recommendation: The NPD should review the quantitative and qualitative survey responses and consider any appropriate actions.</p> <p>The organizational climate survey provides organizational leaders with substantive data to consider, which reflects various perspectives of staff. However, the true value in this information is not in what it conveys, but rather, in what categories this information prompts additional inquiry, discussion, and action. BerryDunn encourages the leadership at the NPD to examine the survey information from this section and consider engaging in follow-up in the appropriate areas.</p>	


Operations and Staffing		
No.	Organizational Restructure	Overall Priority
Chapter 3 Section I: Organizational Structure		
3-1	<p>Finding Area: The current organizational structure of the NPD is not optimized to support department goals.</p> <p>The department has faced recent operational challenges—including a high rate of employee turnover—that might have contributed to the current organizational structure performing sub-optimally, particularly in regard to accountability of command staff (as noted in Chapter 2) and the ability of first-line supervisors to train, coach, and actively supervise a department that is young in tenure. The</p>	 High


Operations and Staffing		
	<p>department has experienced struggles with employee retention and has no formal professional development program in place to cultivate and develop future leaders.</p> <p>Recommendation: The NPD should reorganize the operational structure of the department, consistent with the proposed recommended structure developed collaboratively with NPD administration.</p> <p>The revised department structure should support larger organizational transformation goals including professional development and accountability of command staff (as discussed in Chapter 2), additional capacity for training, coaching, and active supervision at the first-line level, increased opportunities for both promotion and professional development of future leaders, enhanced internal communication, and a demonstrated commitment to community-oriented, data-driven, and victim-centered policing.</p> <p>Reorganizing the NPD includes several personnel adjustments:</p> <ul style="list-style-type: none"> • Convert one current commander position (open) to a deputy chief • Convert one current commander position (open) to lieutenant • Convert two current sergeant positions (from patrol) to lieutenant • Create two or three corporal positions per patrol team • Convert current PIO/crime analyst position to a PIO/executive officer position • Create a new full-time crime analyst position • Convert one records position to a supervisor position • Convert animal control personnel to an expanded role and add two personnel to this unit <p>All personnel adjustments and recommendations are outlined in Table 97.</p>	
No.	Continuity of Supervision	Overall Priority
Chapter 3 Section I: Organizational Structure		
3-2	<p>Finding Area: Although the NPD has routinely appointed acting sergeants, and recently acting commanders, there is no formal selection process or established standard for this process.</p> <p>Recommendation: NPD should formalize the policy and process for filling acting positions for all ranks, and work to ensure that policy is consistent with City human resources policy and the Fair Labor Standards Act. This will support complementary recommendations in this report about enhancing the internal communications approach and will support recommendations about developing a formal coaching/mentoring/professional development plan. Developing this policy should occur collaboratively and should consider past practices, including any prior processes used.</p>	 <p>Medium</p>



Operations and Staffing		
No.	NMDTF Performance and Accountability	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-3	<p>Finding Area: The NPD assigns personnel to the NMDTF but has no prescribed written guidelines, expectations, or reporting requirements for NPD personnel assigned to this unit.</p>	 Medium
	<p>Recommendation: The NPD should work with the NMDTF to develop a set of performance guidelines, expectations, and reporting processes, to help ensure that NPD personnel are meeting expectations, and that their work with the NMDTF is supporting the overall public safety mission of the NPD.</p> <p>Although BerryDunn recognizes the valuable purpose served by drug task forces, it is also important to have clear expectations for assigned personnel, along with a mechanism for supervising them and evaluating them against those expectations. At a minimum, these should include reporting lines of authority and supervision, reporting on unit activity, and reporting on individual activity that supports the mission of the unit and the police department.</p>	
No.	Reclassification of Animal Control	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-4	<p>Finding Area: Converting the animal control unit to a CSO unit would reduce the workload volume for patrol and shift a certain portion of the workload to non-sworn personnel, resulting in reduced costs for the City.</p> <p>There are numerous tasks that CSOs could perform, which do not require a sworn officer and which would remove this obligated workload burden from patrol.</p>	 Medium
	<p>Recommendation: The NPD should convert and reclassify the duties and job title for the animal control unit to a CSO unit and add staffing to support patrol operations.</p> <p>From BerryDunn's perspective, CSOs could manage numerous support functions, including animal control, parking, crowd and traffic control, assistance on motor vehicle crash scenes and crime scenes, and park patrols, among others. BerryDunn is aware that the animal control officers are already performing some of these functions. However, regardless of the final configuration, converting animal control to a CSO unit would offset a substantial amount of workload that sworn staff.</p> <p>Given the potential benefits and suggested expansion of job duties, BerryDunn recommends that the NPD convert the animal control officers to CSOs and add two personnel to the unit, for a total of four full-time non-sworn staff members. BerryDunn sees significant value in shifting duties from patrol staff to CSOs, as this would ease the workload burden for patrol staff.</p>	



Operations and Staffing		
No.	Report Writing and Review Process	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-5	<p>Finding Area: The report-writing and review process for incident and arrest reports requires adjustments to improve quality control and ensure author responsibility for the overall quality and contents.</p> <p>Patrol officers will often only complete the arrest module and then the records unit will complete the actual incident report. The records unit also reports routinely fixing errors and completing incident reports for patrol. The report-writing process does not correctly place the burden for quality on the author of the report. Supervisors are not ensuring report quality, and those drafting reports are not being held responsible for creating a quality document.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD needs to revise the report-writing process to place report quality on the author of the report. The process needs to be modified so that supervisors provide quality assurance, education, and guidance to officers, such that the quality of their reports improves and fewer errors and need for revisions occur.</p> <p>The NPD should implement procedures to return all incomplete or missing reports to patrol and require the supervisor to ensure the officer completes them properly. Supervisors should be required to review and approve all arrest report modules and all incident reports. The NPD should collaborate with local prosecutors to provide enhanced training on completing probable cause affidavits and arrest reports versus writing complete incident reports within the arrest module.</p> <p>In addition to general revisions to the report writing process, the NPD should consider requiring officers to collect and report on solvability factors within RMS for all criminal cases. See policy 600.5.1, and Chapters 4 and 8 of this report for additional details.</p>	
No.	Records Unit Schedule	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-6	<p>Finding Area: Adjusting the schedule of the records department to be staffed 24 hours per day would save the NPD substantial money currently being paid to ADCOM for overnight NCIC/CCIC computer monitoring.</p> <p>The NPD pays ADCOM \$58,000 per year to monitor urgent NCIC/CCIC messages. If the NPD were to staff the records unit 24 hours a day, NPD could perform this function and it would be unnecessary to pay ADCOM this money.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD should explore the feasibility of changing the hours of the records unit to cover 24 hours per day.</p> <p>Officers report delays in obtaining information from ADCOM during the overnight shift, as well as a desire to have records staff available to assist with monitoring</p>	


Operations and Staffing		
	<p>persons in the temporary holding rooms, assisting with processing paperwork, and other tasks.</p> <p>The records unit used to be staffed on a 24-hour basis, but due to challenges in keeping staff during the third shift, this was abandoned. Instead, the NPD now pays ADCOM for computer monitoring services. BerryDunn recognizes that hiring and keeping staff who are willing to work the overnight shift can be challenging. However, there would be operational benefits to doing so, and it would likely result in a cost savings to the department. Accordingly, BerryDunn recommends that the NPD explore a schedule revision to accommodate 24-hour coverage in the records unit. To be clear, BerryDunn is not recommending additional personnel. The recommendation would include moving existing or replacement personnel into the overnight shift.</p> <p>In conjunction with the discussion on moving the records unit to a 24-hour operation, the NPD should consider creating a second formal supervisor within the unit.</p>	
No.	Report/Crime Clearance	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
	<p>Finding Area: Data indicates the NPD is using clearance and closure categories incorrectly.</p> <p>Based on a review of case data provided to BerryDunn by the NPD, it appears there are numerous errors in case classification. Case closure or clearance categories are established by the FBI, and the application of these is not always clear to all staff. Using closure and clearance codes correctly helps ensure accurate reporting, so that appropriate data analysis can occur.</p>	
3-7	<p>Recommendation: The NPD should ensure a clear understanding of the protocols for all case clearance and closure classifications, train appropriate personnel on their use, and take steps to apply these uniformly throughout the department.</p> <p>Although not all personnel within the NPD are responsible for setting case closure or case clearance codes, all personnel who have these responsibilities should be trained in their use. Moreover, unit supervisors and the records unit should routinely monitor the use of these codes to ensure they are being applied correctly.</p>	 Medium
No.	Supplemental Duty Assignments	Overall Priority
Chapter 3 Section III: Support Services, Specialty Programs, and Assignments		
3-8	<p>Finding Area: Specialized and ancillary functions necessary to service delivery have aggregated among a few individuals and need to be reviewed for redistribution.</p>	



Operations and Staffing		
	<p>Having too many ancillary duties assigned to a small number of people results in some employees feeling overburdened and other employees feeling they are missing opportunities to contribute and develop professionally. It can also cause service delivery issues if tasks accumulate disproportionately.</p>	 Medium
	<p>Recommendation: The NPD should inventory, review, and redistribute specialized/ancillary functions in a deliberate, collaborative, and transparent manner.</p> <p>The NPD should implement an annual or biannual review of distribution of these additional responsibilities and produce and distribute a chart of specialized and ancillary functions to visually demonstrate distribution of these responsibilities and opportunities.</p>	

Patrol Services		
No.	Documenting Possible DV Incidents	Overall Priority
Chapter 4 Section III: Calls for Service Analysis		
4-1	<p>Finding Area: It is not the current practice of the NPD to fully document all family/intimate partner disturbance calls when there is no allegation of criminal activity or assault.</p> <p>Note: The NPD has been working on this process during this project. See Appendix D.</p> <p>Recommendation: The NPD should require a written report for all possible DV incidents.</p> <p>Based on data provided to BerryDunn, the NPD does not routinely document family or intimate partner disturbance calls when there is no apparent crime and/or there is no allegation of a crime or assault. Domestic violence (DV) is a serious crime that is often the most frequent person crime within any community. Based on preliminary data, the NPD responded to 676 DV incidents in 2019. However, in many cases, victims are reluctant to provide details to the police, which can result in significant underreporting. In addition to the DV incidents noted above, the NPD responded to 204 family disturbance incidents and 725 other disturbance calls in 2019.</p> <p>In contrast to many police calls, a prior history of calls and behaviors is a critical element in understanding DV incidents and in preventing them from escalating or recurring. To help ensure that all possible DV incidents are properly documented, the NPD should require a full incident report that details the event, for all disturbance calls involving family members, intimate partners, and same-household residents. This is a national best practice and this level of documentation should be the baseline for a robust DV prevention, intervention, and investigation strategy for the NPD.</p>	 Critical



Patrol Services		
No.	Updating DV Response	Overall Priority
<i>Chapter 4 Section III: Calls for Service Analysis</i>		
4-2	<p>Finding Area: The NPD DV response policy does lacks best practices elements, and it does not include a lethality assessment provision.</p> <p>DV is often the most frequent crime against a person in the community. In addition to the frequency of DV, homicides of women (in particular) at the hands of an intimate partner, represent a high portion of female murders around the world. The use of a lethality assessment and a robust DV investigation and support policy, can leader to greater offender accountability, and a safer environment for DV victims.</p>	 High
	<p>Recommendation: In addition to ensuring full reporting on all DV cases, the NPD also needs to update their domestic violence policy and the associated procedures.</p> <p>Although policy 309 of the NPD policy manual outlines response to DV cases, the policy is in need of revision. The policy does not include a lethality assessment as a part of the DV response protocols, and this is a national best practice for law enforcement. The NPD should review all of it DV response protocols with all appropriate stakeholders, and develop a revised policy that includes a lethality assessment.</p>	
No.	Revise Patrol Districts	Overall Priority
<i>Chapter 4 Section III: Calls for Service Analysis</i>		
4-3	<p>Finding: The CFS volumes within the patrol districts are unbalanced, contributing to operational and CFS response issues.</p> <p>Balancing patrol district volumes will contribute to improved community-policing efforts by officers.</p>	 Medium
	<p>Recommendation: The NPD should examine the patrol districts and revise their structure and the associated personnel allocations.</p> <p>BerryDunn favors the use of a patrol district/beat structure for several reasons, including workload management, response times, a broad distribution of personnel, and deployments that support community-policing efforts.</p> <p>The department should evaluate the size and structure of the current districts to determine whether adjustments should be made. This should include consideration of the volume of each district, as well as geographic boundaries.</p> <p>The department should ensure proper staffing of each patrol district, based on CFS volumes, as identified in this report, or as adjusted, based on any district revisions.</p> <p>The staffing and deployments of personnel should be designed to minimize out-of-district response.</p> <p>Although it is tied to work schedule design, the NPD should deploy personnel consistently within patrol districts, in keeping with the concept of geographic</p>	



Patrol Services		
	policing and in order to support continuity of staffing as part of an overall community-policing strategy.	
No.	Develop a Supplanting Code for Ease of Analysis	Overall Priority
Chapter 4 Section IV: Patrol Staffing Analysis and Calculations		
4-4	<p>Finding Area – Supplanting: Numerous units with the NPD that are not assigned primary patrol and CFS responsibilities assume primary CFS duties on a case-by-case basis. This process is referred to as supplanting.</p> <p>Based on a review of the data in CAD, there is substantial supplanting of the Patrol Division by various officers. At present, there is no clear method to identify the level of supplanting occurring.</p>	 Medium
	<p>Recommendation: The NPD should establish a supplanting CAD code that clearly identifies that the CFS response was managed by a non-patrol unit on behalf of the Patrol Division.</p> <p>At present, various non-patrol units within the NPD assist the Patrol Division by taking CFS, when the patrol units are too busy to handle them. Supplanting artificially lowers the obligated workload for patrol, and makes a full analysis of the data difficult.</p> <p>BerryDunn recommends that the NPD add a disposition code of <i>Assist Patrol</i> within CAD, and that non-patrol personnel use this code when taking a CFS for patrol. This will make future analysis of the obligated workload easier and more accurate.</p>	
No.	Examine Patrol Schedule for Revision	Overall Priority
Chapter 4 Section IV: Patrol Staffing Analysis and Calculations		
4-5	<p>Finding Area – Patrol Work Schedule: The patrol work schedule for the NPD is not effectively or efficiently meeting staffing and personnel distribution needs for the department.</p> <p>The patrol schedule lacks flexibility and consistency, it does not minimize the use of overtime or appropriate staffing in all patrol zones, and it does not adjust to peaks and valleys in leave time.</p> <p>Because of continuity of scheduling issues, the current patrol work schedule does not consistently align with geographic policing expectations, and this reduces the ability of the department to fully engage COP work in each of the patrol zones.</p>	 High
	<p>Recommendation: The NPD should make revisions to the patrol work schedule to maximize efficiency and distribution of personnel.</p> <p>Based on the numerous data provided, it is evident that the current work schedule in use by the NPD is not maximizing the use of personnel. Overall, the schedule lacks the flexibility to adjust to leave varied periods and lacks continuity of staffing.</p>	

Patrol Services		
	<p>BerryDunn understands the complexities in making adjustments to the patrol work schedule. Patrol staff are significantly affected by these changes, and those adjustments can impact the lives of staff in a variety of ways. Although BerryDunn recognizes and understands these apprehensions, the current work schedule is not serving the agency well.</p> <p>BerryDunn recommends that the NPD engage a committee to review the work schedule, in light of the information contained in this report, and that a new schedule be developed that will meet department, staff, and community needs.</p>	
No.	Maximize Use of Alternative Reporting	Overall Priority
Chapter 4 Section VI: Alternative Response		
4-6	<p>Finding Area: Improvements and enhancements to the TRU/desk officer and online reporting system will improve operational efficiency for the NPD.</p> <p>The NPD currently uses personnel to staff the desk in the lobby of the police department and to take phone reports. The system is working, but maximizing the use of the TRU could reduce workloads for patrol. Similarly, the NPD also uses an online reporting system, but the number of reports received annually is low. Expanding the use of this system could also reduce patrol workloads.</p> <p>Recommendation: The NPD should take steps to maximize the use of alternative reporting methods, particularly the use of the TRU/desk officer and online reporting systems.</p> <p>Although the NPD already receives a number of phone and online reports, the NPD would benefit from more intentional routing of callers to the TRU/desk officer, and/or the online reporting system.</p> <p>Overall, the NPD should promote the use of these systems with staff, with the communications center, and within the community. As the community becomes more aware of their availability, a portion of the work will naturally shift to these areas.</p> <p>Increasing capacities in these areas will benefit the community, as it will increase the community's access to these services based on personal needs. Improving alternative reporting for the NPD will also reduce the obligated workload for patrol and provide additional capacity within the Patrol Division.</p> <p>One of the important considerations in fully implementing these processes involves gently guiding the public toward these resources. This will require a coordinated effort between the NPD and ADCOMM.</p>	 <p>Medium</p>
No.	Multi-Housing Approach	Overall Priority
Chapter 4 Section VIII: Other Patrol Operations		
4-7	<p>Finding Area: NPD personnel report that a few high-volume apartment complexes account for a great deal of patrol's workload.</p>	


Patrol Services		
	<p>BerryDunn notes that there does indeed appear to be an aggregation of calls for service at a few discrete multi-unit locations.</p> <p>Recommendation: Utilize a multi-unit city housing ordinance to address chronic problems at apartment complexes.</p> <p>While NPD does not currently possess a sophisticated data analysis function to thoroughly analyze the nature of this problem, this situation is a prime example of how problem-oriented policing and data-driven policing can contribute to more effective and efficient police response and, as their data analysis ability increases, NPD should thoroughly and regularly analyze calls for service at high activity locations such as apartment complexes.</p> <p>The City used to use apartment cards along with a three-strike ordinance. NPD personnel report the consequences were unenforced and, thus, ineffective and the cards fell out of use. NPD should re-visit utilization of a multi-unit city housing ordinance to address chronic problems.</p>	 Medium
No.	Follow-Up with Reporting Persons	Overall Priority
Chapter 4 Section VIII: Other Patrol Operations		
4-8	<p>Finding Area: NPD does not require patrol officers to contact reporting parties on community-initiated calls for service to inform them of the outcome. This is inconsistent with a community-oriented and problem-oriented policing approach and does not contribute to increased feelings of safety.</p> <p>Recommendation: When community members contact the police for assistance it is often because they are unable to safely address problems themselves. This can cause a great deal of anxiety and concern for the community member. One of the best things a responding officer can do to increase the community member's feelings of safety is to contact them and let them know the nature of the response and the resolution of the problem that prompted the call for help. NPD desires to be a community oriented policing agency. Ensuring timely, active, and transparent communication with community members is fundamental to core community-policing strategies. NPD should implement procedures which require patrol to contact all reporting parties – except those who explicitly request not to be contacted. Contact can be made in person or over the telephone or even by email when appropriate. Some calls for service will even warrant next day follow up and it is imperative patrol develop procedures to forward information to succeeding patrol shifts to help accomplish this.</p>	 Medium


Community Engagement		
No.	Refresh COP Expectations for NPD Staff	Overall Priority
Chapter 5 Section I: Community Policing		
5-1	<p>Finding Area: The NPD has a strong COP philosophy that has been successful in many ways. However, the NPD does not provide ongoing COP training, lacks a</p>	



Community Engagement		
	<p>clear explanation of department expectations for COP efforts for officers, and does not track those efforts substantially.</p> <p>The chief of police is well known for his strength in developing and maintaining community relationships. The NPD has the opportunity to leverage the chief's effectiveness to support a department-wide community-policing approach by expanding this relationship-building capacity throughout the department. Additionally, the NPD utilizes a Community Resource Officer who works extensively with the community. The combination of the chief's abilities and the consolidation of basic community-policing responsibility into the CRO function appears to have contributed to a common impediment to a community-policing approach—rank-and-file officers, supervisors, and commanders do not believe community policing is their responsibility.</p> <p>Recommendation: The NPD should build processes, opportunities, and expectations for all members of the NPD to actively support community policing by expecting all team members to engage in active, deliberate, and meaningful relationship-building and problem-solving with the community.</p> <p>One of the basic tenets of community policing is that it is the responsibility of every team member and not just specific units or individuals. Chief May has a deep and broad understanding and appreciation for COP and POP. The NPD can leverage that ability and reinforce the organizational value placed on these strategies by having Chief May personally teach COP/POP to all officers. NPD should then initiate tracking, measuring, monitoring of COP and POP activities and build them into performance evaluations and opportunities to pursue specialized assignments and formal promotions. NPD should coordinate this department-wide implementation of COP/POP with its department strategic plan and the supporting communications strategic plan to help ensure that formal and informal, internal and external communication support the value the department places on these strategies.</p>	 <p>High</p>
No.	Communications Strategic Plan	Overall Priority
Chapter 5 Section III: Connecting with the Community		
5-2	<p>Finding Area: Current use of social media appears intermittent and lacks organization that clearly supports department mission, vision, and values.</p> <p>Recommendation: The NPD should develop a social media/communications plan and policy, which support the department's strategic plan. The social media/communications plan should outline the use of social media to promote internal and external communication and transparency in a manner that reinforces department mission, vision, and values, as well as guiding policing strategies.</p> <p>Top leadership should deliberately and visibly include communications personnel as regular participants in command-level meetings to reinforce their value and authority in the department and so they can be aware of important events, discussions, opportunities, and challenges to the department and be able provide perspective from their valuable areas of responsibility and, likewise, be prepared to incorporate them in their operations.</p>	 <p>Medium</p>

Community Engagement		
No.	Homelessness	Overall Priority
Chapter 5 Section IV: Problem Solving		
5-3	<p>Finding Area: Problems associated with homelessness are a significant community concern, and department employees report that they utilize significant department resources.</p>	 <p>Medium</p>
	<p>Recommendation: Pursue a coordinated, multidisciplinary, co-produced, and inter-city plan to assess homeless population and devise community-appropriate responses.</p> <p>Public safety concerns and issues surrounding homelessness are a common COP and POP challenge. One of the most significant points is that many issues concerning homelessness are not criminal in nature, but the effects manifest deleteriously on community perceptions of safety. Consequently, police are often called upon to resolve these issues, yet criminal enforcement is often ineffective or even counterproductive. It is vital that any response to issues of homelessness include a coordinated, multi-disciplinary, co-produced, and inter-city plan that assesses the population, identifies specific problems, and devises community-appropriate responses supported by both law and community intentions. There are established promising practices in other communities that NPD should be exploring. One example is the Homeless Outreach Team utilized in Sarasota, Florida. There are also other examples of successful programs for the NPD to consider, and BerryDunn encourages the NPD to seek out successful programs and to study them for ideas they might incorporate in Northglenn.</p>	
No.	Co-Production Policing	Overall Priority
Chapter 5 Section VI: Community Co-Production Policing		
5-4	<p>Finding Area: The NPD has a strong COP foundation, but would benefit from operational reforms developed through a CCPP process.</p> <p>The NDP has a good reputation within the community that is well-deserved. However, national calls for reforming the policing industry demand an appropriate response, and for the NPD, having strong community relationships will aid efforts that seek greater community involvement and ownership of policing strategies for the City of Northglenn.</p>	 <p>High</p>
	<p>Recommendation: The NPD should formally adopt a CCPP model and work collaboratively with City leaders and the community to reform police operations and community involvement through this model.</p> <p>As a starting point, BerryDunn recommends that the City create a committee that represents the unique diversity of the community and possesses real and substantive authority to review and guide decisions about community safety, law enforcement, justice, and the roles, strategies, and approaches of policing within that broader environment. The committee should consider possible CCPP</p>	



Community Engagement		
	pathways, and produce a report that outlines areas for further exploration and implementation.	


Juveniles and Youth Engagement		
No.	Diversion and Arrest Alternatives	Overall Priority
<i>Chapter 6 Section III: School Resource Officers</i>		
6-1	Finding Area: The NPD SROs have used restorative justice practices successfully with youth offenders. Recent legislation in Colorado will affect how police agencies manage youth offenders for various cases. The Link is a community partner and resource the NPD can use to build better youth engagement policies.	 Medium
	Recommendation: The NPD should explore and build on the SROs experiences with restorative justice practices for youth offenders, and partner with The Link, to develop policies that support alternatives to arrest for juveniles, and other less restrictive methods for managing youth crimes.	


Investigations Services		
No.	Interviewing Sensitive Victims	Overall Priority
<i>Chapter 8 Section III: Policies and Procedures</i>		
8-1	Finding Area: NPD investigators routinely conduct interviews of juvenile victims. Industry best practices call for forensic interviews of juvenile victims to be conducted in a multi-disciplinary setting, and preferably by non-police personnel.	 High
	Recommendation: Change policy to require child advocacy center to perform forensic interviews of all juvenile victims using a multi-disciplinary team approach. Although BerryDunn recognizes the NPD has several investigators with significant training and experience in this area, best practices related to forensic interviews of juvenile victims involve a multi-disciplinary team approach and a shift to using non-police personnel to conduct them in a non-police setting. Within the law enforcement industry, there are special protocols for interviewing juvenile victims. These protocols have been established to help ensure accurate information from child victims, to increase the validity of juvenile statements and their acceptance within the courts, and to minimize victim trauma. Engaging a multi-disciplinary team, and shifting to using non-police personnel for these interviews also helps ensure consistency, and it removes arguments and concerns over coercion or leading questions in police-led interviews. Accordingly, BerryDunn recommends that the NPD change its policy and practices to require a child advocacy center (or other certified non-police forensic interviewer) and a multi-disciplinary team approach to perform forensic interviews of all juvenile victims. The NPD should also provide training to all investigators	



Investigations Services		
	regarding forensic interviewing, the neuro-biology of trauma, and trauma-informed interviewing.	
No.	Investigations Case Management Policy	Overall Priority
Chapter 8 Section III: Policies and Procedures		
8-2	<p>Finding Area: The Investigations Division does not have formal policies that outline case assignment, monitoring, and expected closure rates. The RMS has not been optimally configured to capture, monitor, and assess investigator workloads.</p> <p>In order to successfully supervise an investigations unit, it is necessary to have appropriate protocols and policies in place so that expectations are clear and so the department can implement monitoring and accountability measures.</p>	 <p>High</p>
	<p>Recommendation: The NPD should develop a set of policies that outline investigator expectations, including case reporting practices and expected case durations. The policy should include monitoring and accountability measures. At present, there is no formal process in place at the NPD that outlines investigator expectations on cases, frequency of effort and reporting on cases, and monitoring of those efforts. The current policy also does not elaborate on supervision of the unit, recommended closure timelines, decision-making on closing or inactivating cases, and regular review and accountability of investigative effort. BerryDunn recommends that the NPD develop a robust set of policies that address these issues and provide a greater opportunity to assess investigator efforts and unit success.</p>	
No.	Investigations Staffing	Overall Priority
Chapter 8 Section: Investigations Staffing Discussion		
8-3	<p>Finding Area: The Investigations Division is understaffed and requires additional personnel to fulfill its mission. The rotational structure for investigative personnel does not seem to be meeting operational goals. Investigators report performing triage over actual investigation, due to staffing limitations. Several staff told BerryDunn that the rotational nature of assignment to investigations has resulted in personnel leaving the department rather than being forced to return to patrol. If true, this is contributing to attrition rates, and significant experience is leaving the department, which could be avoided.</p>	 <p>Medium</p>
	<p>Recommendation: The NPD should add three full-time investigators to the general investigations staff. The NPD should also evaluate and consider revising the policy requiring rotations for investigations positions. Based on a thorough review of the data, the NPD should add three new general investigations positions to that division. In addition, per other recommendations, the NPD should revise policies, data collection, and supervisory processes so it can further evaluate investigations staffing needs. In addition, the NPD should review personnel records to determine the accuracy of anecdotal reports regarding retention of rotational assignment. If these anecdotal reports are</p>	

Investigations Services		
	accurate, this practice could be contributing to attrition, and adjustments to this practice might benefit the organization.	


Operational Policies		
No.	Pin and Pursuit Intervention (PIT) Policy	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-1	Finding Area: The NPD currently does not have a clear policy on when or if PIT maneuvers or vehicle pinning are allowed by staff. Note: The NPD completed this process during this project. See Appendix D.	 Critical
	Recommendation: The NPD needs to develop and implement a Pin and PIT policy as soon as practical.	
	BerryDunn is keenly aware of a recent incident in which officers of the NPD attempted to tactically pin a vehicle, which resulted in a series of unfortunate outcomes. At present, there is still a lack of clarity within the NPD as to what the department policy is on these issues.	
	Given the prior event and its seriousness, and due to the varied perspectives offered by personnel interviewed by the BerryDunn team, it is critical that the NPD draft, communicate, and implement a clear guiding policy on these issues as soon as possible.	
No.	Policy Revisions	Overall Priority
<i>Chapter 9 Section II: Critical Policies</i>		
9-2	Finding Area: There are several areas within the NPD policies or procedures that are either lacking, missing, or that should be considered for revision. The NPD has a good policy manual built upon a foundation from Lexipol, a nationally recognized leader in police policy development. However, there are numerous policies the NPD should examine for completeness, modification, or creation.	 Medium
	Recommendation: The NPD should review BerryDunn's findings and recommendations concerning department policies, and consider adding or amending policies based on that review.	
	A set of complete, contemporary, and understandable policies to guide staff in fulfilling their public safety mission is a critical element of every police agency. The policies should prescribe expectations for staff, clearly defining what they can, cannot, should, or should not do. The policies should be consistent with state and federal law, best practices within the police profession, and to the extent it is	


Operational Policies		
	<p>lawful, they should align with community desires, needs, and standards. Developing a set of guiding policies that conform to these interests is an arduous task, but one that is necessary to help ensure uniformity and fairness in policing practices and accountability for those who do not abide by them.</p> <p>Although there are foundational elements surrounding most police practices (e.g., pursuits, emergency driving, domestic violence), there are many nuances that should be considered. Accordingly, developing or modifying policies should be a collaborative effort that involves thorough discussion and consideration with all concerned stakeholders, including those who must enforce and follow the policies (staff), and those affected by them (the community). Because there are many variations, possibilities, and opinions on policy development, BerryDunn favors a process in which the agency is responsible for these actions. As a result, BerryDunn has offered many best-practices areas of consideration for the NPD without detailed recommendations on which provisions should or should not be included. As expressed in this chapter, BerryDunn recommends that the NPD evaluate the following policy areas for development or revision:</p> <ul style="list-style-type: none"> • Off-Duty Conduct • Care, Custody, Control of Prisoners • Sexual Harassment-Discrimination • Domestic Violence • Selection/Hiring • Responding to the Mentally Ill • Pursuits and Emergency Vehicle Operations • Crime Analysis and Intelligence-Led Policing • Officer Wellness • LGBTQ Policy • Impartial Policing Policy • Unmanned Aircraft Systems • Definitions • TASER/Conducted Energy Weapons • Use of Criminalist • Property and Evidence • Arrest Reports • Documentation of Activity • School Resource Officers <p>BerryDunn also recommends that the NPD consider reviewing policies from other agencies as a part of this process.</p>	
No.	Review Use of Force Policies	Overall Priority
Chapter 9 Section III: Analysis of Use of Force Policy		
9-3	<p>Finding Area: The National Consensus Use of Force policy and the 8 Can't Wait policies, which are consistent with best-practices trends within the industry, include policy elements that are either not addressed or are minimally addressed in the NPD's use of force policy.</p>	


Operational Policies		
	<p>Recommendation: The NPD should review BerryDunn’s analysis of the National Consensus Use of Force policy and the 8 Can’t Wait policies, in reference to the NPD use of force policies and consider adding or amending policies based on that review.</p> <p>BerryDunn’s recommendation in this section is for the NPD to review this information in relation to its own policy and to consider appropriate adjustments. Nothing in this section should be construed as a mandate for the NPD to adopt the National Consensus Use of Force policy or the 8 Can’t Wait policies in whole or in part.</p>	
No.	Policy Training	Overall Priority
Chapter 9 Section VI: Policy Training, Updates, Revisions and Development		
9-4	<p>Finding Area: During conversations and interviews, NPD officers indicated a lack of clarity on various department policies, including those tied to critical operational issues. The NPD does not require annual training on all policies, and there is not a designed process for collaborative policy development.</p> <p>Recommendation: Sound, up-to-date, and well-understood policy represents the foundation of consistent, defensible policing. NPD should develop plans to help to ensure all employees have a thorough understanding of policy. Further, the NPD should establish a formal policy development group composed of appropriate stakeholders.</p> <p>The NPD should implement a plan to help to ensure all employees demonstrate a functional knowledge of policy, particularly key and critical policy areas. There are numerous mechanisms for this, including online review and testing, roll-call training, officer-led training, inclusion in specialized assignment and promotional selections, and review during performance evaluations.</p> <p>The NPD should implement practices to help ensure all policies are reviewed and updated at least semiannually. BerryDunn recommends involving victim services thoroughly in the policy review process to help ensure a victim-centered approach to policy and policing.</p> <p>Those who engage specific work on a consistent basis have the best vantage point from which to construct the rules and operating guidelines regarding operational functions. Persons in those positions often have ideas or suggestions, which, if not for their inclusion in the process, would be unknown. Additionally, involvement in the development of those rules will be more likely to help staff understand and embrace them. Consequently, BerryDunn recommends NPD establish a formal committee responsible for review and input on any significant policy change and for development of new policy.</p>	


Data, Technology, and Equipment		
No.	Use of Field Technology	Overall Priority
Chapter 10 Section I: Data and Technology		
10-1	<p>Finding Area: NPD has a significant amount of progressive and exciting technological tools and resources and has made an attempt to be a technology-driven agency. However, implementation and support are often lacking and this has led to technology failures, or technology not being leveraged to its maximum potential.</p>	 <p>Medium</p>
	<p>Recommendation: NPD should create an internal technology committee (including Records staff) and task this group with inventorying and assessing utilization of technology to improve operational effectiveness and efficiency.</p>	
	<p>The department has acquired some impressive and progressive technology such as GPS/AVL, ALPRs, fingerprint scanners, etc. Keeping the technology functioning and keeping employees up-to-date on its performance has presented a significant barrier to maximizing the potential of much of this technology. Reasons for under-performing technology may include lack of training, poor timing of training, inadequate support, conflicting vendor and expert support. The current RMS does not work consistently or effectively and is certainly not perceived by many of its regular users to work consistently and effectively.</p> <p>The technology committee should evaluate all software and hardware available, and the functionality of technology items. Following this review, the group should produce a report that outlines recommendations for technology improvements.</p>	
No.	Use of Data and Intelligence	Overall Priority
Chapter 10 Section II: Crime Analysis		
10-2	<p>Finding Area: The NPD does not utilize data or intelligence in deliberate or meaningful ways to improve effectiveness or efficiency, and it is not a data-driven organization. The NPD has stated its goal is to be a premier law enforcement agency. This laudable goal will require clear and deliberate implementation of policing approaches which demonstrably improve effectiveness and efficiency. Formally adopting and implanting an ILP strategy is one observable step in accomplishing this goal.</p>	 <p>High</p>
	<p>Recommendation: The NPD should formally adopt a data-driven philosophy that is supported by ILP. That philosophy should incorporate best practices in data use by police agencies, and should include an operating performance measurement and accountability management system.</p>	
	<p>Although the NPD has a crime analyst position, those duties are currently combined with the PIO position. As noted in Chapter 3, these responsibilities should be separated, and the NPD should have a full-time crime analyst. This</p>	

Data, Technology, and Equipment		
	<p>report recommends establishing an ILP and data-driven philosophy for the NPD, and this will require a dedicated crime analyst position.</p> <p>At present, the NPD does not use data, intelligence, or quantitative methods in any organized or meaningful way. Additionally, NPD has not formally implemented an operating performance measurement and accountability management system (often referred to as CompStat).</p> <p>NPD should deploy data-driven and intelligence-led policing as core strategies. In order to do this, they need specialized training for command staff and analysis professionals, they need to deploy more deliberate use of data, develop ability to develop data into intelligence, identify best practices for implementation, identify and employ performance metrics that support top level strategic goals and department vision. In Chapter 2, this report recommends utilizing DDACTS to address crime and safety problems and notes that this well-established tool will also serve as a great platform to introduce the potential of data-driven and intelligence-led policing. Another area where NPD is not utilizing data and intelligence to drive decision making is performance measurement and accountability management. NPD has no system for measuring organizational performance or managing agency accountability on progress towards department goals.</p>	


Training and Education		
No.	Field Training Program	Overall Priority
<i>Chapter 11 Section II: Field Training</i>		
11-1	<p>Finding Area: NPD has experienced high levels of employee turnover recently and this has resulted in a very inexperienced patrol cadre in need of high levels of field training. The field training function has become overburdened and undertrained.</p> <p>It is vital that a premier law enforcement agency have a field training program that is supported by strong and clear policy; includes the most capable and well-trained officers; and establishes accountability of the officer in training, the training cadre, and the department as a whole.</p>	 Medium
	<p>Recommendation: The NPD should reorganize and reestablish the field training function and build detailed, formal policies, procedures, and guidelines with robust accountability mechanisms for the entire field training process.</p> <p>Some specific recommendations for the field training process include, but are not limited to, the following:</p> <ul style="list-style-type: none"> • Conduct thorough review of field training policy and process and ensure it complies with established professional best practices 	


Training and Education		
	<ul style="list-style-type: none"> Establish a formal, objective mechanism to select FTOs Require FTO to review daily observation reports (DORs) with trainees daily and review summary weekly Have supervisors meet with officers in field training weekly to review training performance Have FTO coordinator meet with each trainee personally at least monthly Have field training supervisors and FTO coordinator provide formal training updates to patrol commander monthly Require all FTOs to attend FTO school and an orientation with patrol commander and chief of police prior to beginning to train any new officer Implement a policy that trainees only train with trained and certified FTOs. If none are available, place new officers in alternate assignments (shadowing patrol, investigations, support services, etc.) until FTO becomes available. Establish policy to move FTOs temporarily from specialized assignments like investigations to patrol and backfill specialized assignments from patrol. This puts FTOs on patrol, keeps them current, and gives patrol officers a chance to explore investigations while ensuring new officers are only trained by actual FTOs 	
No.	Supervisor Field Training	Overall Priority
Chapter 11 Section II: Field Training		
	<p>Finding Area – Field Training: The NPD does not currently have a formal process for training newly promoted personnel.</p> <p>Transitioning from line-officer to line-supervisor requires major adjustments for most new supervisors.</p> <p>First-line supervisors play a critical role in the success of the organization, and their personal success is imperative.</p> <p>Many new supervisors do not have extensive leadership training when they are promoted, and they often lack clarity of their role.</p>	
11-2	<p>Recommendation: The NPD should develop an FST program for all new supervisors.</p> <p>Training is often cited as one of the greatest responsibilities of a law enforcement agency. Implementing an FST program at the NPD will help new supervisors to act decisively in a broad spectrum of situations. Additionally providing FST will help new supervisors realize greater effectiveness in acting consistently with discipline, performance evaluations, and understanding the greater mission of the organization. Ultimately such a program will foster cooperation and unity throughout the organization while providing newly promoted personnel training commensurate with their duties.</p>	 <p>Medium</p>


Training and Education		
	<p>Elements of an FST might include the following:</p> <ul style="list-style-type: none"> • Outlining supervisor expectations • Clarifying supervisory responsibilities regarding policies and other general oversight duties • Training on writing performance evaluations • Identifying accountability and disciplinary processes, to help ensure consistency throughout the organization • Mentoring by a senior supervisor within the same division <p>There are many benefits to providing FST, and BerryDunn recommends that the NPD develop and implement this process.</p>	
No.	Training Plan	Overall Priority
Chapter 11 Section III: Higher Education and Officer Development		
11-3	<p>Finding Area: The NPD training policy does not establish a strategy for department-wide training and it does not include specific provisions for staff development. There is no formal policy for submission or approval of training requests.</p> <p>Although the NPD clearly values training for its staff, there is no specific process outlined in policy that outlines required or preferred training for operational roles, and no policy that outlines minimum training expectations for supervisors.</p> <p>There is no policy that addresses officer development, and no identified process for staff development or improvement plans. The NPD does not have a formalized system that all employees understand for approving training requests. This leads to personnel feeling confused, frustrated, and demoralized by an apparent lack of transparency, equity, and accountability in the training approval process.</p>	 Medium
	<p>Recommendation: The NPD should establish a training policy and plan that establishes a department-wide training strategy, and one that clarifies the process for submission and approval of training requests. The approval process should align with staff roles, and the overarching training plan for the NPD.</p> <p>The NPD provides significant training for officers, and this is evidenced by the number of training hours each officer receives, as well as the fiscal allocations that support organizational training. However, there does not appear to be a specific strategy in place for determining which courses officers should take. There is also no apparent method for determining which courses should be approved for officers, and why.</p> <p>BerryDunn recommends that the NPD develop a plan that outlines the types of training that coincide with certain job duties. For example, this would include the identification of baseline and advanced training for investigators, patrol officers, and supervisors. The NPD should carefully consider each of the categorical areas within the department and develop a list of preferred training that supports the development of skills for officers within those areas.</p>	

Training and Education		
	<p>Decisions regarding approval of training for officers should follow these guidelines. BerryDunn also notes here that supervisors should be having regular discussions with officers regarding their intended career path, as part of their performance evaluation and on an ongoing basis. Approval for specific training courses for officers should also take these discussions into account.</p> <p>In addition to developing this plan, the training division should be monitoring the progress of officers assigned within each of the identified areas, and when courses are available that are in alignment with the training needs for those positions, the training division should be proactively encouraging officers to submit for that training.</p> <p>A complete training policy and plan should cover the following areas:</p> <ul style="list-style-type: none"> • Training records maintenance • Requests for training • Department types of training • Training program and development • Curriculum development • Instructor development • Annual training • Preferred in-service training • Specialized training required by designated unit or role • Educational partnerships <p>BerryDunn recommends that the NPD convene an agency-wide committee, composed of a diverse composition of staff members, to assist in the development and evaluation of the training needs of the organization. This committee should solicit input from various organizational components and consider the full spectrum of operational services of the NPD. The committee should develop a training policy and plan, and provide this to NPD administration for consideration of adoption.</p>	
No.	Training Supervisor	Overall Priority
Chapter 11 Section VII: Training Request Process		
11-4	<p>Finding Area: The training supervisor has many duties, and may be overburdened by ancillary tasks and functions</p>	
	<p>Recommendation: BerryDunn recommends that the NPD review the details of the job description and core job expectations of training supervisor position and inventory all additional tasks that have accumulated to either that position or the individual currently filling it. If appropriate, the NPD should reassign non-core job duties and ancillary tasks to other positions and individuals.</p>	

Training and Education		
	In addition, the NPD should explore opportunities to provide support to the training supervisor position including utilization of volunteers, employment of part-time support (especially retirees), and addition of non-sworn professional staff.	

Hiring, Recruitment, and Retention		
No.	Recruiting and Hiring	Overall Priority
Chapter 12 Section II: Hiring, Recruitment, and Retention		
12-1	<p>Finding Area: The NPD does not have a recruiting plan that supports a specific and focused effort at recruiting and building diversity within the police department. The NPD does not have any full-time personnel dedicated to recruiting. Recruiting within the NPD is assigned to the training sergeant, but there has been no apparent effort to expand recruiting efforts beyond this unit, and current efforts are not robust.</p>	
	<p>Recommendation: The NPD should develop a recruiting plan that outlines the goals and objectives of the NPD in building and maintaining a diverse and quality workforce.</p> <p>A good recruiting plan can establish priorities for the recruiting unit, and it also helps those within the department understand the recruiting goals of the department.</p> <p>The recruitment plan should identify the areas where the department will advertise and recruit candidates, including multiple traditional and web-based methods, and it should also outline the relationships between the NPD and various educational and law enforcement training institutions.</p> <p>The plan should also describe the commitment of the department to establishing a workforce that seeks an ethnic, racial, and gender balance that is also representative of the community it serves. Further, the plan should include specific steps and strategies that will be used in order to accomplish these goals.</p> <p>There are multiple considerations to developing a strong recruiting plan, and BerryDunn has compiled a list of considerations that the NPD should evaluate as part of its process to develop a recruiting plan. BerryDunn has included this information in Appendix C, under Recruiting and Hiring Considerations.</p> <p>BerryDunn recommends that the NPD establish a recruiting and hiring plan and that the department review this report and the relevant section in Appendix C as part of that process.</p>	
No.	Operational Minimums and Authorized Hiring Levels	Overall Priority
Chapter 12 Section IV: Attrition		
12-2	Finding Area: Hiring levels at the NPD do not account for attrition rates.	

Hiring, Recruitment, and Retention		
	<p>Hiring for officers at the NPD occurs when there are vacancies. Because of the lag-time associated with hiring and providing initial training for officer personnel, the NPD is constantly operating at less-than-optimal levels.</p> <p>Recommendation: In collaboration with City leaders, the NPD should establish a minimum operational level and a new authorized hiring level that helps ensure continuity of staffing.</p> <p>It is important that the NPD help to ensure that the department is fully staffed at a level that is optimally efficient. Staffing at this level supports the full range of departmental services and contributes to maximizing the outputs of each unit and subunit within the department. Once the minimum operational level has been established, the City and the police department need to take steps to maintain staffing at that level. Due to attrition rates and the lag-time involved in hiring and staffing sworn positions, the authorized hiring level must be adjusted. The authorized hiring level should be sufficient to overcome projected attrition within the department.</p> <p>Based on the overall assessment of the NPD, BerryDunn recommends a minimum operational level of 84 officers; this will require an authorized hiring at a rate of 92 to maintain minimum staffing for the agency. The numbers here reflect the following:</p> <p>Current Sworn Staffing: 73 Additional Sworn Staffing: 84 Estimated Attrition Rate: 8 Authorized Hiring Level: 92</p> <p>These numbers assume a consistent attrition rate. The NPD should constantly monitor attrition rates and adjust the authorized hiring level to match operational needs and to help ensure the minimum operational level of 84 officers is consistently maintained.</p>	 Medium

Internal Affairs		
No.	Revise the IA Process	Overall Priority
Chapter 13 Section IV: Policy and Discipline		
13-1	<p>Finding Area: The internal affairs, discipline, and conduct documentation processes (including performance evaluations) have been perceived department-wide to be slow, unpredictable, inequitable, and lacking in transparency and clarity.</p> <p>The PQR process for documentation of informal complaints or inquiries from the public has been the same one used for documenting positive performance and commendations for employees. This combination of documentation functions has resulted in widespread confusion about the process and the general perception that any documentation has a critical aspect to it. BerryDunn notes NPD recently reorganized the responsibilities for the IA process, and employees</p>	 Medium

Internal Affairs

	<p>consistently report notable improvements already. NPD is also working toward replacing the general documentation process.</p> <p>Recommendation: The NPD should continue its efforts in improving the IA process, revising its PQR process, and developing a mentoring program.</p> <p>NPD should continue to aggressively pursue revision to all policies related to performance, conduct, investigation, and documentation. The revised policies should improve clarity about which citizen complaints require documentation, exactly how these should be documented, and who should be informed of the documentation. NPD should require documentation and disposition of all complaints and consider distinguishing inquiries (no possible violation) from complaints, substantive or otherwise.</p> <p>NPD should provide supervisor training on handling complaints and combine it with performance evaluation training, which has been lacking or nonexistent. The IA policy should include a visual flow chart for how to respond to and document both a complaint and an inquiry for both internal and external events.</p> <p>NPD should continue its comprehensive review of all its systems utilized to document performance and conduct (e.g., PQR, BlueTeam, Blue Folder, early intervention system, performance appraisals, personnel file, supervisor files, etc.) and establish a coherent policy and process for documentation and response. Such a policy should include clear reporting requirements, follow-up expectations, formal coaching/mentoring opportunities, and feedback required for affected employees. Most significantly, the PQR system has a very negative reputation and NPD should visibly eliminate PQR from operations and replace it.</p> <p>Simultaneously, NPD should revise disciplinary policy to be clearer about what is non-disciplinary (coaching, mentoring, training, notes, or documentation) and what is disciplinary or potentially disciplinary. Disciplinary or potentially disciplinary situations should include a further distinction between serious complaints (to be handled by internal affairs), non-serious complaints (to be handled by the chain-of-command), and non-disciplinary inquiries (to be handled via documentation alone).</p> <p>Revised policy should much more clearly define more serious cases, which must be referred to IA. NPD should revise policy additionally to provide a clear process flow for IA case review, and how they are routed through the chain of command. Currently, the chief of police is the sole reviewer for determination of findings of IA investigations. Based on chief's discretion, the investigation might go to the chain-of-command for input on possible discipline.</p> <p>Revised policy should clarify the role of chain-of-command in IA investigations to include providing the case file to the involved officer's commander before or simultaneous to providing to chief so the chain-of-command can make recommendations on finding. This process supports ownership, responsibility, accountability by the chain-of-command. Revised policy should explicitly state</p>	
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Internal Affairs

	<p>timing requirements of IA cases and whether they will be conducted parallel or subsequent to related criminal investigations.</p> <p>NPD should consider a discipline matrix to enhance consistent application of discipline. Such matrices can be constructed that provide both consistency and latitude to consider aggravating and exculpatory circumstances. NPD should consider revising policy to include an internal grievance with an independent review process if the involved employee disagrees with chief's/chain-of-command's finding.</p>	
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Appendix B: List of Acronyms

Appendix B Table 1: Acronyms

Full Name	Acronym
Adams County Communications Center	ADCOM
Alcohol Tobacco and Firearms	ATF
American Community Survey	ACS
Automate License Plate Reader	ALPR
Automatic Vehicle Locator	AVL
Be on the Lookout	BOLO
Bureau of Justice Statistics	BJS
Call for Service	CFS
Chief's Advisory Committee	CAC
City of Northglenn	City
Colorado Crime Information Center	CCIC
Community Co-Production Policing	CCPP
Community Oriented Policing	COP
Community Relations Officers	CRO
Community Service Officer	CSO
Computer Aided Dispatch	CAD
Conducted Energy Weapon	CEW
Crime Scene Investigator	CSI
Data-Driven Approach to Crime and Traffic Safety	DDACTS
Data-Driven Policing	DDP
Department of Motor Vehicles	DMV
District Attorney	DA
Domestic Violence	DV
Driving Under the Influence	DUI
Drug Enforcement Administration	DEA
Early Warning System	EWS
Emergency Medical Services	EMS
Employee Assistance Program	EAS

Fair Labor Standards Act	FLSA
Federal Bureau of Investigation	FBI
Field Supervisor Training	FST
Family Medical Leave Act	FMLA
Fraternal Order of Police	FOP
Global Positioning System	GPS
Human Resources	HR
Intelligence Led Policing	ILP
Inter-Government Agreement	IGA
Internal Affairs	IA
International Association of Chiefs of Police	IACP
Key Performance Areas	KPA
Lesbian, Bi-Sexual, Transgender, Queer/Questioning	LGBTQ
Mobile Data Terminal	MDT
Motor Vehicle	MV
National Crime Information Center	NCIC
National Incident Based Reporting System	NIBRS
North Metro Drug Task Force	NMDTF
Northglenn Police Department	NPD
Personnel Quality Report	PQR
Predatory Offender Registration	POR
Preliminary Breath Test	PBT
Problem Oriented Policing	POP
Public Information Officer	PIO
Pursuit Intervention Tactics	PIT
Records Management System	RMS
School Resource Officer	SRO
Sexual Assault Response Team	SART
Special Weapons and Tactics	SWAT
Start by Believing	SBB
Tactical Vehicle Intervention	TVI
Telephone Response Unit	TRU

Uniform Crime Reports	UCR
Unmanned Aircraft Systems	UAS
Vehicle Identification Number	VIN
Violence Against Women	VAW

Appendix C: Supplemental Information, Tables, and Figures

Appendix C Table 1: NIBRS to UCR Classification

Part I Offense Classifications	NIBRS Category
Homicide/Murder	Murder and Non-negligent Manslaughter
	Negligent Manslaughter
	Justifiable Homicide
Sex Offenses (Rape)	Rape
	Sodomy
	Sexual Assault With an Object
	Fondling
	Incest
	Statutory Rape
	Fondling
Robbery	Robbery
Aggravated Assault	Aggravated Assault
Burglary	Burglary/Breaking & Entering
Theft	Identity Theft
	Pocket-picking
	Purse-snatching
	Shoplifting
	Theft From Building
	Theft From Coin Operated Machine or Device
	Theft From Motor Vehicle
	Theft of Motor Vehicle Parts or Accessories
	All Other Larceny
Motor Vehicle Theft	Motor Vehicle Theft
Arson	Arson

Part II Offense Classification	NIBRS Category
Animal Cruelty	Animal Cruelty
Bribery	Bribery
Computer Hacking	Hacking/Computer Invasion
Counterfeiting/Forgery	Counterfeiting/Forgery
Damage/Vandalism of Property	Destruction/Damage/Vandalism of Property
Drugs/Narcotics	Drug/Narcotic Violations
	Drug Equipment Violations
Fraud/Embezzlement	Embezzlement
	Extortion/Blackmail
	False Pretenses/Swindle/Confidence Game
	Credit Card/Automated Teller Machine Fraud
	Impersonation
	Welfare Fraud
	Wire Fraud
Gambling	Betting/Wagering
	Operating/Promoting/Assisting Gambling
	Gambling Equipment Violations
	Sports Tampering
Human Trafficking/Commercial Sex Acts	Commercial Sex Acts
	Involuntary Servitude
Kidnapping/Abduction	Kidnapping/Abduction
Pornography/Obscene Material	Pornography/Obscene Material
Prostitution Offenses	Prostitution
	Assisting or Promoting Prostitution
	Purchasing Prostitution
Simple Assault/Intimidation	Simple Assault
	Intimidation
Stolen Property Offenses	Stolen Property Offenses
Weapons Law Violations	Weapon Law Violations

Appendix C Table 2: Full Unit Hours in CAD

Patrol	Community	Officer	Grand Total
Patrol - Day Shift	8991:44:28	1841:13:46	10832:58:14
Patrol - Night Shift	5427:56:59	4157:34:21	9585:31:20
Patrol - Swing Shift	10923:28:14	2148:33:43	13072:01:57
Subtotal	25343:09:41	8147:21:50	33490:31:31

Supplemental Patrol	Community	Officer	Grand Total
Animal Control	1228:45:32	662:45:58	1891:31:30
Desk Officer/Light Duty	284:45:05	11:06:54	295:51:59
Off-Duty/Special Duty	318:34:37	1078:06:49	1396:41:26
School Resource Officers	456:42:07	3541:35:18	3998:17:25
Sergeant - Days	1363:38:28	282:03:10	1645:41:38
Sergeant Duty on Double-Up Days	57:25:05	8:05:36	65:30:41
Sergeant - Nights	1150:09:56	433:44:24	1583:54:20
Sergeant - Swings	1540:14:27	290:25:12	1830:39:39
Traffic Crashes/Cover	3897:26:47	1858:24:50	5755:51:37
Traffic Special Enforcement	23:16:59	187:34:52	210:51:51
Subtotal	10320:59:03	8353:53:03	18674:52:06

Investigations	Community	Officer	Grand Total
All Investigators	116:06:59	91:08:10	207:15:09
Sergeant - Investigations	5:59:19	0:00:00	5:59:19
Subtotal	122:06:18	91:08:10	213:14:28

Non-Patrol	Community	Officer	Grand Total
Chief of Police	1:48:45	0:13:19	2:02:04
Code Enforcement	15:16:16	52:04:28	67:20:44
Commander	9:32:42	0:32:15	10:04:57
Sergeant - Internal Affairs	65:28:10	13:19:55	78:48:05
Sergeant - Training	20:45:13	3:50:47	24:36:00
PD Advised - Non-Response	1073:29:35	71:29:26	1144:59:01
Records	1:40:38		1:40:38

Victim Advocates	140:57:29	5:11:34	146:09:03
Subtotal	1328:58:48	146:41:44	1475:40:32

Non Call for Service Data	Community	Officer	Grand Total
Test Records	0:09:42	0:00:38	0:10:20
Subtotal	0:09:42	0:00:38	0:10:20

Non-Northglenn Units	Community	Officer	Grand Total
Adams County	16:47:48	23:59:41	40:47:29
Adams County Detective	0:00:00	4:08:50	4:08:50
Brighton PD	3:47:23	5:24:09	9:11:32
Commerce City	11:18:14	5:20:12	16:38:26
County Civil	33:36:09	127:04:18	160:40:27
Federal Heights	0:14:39	2:06:42	2:21:21
K-9 not NG	3:59:20	3:35:37	7:34:57
School Resource Officers	3:06:43	7:30:22	10:37:05
SWAT	19:45:01	3:16:59	23:02:00
Unknown Units	8:46:15	19:17:39	28:03:54
Subtotal	101:21:32	201:44:29	303:06:01
Totals	37216:45:04	16940:49:54	54157:34:58

Appendix C Table 3: Full List of Back-Up Responses

Event Type	Patrol Only			Patrol and Supplemental		
	No. of Incidents	No. of Units	Avg. No. of Units	No. of Incidents	No. of Units	Avg. No. of Units
Robbery	15	65	4.3	19	87	4.6
Felony Menacing	38	143	3.8	52	197	3.8
Gun Incident	25	89	3.6	36	142	3.9
Chase/Pursuit	3	10	3.3	4	13	3.3
Death	27	84	3.1	36	132	3.7
Escape from Custody	1	3	3.0	2	4	2.0
Motor Vehicle Injury Crash	166	498	3.0	236	704	3.0
Motor Vehicle Crash Unknown/Other	183	533	2.9	251	755	3.0
Family Disturbance	204	532	2.6	263	728	2.8
Kidnapping	5	13	2.6	6	20	3.3
Disturbance	725	1870	2.6	893	2552	2.9
Gunshots	133	342	2.6	166	477	2.9
Drunk Person/Parties	134	339	2.5	161	442	2.7
Burglary/Attempted Burglary	160	402	2.5	195	536	2.7
Fire/Public Hazard	76	186	2.4	99	260	2.6
Domestic Violence	676	1623	2.4	808	2177	2.7
Car Prowler	44	105	2.4	54	137	2.5
Mental Health/Suicidal	342	804	2.4	417	1098	2.6
Mutual Aid/Request for Cover	83	180	2.2	110	258	2.3
Medical	551	1183	2.1	701	1631	2.3
Prowler	18	38	2.1	20	50	2.5
Unwanted Person	744	1533	2.1	894	2009	2.2
Be on the Lookout (BOLO)	23	46	2.0	32	68	2.1
Graffiti	5	10	2.0	5	13	2.6
Assault/Aggravated Assault	231	460	2.0	268	595	2.2
Suspicion	1123	2212	2.0	1369	2888	2.1
Attempted Contact Party/Suspect/Vehicle	581	1144	2.0	702	1465	2.1

Event Type	Patrol Only			Patrol and Supplemental		
	No. of Incidents	No. of Units	Avg. No. of Units	No. of Incidents	No. of Units	Avg. No. of Units
Protection Order Violation	142	277	2.0	160	326	2.0
Welfare Check	1404	2732	1.9	1686	3580	2.1
Drug Violation	104	200	1.9	137	272	2.0
Indecent Exposure	22	42	1.9	27	58	2.1
Shoplifting	160	304	1.9	178	375	2.1
Recovered Stolen Vehicle/Property	120	219	1.8	165	301	1.8
Noise Complaint	420	765	1.8	500	986	2.0
Miscellaneous/Unknown	92	166	1.8	118	242	2.1
Child Abuse/Neglect/Out of Control	333	600	1.8	407	795	2.0
Neighbor Dispute	130	234	1.8	147	288	2.0
Threats	190	338	1.8	218	404	1.9
Alarm	923	1618	1.8	1138	2144	1.9
Unknown 911 Call	250	429	1.7	338	593	1.8
Motor Vehicle Property Damage Crash	896	1528	1.7	1458	2384	1.6
Juvenile Issue	59	99	1.7	81	135	1.7
Missing/Found Person	317	530	1.7	362	643	1.8
Transports General/Jail/Detox	50	81	1.6	75	117	1.6
Trespass	358	579	1.6	422	731	1.7
Abandoned Vehicle	147	236	1.6	359	496	1.4
Civil	877	1407	1.6	1068	1787	1.7
Criminal Mischief	205	325	1.6	244	413	1.7
Driving Under the Influence Reported	245	384	1.6	306	508	1.7
Harassment (including stalking)	325	499	1.5	396	609	1.5
Attempted Paper Service	17	26	1.5	25	36	1.4
Auto Theft	200	302	1.5	237	358	1.5
Warrant Arrest	6	9	1.5	12	18	1.5

Event Type	Patrol Only			Patrol and Supplemental		
	No. of Incidents	No. of Units	Avg. No. of Units	No. of Incidents	No. of Units	Avg. No. of Units
Fireworks Complaint	144	213	1.5	209	291	1.4
Sexual Assault	46	68	1.5	53	86	1.6
Animal - Criminal (Bite, Cruelty, Ordinance)	346	510	1.5	1154	1461	1.3
Animal - General	109	160	1.5	416	509	1.2
Traffic Hazard	252	366	1.5	363	541	1.5
Theft	598	867	1.4	688	1025	1.5
Citizen/Community Assist	210	300	1.4	272	397	1.5
Lost/Found Property	154	220	1.4	190	283	1.5
Fraud/Forgery	359	497	1.4	428	590	1.4
Code Violation	8	11	1.4	19	28	1.5
Vehicle Inspection	56	77	1.4	69	100	1.4
Ordinance Violation	76	103	1.4	94	126	1.3
Parking Violation	185	246	1.3	362	458	1.3
Traffic Complaint	401	528	1.3	546	715	1.3
Telephone Message	724	943	1.3	1084	1377	1.3
Traffic Stop	8	10	1.3	10	14	1.4
Grand Total	17984	33495		24020	46038	

Appendix C Table 4: Patrol Schedule Assessment Worksheet

Schedule Components	Rating
SECTION 1	
Maximized shift coverage during the periods of greatest need for services (assessed by hour, day, month, and/or season).	1
Providing overlaps in coverage across all shift changes.	2
Flexibility to accommodate vacations, individual training, holidays, and predictable sick leave.	1
Minimized use of overtime to manage predictable leave (e.g., vacation, training).	1
Reduction of significant peaks and valleys in daily personnel allocations that occur due to leave patterns.	1
Ensuring appropriate staffing levels in all patrol beats/zones.	1
Availability of supplemental staff to manage multiple and priority CFS in patrol beats/zones.	1
An allocation or allowance of time for in-service training and internal meetings.	1
Integration of first-line supervisors into the overall schedule in a manner that includes consistent supervision of personnel groups or teams.	2
Sub-Total Section 1 (maximum of 18)	11
SECTION 2	
Using a single shift duration.	1
Substantial consistency and continuity of shift rotations.	1
Limiting scheduled work hours to no more than 2,080, inclusive of leave time or holiday time (unless budgets or labor practices provide otherwise).	1
Reducing available scheduled work time for each patrol officer, based on holiday hours allocated as leave time (reducing work time from 2,080 hours).	1
Conformity with labor contracts, or Fair Labor Standards Act (FLSA) allowances for public safety employees, which prescribe the maximum hours allowed within a work cycle or year.	1
A plan for easy and consistent inclusion of additional work shifts as the workforce grows on a temporary or a permanent basis (e.g., school resource officers who are available during summer months).	1
A mechanism for adjusting patrol personnel deployments, without significant service disruption, following a temporary or permanent reduction in force.	1
Sub-Total Section 2 (maximum of 7)	7
OVERALL TOTAL SCORE (maximum score – 25)	18

Appendix C Table 5: Investigations Case Assignments by Incident Type

Row Labels	2017	2018	2019	Grand Total
Aggravated Assault	49	46	39	134
Arson	5	3	6	14
Assault	56	35	3	94
Burglary	50	26	30	106
Child Abuse	21	11	15	47
Contributing to the Delinquency	2	6	1	9
Crime Against Children	3	3	4	10
Criminal Mischief	24	28	20	72
Disorderly Conduct	3	3	2	8
Domestic Violence	21	31	57	109
Failure to Appear		1	1	2
False Information	3	9	4	16
False Report	1	1	5	7
Fraud/Financial	162	141	131	434
General	22	10	7	39
Harassment	22	18	13	53
Homicide	1	3	1	5
Indecent Exposure	1	3	2	6
Information	26	21	22	69
Kidnapping	14	9	4	27
Liquor	1	7	2	10
Missing Person	90	63	57	210
Motor Vehicle Theft	67	50	30	147
Narcotics	86	76	75	237
Non-Criminal Death	44	47	54	145
Null	7			7
Obstruction	11	13	19	43
Ordinance	8	5	1	14
Protection Order	38	51	39	128
Reckless Endangerment		1	4	5

Row Labels	2017	2018	2019	Grand Total
Recovered Property	5	8	4	17
Robbery	20	14	11	45
Sexual Offenses	65	64	73	202
Stalking	13	7	1	21
Theft	115	82	49	246
Theft From Motor Vehicle	19	12	16	47
Traffic	26	30	40	96
Trespass	13	10	12	35
Unknown	4	98	7	109
Vulnerable Adult	31	24	20	75
Wanted Person	1	10	42	53
Weapon	4	9	14	27
Grand Total	1154	1089	937	3180

Recruiting and Hiring Considerations

The following information outlines several recommended practices that law enforcement agencies can engage to improve the effectiveness of their recruiting and hiring practices. For this information to have the best value, departments should evaluate their current practices against those listed here, in consideration of the need for possible adjustments.

Institute a continuous hiring program, or alternatively, a more frequent process that reduces lag-time for applicants

In today's competitive environment, having open hiring processes only 1 or 2 times per year may not be sufficient. Qualified applicants who are eager to enter the profession may not be willing to wait for the next opening, and they may take their talents elsewhere. To guard against this, departments need to reduce the lag-time between hiring processes. This could occur either through a continuous process, or through adding additional hiring cycles, if they are currently limited to a small number annually. Most modern hiring systems have the capability to accept applications on a continuous or more frequent basis, and this is preferred over hiring processes that occur sporadically.

While moving to an ongoing hiring process, or increasing the frequency of the hiring process may be difficult from a logistics standpoint, the establishment of a more rapid or frequent process is essential to expanding the pool of quality applicants available to the department. In addition, once these candidates are identified, the department needs to act swiftly to secure their employment, in advance of other opportunities they may have available.

Along with receiving continuous applications, law enforcement agencies should institute a written exam schedule that makes it more convenient for applicants, for example, on weekends or in the evening. This scheduling will provide candidates more flexibility and improve the numbers of candidates appearing for this part of the process.

Implement a mentor program for new officer candidates

Law enforcement candidates want to feel they are important and that the department values their application. The overall process can be daunting for many candidates, and they often have a sense of uncertainty throughout. Tending to their needs and answering their questions can provide applicants with a sense of care and belonging early in the process, which will reduce the likelihood that they will continue seeking employment elsewhere.

To meet these needs for candidates, departments should develop a cadre of carefully selected, highly motivated, and trained mentors, to guide new recruits through the application process, and ultimately, their transition into law enforcement for the department. These mentors need to be selected based on their ability to train, guide, and empathize with new recruits. They should be assigned to priority candidates immediately after they are identified within the hiring process, to help ensure that the candidate stays in the process and ultimately is hired.

Establish an early hire program

One method to overcome the negative impact that time has on the hiring process is to establish an early hire program. Once a candidate is fully qualified (successfully clears all the steps), the department should consider hiring him or her immediately, particularly if the start of the academy is not imminent. Today's candidates have oftentimes applied to multiple agencies, and although they may have a preference of which agency they want, they tend to go with the first job offer. By hiring candidates early, departments will keep quality candidates and not lose them to other agencies who may have faster processes. The early hire candidate can be brought on at a full or reduced salary rate, and assigned to assistance-type work in non-sworn areas. While similar to a cadet program, these positions involve vacant officer slots, rather than new positions, so they are effectively budget neutral or budget positive (depending upon the rate paid during the early hire period). Hiring these candidates early rather than waiting until sufficient numbers of applicants are hired to fill an academy class, will ensure a higher percentage of hires of quality applicants.

Provide a career fit tool, or day in the life training for applicants, to clarify work conditions and expectations

In some cases, officer candidates have an unclear picture of what law enforcement work involves, and this can lead to lackluster performance, or candidates who choose to resign as they gain more understanding of what the job involves. To reduce this possibility, the department should include some type of unscored career fit tool at a very early stage of the process, describing real working conditions and tasks often performed. This could include things such as: a drunk person vomits in patrol car, trying to talk with an uncooperative witness, picking up the same person repeatedly for nuisance crimes. The candidates can then be asked about their willingness to do this kind of work. This would not be a scored tool, but it might help some applicants self-select out, as opposed to doing so after they are hired.

One way to orient candidates to the nature of the job is to create a video, similar to the IACPs Virtual Ride Along, which can be found on the Discover Policing website.²⁷ Again, the intent here is to help candidates understand the nature of the job as it truly exists within the department, as opposed to what they think it involves, based on information they might obtain from various sources.

Develop a brand that reflects the department commitment to the community, and its desire to protect and serve

Having a strong brand can help create organizational pride, industry recognition, and enthusiasm for potential applicants. The brand should be concise, emotive, and simple, such as the longstanding slogan of the Marines; *The Few, The Proud*, or Verizon's, *Can you hear me now?* The brand should address community expectations and perceptions as well the reasons

²⁷ http://discoverpolicing.org/whats_like/?fa=virtual-ride-along

officers have identified for choosing a career with department. Additionally, it should set the department apart from other law enforcement agencies.

Multiple tools are available to use in developing a brand, such as a mission statement, organizational values, and community expectations and perceptions. To assist with developing these tools, the department may wish to conduct a community survey to determine what the community expects from its law enforcement department and what qualities it desires in its officers. This survey can also be used to measure community perceptions. In addition, surveying first line supervisors can be an effective way to identify what qualities the best officers of the department possess, and this can help inform the branding process.

Conduct an internal assessment of employee benefits and job conditions, to ensure a competitive hiring environment

The department should conduct an internal assessment of the benefits of working for the agency. Law enforcement leaders should ask themselves, and a core focus group of employees, what the department possesses that will attract the best possible officers. Effectively, the question to be answered is, “Why would I want to work for this department?” Conducting this inventory of benefits is a necessary first step in assessing what strategies will best succeed in attracting candidates. This inventory can also provide valuable tools to assist recruiters as well as potentially positively influencing turnover.

Establish a department philosophy that everyone is a recruiter

Having a department-wide philosophy that emphasizes a recruitment potential in all public interactions can help overcome negative or unrealistic impressions of what law enforcement work entails and contribute to a larger strategic recruitment plan. Recruiting must become a part of everyday interactions between officers and the public. Establishing this mindset within the department to support recruitment can enhance community outreach efforts by making recruitment an overall philosophy for all, rather than a task to be performed solely by a specialized unit.

Create an inviting atmosphere within the department for potential applicants

Outreach to potential applicants must be meaningful, genuine, and reflect a departmental desire to build true relationships with them. Making these contacts real requires going beyond traditional public appearances, and might require imaginative or creative techniques, such as citizen academies, open houses, facility tours, and ride-alongs. To enhance the personal touch, the department should routinely schedule open houses at their various facilities. Additionally, every officer should be equipped with a business card that on the back, has the department’s brand, as well as specific information on who to call to schedule a ride-along. This personal touch and referral will go a long way in opening the department to new applicants, and it will solidify the commitment of the department to a proactive and ongoing recruitment strategy.

It is also important to note that when prospective candidates inquire about a ride along, the department should ensure that the officer assigned to the task is genuinely interested in serving

the best interests of the agency through this process. This means that the department should seek volunteers for these assignments, and equip those officers with the information they need to help aspiring officers navigate their way through the hiring process.

Utilize youth outreach programs to enhance the department image and recruiting efforts

The department should consider using youth outreach programs to enhance its recruiting and image among the youth of the community. These programs can range from a paid cadet/internship programs, to other less costly programs, such as an explorer program, and/or partnership/mentor programs with local colleges and high schools. Because many high school students are already thinking about and starting preparation for future careers, high school age students should be a primary focus for long term results. A series of youth leadership academies offered during the summer months, emphasizing self-discipline and core values, such as service to the community, can build a strong cadre of potential recruits and advocates in the community.

Use community liaisons for increased contact with underrepresented communities

The department should use their community liaisons to spread the word about recruiting efforts. Recruiting notices should be placed in community-specific newspapers, to include specific community and/or neighborhood newsletters. Department recruiting information and links should be on the web pages of professional, academic, and fraternal organizations throughout the city. The chief law enforcement executive and other members of the command staff should make direct appeals to community organizations for help in recruiting, especially from diverse communities.

A complaint that is often heard nationwide is that recruiting information is not getting to members of minority communities. By having a direct solicitation from members of the department command staff, the likelihood for better community communications increases significantly. The department should partner with community leaders and organizations to garner their support in referring applicants to the department. This partnership should include seeking a presence on the website of these organizations, as well as direct referrals to the department's recruiting website. The department should also consider holding separate recruiting meetings for members of specialty groups, including providing assistance and support in understanding the application and testing processes.

Develop a strategy to maximize opportunities with second-career applicants

For many agencies, second-career applicants are a largely untapped market, and today's volatile economic situation has many people seeking career changes later in life. With the economic downturn of the late 2000s, many departments noted an increase in applicants seeking a second career in policing, coming from fields as diverse as automobile manufacturing, construction, marketing, and business administration. Second-career applicants present opportunities for departments to expand their workforce to include individuals with prior experience in diverse careers.

Career military personnel are also a logical source of second-career applicants. The department should establish partnerships with the local military installations to provide presentations to service members who are within two years of retirement. Many service members retire at a young enough age that law enforcement is a viable choice as a second career. To maximize the potential for gaining the interest of these applicants, the department should make these connections and establish regular dialogue with military command personnel.

Expand personnel assigned to career days/job fairs, develop a recruiting speech

In many law enforcement agencies, shortfalls in staff resources often affect critical areas, such as backgrounds, attendance at recruiting events, recruit testing, and other functions. While career fairs do not typically produce numerous applicants, they are an effective marketing tool for the department by providing the opportunity to boost departmental visibility and recruit targeting. To expand the recruiting pool of personnel, the department should assign selected patrol officers or selected staff from other units to attend these events. With a department-wide *everyone is a recruiter* philosophy; more events can be targeted. The department also needs to develop a specific recruitment information packet, or *recruiting speech*, that all personnel are familiar with and can use.

Establish an employee referral incentive program

Employee referrals provide applicants with realistic and trustworthy answers to their questions, as well as a realistic portrayal of how a law enforcement career affects family life. Employee referral strategies will both increase applicant pools and provide balance to other recruitment strategies, such as online processes, that lack human interaction. To boost referrals, the department should establish an organization-wide recruitment/referral incentive program offering an incentive (monetary compensation or some other type of incentive, such as annual leave) for critical positions such as law enforcement officer. Human resources, along with appropriate government leadership, should identify critical positions where vacancies have a severe negative impact on services. Employees who recruit a qualified applicant would receive an incentive when the applicant is hired.

Develop a new more customer-friendly web page, and an enhanced social media presence for recruiting

The department should examine and update their recruiting webpage, to emphasize ease of use and to provide more information, focusing on why a person should become an officer for the agency. Certainly, benefits, job security, and job challenges are important factors, but to have a successful strategy, the department must develop a brand for itself. Social media, such as Facebook and Twitter, should incorporate those changes as well as the new brand.

The new website should also incorporate various materials and information concerning the hiring and testing processes. If appropriate, this should include any areas or materials applicants should study to prepare themselves for the written exam. Ideally, those seeking information should be connected with a hiring mentor within the department, to maximize the

information provided to the candidate, and to develop an early relationship between the applicant and the department.

Develop a recruitment video

With the prevalence and popularity of online videos, such as on YouTube and other sites, effective recruiting videos are a requirement. Recruiting videos can be widely distributed and used by all members of the department to assist in recruiting and community engagement. Care should be taken to incorporate realistic information about job requirements, without over- or under-emphasizing the negative aspects of law enforcement work. There is little to be gained by attracting applicants who might have the necessary abilities and skills to become an officer but lack the interest or will to do all of the duties the job requires. Accordingly, the recruitment video should highlight the positive aspects of law enforcement work, without ignoring those elements that might be detractors, for some people.

Establish an effective and measurable yearly recruiting plan

Just as with any law enforcement operation, successful planning is key to success. The department should develop and implement an effective and measurable yearly recruiting plan. This plan should identify specific goals/benchmarks, task assignments, and tools to use to achieve the goals. The plan should include accountability measures, and a senior commander should be responsible for implementation and plan success.

Prioritize top applicants, based on agency criteria.

In many departments, candidates are moved through the hiring process indiscriminately, without regard to their potential for successfully making it through the hiring process. In this sense, those who are highly-qualified candidates are treated the same as those who are clearly less qualified. Because of the competitive hiring market, this can lead to losing good candidates to other departments that act more swiftly, or who provide a greater level of focused attention to those candidates who are most likely to be hired.

The department should consider identifying a point within the hiring process at which they are able to distinguish those candidates the department would be most interested in hiring. Once this occurs, the department should assign them a mentor. In addition, the department should prioritize the background and other hiring processes for these applicants, to help ensure they remain highly engaged in the hiring process with the agency. This is not to say that the department should ignore or discard the other candidates. The idea here is to maximize the resources of the department with those who are the most likely to succeed. Focused attention should be afforded to as many applicants as the department can manage.

Re-evaluate the disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community

It is important to note that while standards comprise an important part of a hiring process, certain steps, such as background investigations that impose unrealistic standards, can have a significantly negative effect on hiring the right people. Criteria that consider all criminal activity

the same, regardless of type of offense or how recent the occurrence, or processes that screen out those who make voluntary admissions of drug use or other crimes (without any conviction), may impede an agency from hiring the diverse officers it needs for 21st century policing. The department should be cognizant of the potential for extenuating factors and re-evaluate their disqualification factors (both singular and combination) to more holistically evaluate the attributes they and their community want in their officers. This assessment should include evaluating the applicant's overall life experience and skills in a broader context.

As part of this process, the department should evaluate all discretionary disqualification factors in use, to determine whether they represent the standards the department and community prefer. This exercise is not about reducing standards, but instead, it is about clarifying which standards the department and community want to prioritize and maintain.

Establish a review committee, to review questionable background information on candidates, which are non-disqualifying in nature

Some applicants have items in their history, which may not immediately disqualify them as candidates, but which from a subjective view, may reflect poorly on the candidate overall. In the past, many departments have dismissed these applicants without further review or consideration. This can lead to the elimination of candidates who may have been a positive addition to the agency. The department should establish a secondary review committee to evaluate the details of any non-mandatory disqualification factors that may arise from the background investigation. This process could even involve an additional interview with the candidate. These processes often provide additional insight for the department about the candidate, and they can also provide an opportunity to provide feedback to the applicant.

Caution does need to be used to ensure that privacy laws are followed, and with regard to the committee makeup, especially if non-department members are used. To ensure compliance with these areas, the department should involve its labor attorney and human resources personnel at the outset of the development of this process, to establish a very clear and definitive policy on which cases will get a secondary review.

It is also important to note that it is likely impractical and counterproductive to offer to use this secondary review in every case. As a result, the department may wish to consider establishing specific standards for using secondary review. For example, secondary review might be restricted to cases that involve singular disqualification factors, as opposed to those that involve combination factors.

Internal Affairs Summary – Policy 301

DEFINITIONS

Administrative Review: An Administrative Review is conducted when an employee is involved in an incident that is investigated by an outside agency or independent investigative group. Administrative Reviews are conducted following the same procedures outlined for an Internal Affairs Investigation to determine if department policies or rules were violated, if the relevant policy was effective and clearly understandable, and if department supervision and training is adequate.

Complainant: A person claiming to be the victim or witness of misconduct by an employee.

Conduct or Performance Inquiry: An inquiry regarding an employee's conduct or performance that, if true, would not violate department policy or federal, state or local law, policy or rule. Such inquiries generally include clarification regarding policy, procedures or the response to specific incidents by the Department, and may be handled informally by a supervisor and shall not be considered a personnel complaint.

Corrective Action: Any action taken to address, change or prevent an employee's Unacceptable conduct or performance.

Exonerated: An investigation disclosed that the alleged incident did occur but the employee's conduct was lawful, proper, reasonable, and within department policies and rules.

Exonerated Based on Policy Failure: An investigation disclosed that the alleged incident did occur, but that policies and procedures did not adequately address the employee's conduct.

Informal Intervention: When a supervisor makes suggestions, conducts training, or makes corrections concerning an employee's unacceptable conduct or performance. Informal intervention does not require formal documentation.

Internal Affairs Investigation (IA): An investigation conducted when an employee is accused of committing a crime, exercising judgment which is so egregious or irrational that the employee's suitability for continued employment is questioned, or a single or repeated violation of department policy which if proven calls for termination.

Non-Permanent Discipline: Any discipline not rising to the level of permanent discipline as defined in this policy. Non-Permanent discipline may be imposed from any level of an employee's chain-of-command.

Not Sustained: An investigation did not disclose substantial evidence to prove or disprove the allegation.

Not Sustained Based on Policy Failure: An investigation did not disclose substantial evidence to prove or disprove the allegation, but did disclose that policies and procedures did not adequately address the employee's conduct.

Permanent Discipline: Discipline that may only be imposed by the Chief of Police and remains a permanent part of an employee's personnel file. Permanent discipline includes letters of

reprimand, suspensions, demotions and terminations.

Personnel Complaint: A complaint from any source alleging unacceptable conduct or performance that, if true, would constitute a violation of department policy or of federal, state or local law, policy or rule. Personnel complaints may be generated internally or by the public.

Personnel Quality Report (PQR): A report used to document employee commendations, or complaints regarding an employee's unacceptable conduct or performance.

Progressive Discipline: The process of imposing increasingly severe discipline to address, change or prevent an employee's unacceptable conduct or performance.

Substantial Evidence: Any evidence presented during an administrative review or internal affairs investigation that would lead a reasonable person to believe that the allegation is true.

Supervisor's Investigation of Misconduct: An investigation conducted when an employee is accused of conduct that does not meet the criteria for an Internal Affairs investigation.

Sustained: An investigation disclosed that the alleged incident did occur and that the employee's conduct was unlawful, improper, unreasonable, or in violation of department policies or rules.

Sustained Misconduct Not Based on the Complaint: An investigation did not disclose substantial evidence to prove or disprove the initial allegation, but conduct not alleged in the original complaint was discovered and determined to be unlawful, improper, unreasonable, or in violation of department policies or rules.

Unfounded: An investigation disclosed that the allegation was either false or not factual.

Written Intervention: The first step in the progressive discipline process.

ACCEPTANCE OF COMPLAINTS

Complaints may be accepted by any department employee. Any employee contacted regarding an allegation of misconduct shall accept the complaint and immediately direct it to the appropriate supervisor.

Supervisors shall initiate a personnel complaint based upon observed misconduct or receipt from any source alleging misconduct that, if true, would constitute a violation of department policy or of federal, state or local law, policy or rule. A supervisor shall also take reasonable steps to prevent aggravation of the situation.

Written complaints are preferred, but a complaint may be made verbally, either in person or via telephone, or by email. Such complaints shall be immediately directed to a supervisor. If a supervisor is not available, the employee receiving the complaint shall obtain the complainant's contact information. Upon contact with the complainant, the supervisor shall document the complaint on a PQR.

Although not required, complainants should be encouraged to file complaints in person so that proper identification, signatures, photographs and physical evidence may be obtained as

necessary.

Anonymous and third-party complaints should be accepted and investigated to the extent that sufficient information is provided.

In general, the primary responsibility for investigating a personnel complaint not rising to the level of an Internal Affairs investigation rests with the employee's immediate supervisor. The Chief of Police or an authorized designee shall direct another supervisor to investigate any complaint in which the alleged misconduct involves the employee's immediate supervisor.

INITIAL SUPERVISOR'S RESPONSIBILITIES

Upon initiating or receiving a personnel complaint, a supervisor shall:

- Document the complaint on a PQR (In circumstances where the confidentiality of a complainant is at issue or the integrity of the investigation could be jeopardized by reducing the complaint to written form, a supervisor shall verbally report the matter to the employee's Division Commander or the Chief of Police)
- Make a reasonable effort to obtain names, addresses and telephone numbers of witnesses
- Ensure photographs are taken of alleged injuries and accessible uninjured areas
- When appropriate, ensure immediate medical attention is provided
- Submit the PQR to the employee's direct supervisor via the chain-of-command
- Notify the appropriate Division Commander of complaints involving allegations of a serious nature or that involve ethnic, racial, sexual or other forms of prohibited harassment or discrimination

INTERNAL AFFAIRS INVESTIGATION

The initiation of an Internal Affairs Investigation is at the discretion of the Chief of Police. In general, the primary responsibility for conducting an Internal Affairs investigation rest with Professional Standards. Internal Affairs investigations in which the accused employee holds the rank of sergeant or below should be investigated by the Professional Standards' Sergeant.

Internal Affairs investigations in which the accused employee holds a rank higher than sergeant should be investigated by the Administrative Commander. The Chief of Police or an authorized designee may direct another supervisor to investigate any complaint.

INTERNAL AFFAIRS INVESTIGATION GUIDELINES – INVESTIGATOR

Upon initiation of an Internal Affairs Investigation, the investigator shall adhere to the following guidelines:

- Notify accused employee of the allegations as soon as practicable (If the nature of

the allegation dictates that confidentiality is necessary to maintain the integrity of the investigation, the accused employee need not be notified of the pending investigation until the employee is interviewed or formally charged)

- Contact the complainant as soon as practicable
- Interviews of the accused employee should generally be conducted during reasonable work hours of the employee
- The decision to conduct an off-duty interview should be based on the seriousness of the alleged misconduct and the necessary timeliness of the investigation (If the employee is off-duty, the employee shall be compensated)
- Interviews at the accused officer's home should only be conducted with prior permission from the accused officer
- Inform the complainant of the investigator's name and the associated IA number
- Interviews of the complainant should generally be conducted during reasonable hours
- Internal Affairs investigations should be completed within sixty days of the date the department becomes aware of the allegation
- All interviews shall be audibly recorded
- Upon completion of the investigation, all information shall be submitted to the Chief of Police for review and findings

INTERNAL AFFAIRS INVESTIGATION GUIDELINES – CHIEF OF POLICE

Upon receipt of the investigator's final report, the Chief of Police shall adhere to the following guidelines:

- Review all materials related to the investigation
- If not satisfied with the investigation, return it to the investigator for further investigation
- Once satisfied that no further investigation is required, make a decision as to the disposition of each potential Standard of Conduct violation
- After issuance of findings and disposition, forward the investigation and findings through Professional Standards to the accused employee's chain-of-command for recommendations for corrective action
- Review recommendations and make decision as to the level of corrective action, if any, to be imposed
- If the intended corrective action is in the form of non-permanent discipline, return the investigation to the Division Commander for imposition of corrective action

- If the intended corrective action is in the form of permanent discipline, provide written notice outlining the intended discipline to the accused employee through Professional Standards

INTERNAL AFFAIRS INVESTIGATION GUIDELINES – EMPLOYEE’S SUPERVISOR

Upon receipt of an Internal Affairs Investigation in which the Chief of Police sustained one or more violations of the Standards of Conduct, the accused employee’s immediate supervisor shall adhere to the following guidelines:

- Review all materials related to the investigation and make a recommendation as to the level of corrective action
- Forward recommendation to Division Commander

INTERNAL AFFAIRS INVESTIGATION GUIDELINES – DIVISION COMMANDER

Upon receipt of an Internal Affairs Investigation in which the Chief of Police sustained one or more violations of the Standards of Conduct, the Division Commander shall adhere to the following guidelines:

- Review all materials related to the investigation and make a recommendation as to the level of corrective action
- Forward through Professional Standards all recommendations from the chain-of command to the Chief of Police

INTERNAL AFFAIRS INVESTIGATION GUIDELINES – PROFESSIONAL STANDARDS

Upon receipt of an Internal Affairs Investigation in which the Chief of Police intends to impose corrective action in the form of permanent discipline, the Professional Standards’ unit shall:

1. Notify the accused employee in writing of the Chief of Police’s intended corrective action
2. Provide the accused employee access to all materials and information considered by the Chief of Police in determining the intended corrective action
3. Schedule a Pre-Disciplinary Meeting consisting of the Chief of Police, the accused employee, and the Director of Management Services or an authorized representative, not less than three days after notifying the accused employee of the intended corrective action
4. Ensure all necessary documentation is completed prior to the Pre-Disciplinary Meeting

PRE-DISCIPLINARY MEETING

The pre-disciplinary meeting is intended to provide the accused employee with an opportunity to present a written or oral response to the Chief of Police after reviewing the supporting materials

and prior to the imposition of any discipline. The employee shall consider the following:

- The response is not intended to be an adversarial or formal hearing
- The response is not designed to accommodate the presentation of testimony or witnesses
- The employee may offer any additional information or mitigating factors for the Chief of Police to consider
- In the event that the Chief of Police elects to cause further investigation to be conducted, the employee shall be provided with the results prior to the imposition of any discipline
- The employee may thereafter have the opportunity to further respond orally or in writing to the Chief of Police on the limited issues of information raised in any subsequent materials

POST-DISCIPLINE APPEAL RIGHTS

Non-probationary employees have the right to appeal any form of progressive discipline.

APPEAL OF DISCIPLINE - NON-PERMANENT

Imposed Non-Permanent Discipline may be appealed to the Chief of Police. The appeal must adhere to the following guidelines:

- Appeals must be submitted in writing to the Chief of Police within five working days of imposition of the discipline
- Appeals must include a statement from the employee as to whether cause or severity of discipline or both are being appealed
- Appeals must include all information upon which the employee relies in appealing the imposed discipline
- Upon receipt the Chief of Police shall review all of the information surrounding the incident and subsequent discipline. The Chief of Police shall issue a final written decision in the matter within ten working days of the date of receipt. The final written decision shall constitute the final administrative remedy available.

APPEAL OF DISCIPLINE – PERMANENT DISCIPLINE

Imposed Permanent Discipline in the form a suspension less than or equal to five working days may be appealed to the department head or “Decision-Maker”. The Chief of Police is the “Decision-Maker” within the police department. The appeal must adhere to the following guidelines:

- Appeal must be submitted in writing to the Chief of Police within five working days of imposition of the discipline

- Appeal must include a statement from the employee as to whether cause or severity of discipline or both are being appealed
- Appeal must include all information upon which the employee relies in appealing the imposed discipline

Imposed Permanent Discipline in the form of a suspension greater than five working days, demotion, or termination of employment may be appealed to the City Manager or the City Manager's designee for a full evidentiary hearing. The appeal must adhere to the following guidelines:

- Appeal must be submitted in writing to Human Resources within five working days of imposition of the discipline
- Appeal must include a statement from the employee as to whether cause or severity of discipline or both are being appealed
- Appeal must include all information upon which the employee relies in appealing the imposed discipline

The conduct of an evidentiary hearing shall be in accordance with the law, and shall provide the employee with appropriate due process. The City Manager or the City Manager's designee shall issue a final written decision in the matter within ten working days of the date the hearing is conducted. The final written decision shall constitute the final administrative remedy available. The employee may thereafter appeal the final written decision to a court of competent jurisdiction pursuant to Rule 106 of the Colorado Rules of Civil Procedure. [Employee Guidelines, City of Northglenn, 2013]

COMPLETION OF INTERNAL AFFAIRS INVESTIGATIONS

Every investigator or supervisor assigned to investigate a personnel complaint shall proceed with due diligence. Recognizing that factors such as witness availability and the complexity of allegations will affect each case, every effort should be made to complete each investigation and impose any disciplinary action within a reasonable period following receipt.

Internal Affairs Investigations should be completed within sixty days of the date the department becomes aware of the allegation. Should the investigator require additional time, a written request should be made to the Chief of Police requesting an extension. A request for extension should generally be made thirty days before the original due date, and include the reason for the request and the completion date requested. Such a request must be approved by the Chief of Police or an authorized designee in writing and a copy provided to the accused employee. The Chief of Police may approve an extension of up to one-hundred-eighty days.

Within thirty days of the final review by the Chief of Police, written notice of the findings should be sent to the complainant. This notice shall indicate the findings but will not disclose the level of discipline, if any, that was imposed. The complainant should also be provided with a copy of the original complaint.

PROBATIONARY EMPLOYEES AND OTHER EMPLOYEES

Probationary employees are not entitled to any of the rights outlined in this policy, and may receive permanent discipline, including termination of employment, without adherence to any of the procedures set forth in this policy.

Probationary employee's released for misconduct should be afforded a Liberty Interest Hearing. A Liberty Interest Hearing is designed for the sole purpose of clearing the accused employee's name, and shall be limited to a single appearance before the Chief of Police or an authorized designee.

ADMINISTRATIVE LEAVE

When a complaint of misconduct is serious in nature, or when circumstances indicate that allowing the accused employee to continue to work would adversely affect the department's mission, or expose the Department, the accused employee, other employees, or the public to potential liability or an unreasonable safety risk, the Chief of Police or an authorized designee may temporarily assign the accused employee to administrative leave pending completion and disposition of the investigation, and imposition of any corrective action.

If an employee is placed on administrative leave by an authorized designee of the Chief of Police, it shall be the responsibility of the designee to promptly notify the Chief of Police and the employee's direct supervisor.

CONDITIONS OF ADMINISTRATIVE LEAVE

An employee placed on administrative leave based on a complaint of misconduct shall adhere to the following conditions:

- The employee shall refrain from taking any action as a Department employee or in an official capacity
- The employee shall continue to comply with all policies, rules and lawful orders
- The employee shall continue to receive regular pay and benefits pending the imposition of any corrective action
- The employee shall comply as required with any court orders or subpoenas
- The employee shall not wear a uniform
- The employee may be temporarily reassigned to other duties
- The employee may be required to remain available for contact at all times
- The employee may be required by the Chief of Police or an authorized designee to relinquish any Department issued equipment, including any access cards, badges, identifications, or any assigned Department weapons

ADMINISTRATIVE SEARCHES

All department areas such as assigned lockers, storage spaces and other areas, including desks, offices and vehicles, may be searched as part of an administrative investigation upon a reasonable suspicion of misconduct. Such areas may also be searched any time by a supervisor for non-investigative purposes, such as obtaining a needed report, radio or other document or equipment.

All searches conducted in conjunction with an administrative investigation shall be conducted by a supervisor in the presence of an uninvolved witness.

An employee may be administratively ordered to submit to a blood, breath or urine test for alcohol and drugs under any of the following circumstances:

- When the employee is found to be exhibiting objective symptoms of intoxication or drug influence while on-duty
- When the employee is involved in an injury accident or fatal accident while on-duty
- When the employee is involved in an injury accident or fatal accident while operating any City-owned vehicle, whether on- or off-duty
- When the employee, whether on- or off-duty, is involved in a shooting or law enforcement related death

The use of compelled testing results shall be restricted to the administrative investigation.

Any employee may be compelled to disclose personal financial information pursuant to proper legal process if such information tends to indicate a conflict of interest with official duties, if the employee is assigned to or being considered for a special assignment, or to determine if the employee is engaged in unlawful activity.

RESIGNATIONS/RETIREMENTS PRIOR TO DISCIPLINE

In the event that an employee tenders a written resignation or notice of retirement prior to the imposition of discipline, it shall be noted in the file. The tender of a resignation or retirement by itself shall not serve as grounds for the termination of any pending investigation or discipline.

WITHDRAWN COMPLAINTS

Investigations in which the complainant withdraws their complaint or refuses to cooperate with the investigation may be closed and assigned an appropriate disposition.

If the nature of the allegations can be sufficiently determined without the assistance of the complainant, then the investigation shall proceed and be completed as normal and assigned an appropriate disposition.

CONFIDENTIALITY AND RETENTION OF PERSONNEL FILES

All investigations of personnel complaints shall be considered confidential and protected employee files. The contents of such files shall not be revealed to anyone other than the involved employee or authorized personnel except pursuant to lawful process.

In the event that an accused employee, or the representative of such employee, knowingly makes false representations regarding any internal investigation and such false representations are communicated to any media source, the Department may disclose sufficient information regarding the investigation as to refute such false representations.

All records of investigations shall be securely maintained for no less than the minimum years required by the state records retention schedule and for any additional period required by the organization's records retention schedule.

REMOVAL OF A COMPLAINT

Upon request, an employee may review any administrative file that does not relate to a current investigation.

After two years, employees may request to have removed any complaints that resulted in the imposition of non-permanent discipline. Requests must be sent for approval to the Chief of Police on an action memorandum form.

After two years, employees may also request the removal of permanent discipline in the form of a Letter of Reprimand. This type of request must be sent for approval to the Director of Management Services through the Chief of Police. The Chief of Police and the Director of Management Services must approve the request.

ALLEGATIONS OF CRIMINAL CONDUCT

The Chief of Police shall be notified as soon as practicable when an employee is formally accused of criminal conduct. In the event of serious criminal allegations, the Chief of Police may request that a criminal investigation by an outside law enforcement or prosecutorial agency be conducted.

The Chief of Police may order an administrative investigation into the allegations for which the officer was arrested.

An employee accused of criminal conduct shall be provided with all rights and privileges afforded to a civilian under the state and federal constitutions. The employee may not be administratively ordered to provide any information to a criminal investigator and no information or evidence administratively compelled from an employee may be provided to a criminal investigator. To help ensure no information derived from an administrative investigation is provided to a criminal investigator, the administrative investigation should be suspended until completion of the criminal investigation.

Only limited information concerning the arrest or detention of an employee may be released prior to a conviction.

An accused employee may be placed on administrative leave with pay, but no disciplinary action shall be taken against the accused employee based solely on an arrest or crime report.
Source: Provided by NPD

Appendix D: Department Actions During the Assessment

This section of the report outlines the efforts of the NPD during this project, particularly as they relate to the NPDs response to ongoing conversations and recommendations from BerryDunn throughout the project.

New Implementations/Changes

- 1) **Develop a Traffic Safety and Unit Strategic Plan**
 - a. Traffic Unit Strategic Plan was developed
 - b. **May 1** Traffic Unit initiated
 - c. Traffic Unit motorcycle purchase is in process
- 2) **Develop, communicate, and implement a Pinning and Pursuit Intervention (PIT) Policy**
 - a. Vehicular Pursuit Policy 307 was updated
 - b. The policy was distributed to all employees on **May 1**
 - c. **May 4 and May 14**, all sworn personnel trained on policy during vehicular drive training
- 3) **Document all Domestic Violence and Domestic Disturbance Incidents**
 - a. On **March 18**, the department instituted additional reporting requirements for all Domestic Violence incidents meeting statutory guidelines
 - b. On **March 18**, the department instituted additional guidelines for Domestic related incidents that don't meet statutory guidelines for Domestic Violence
- 4) **Re-emphasize and prioritize the Start by Believing campaign**
 - a. Implemented new protocol for assuring victim notifications and updates are communicated
 - b. Scheduling of interviews and phone calls will be done by Victim Advocates
 - c. Shared calendar has been created for all investigators, victim advocates, sergeant and commanders
 - d. Records Management System notification process developed when any new reports are added
 - e. Automatic notification letter process developed
- 5) **Establish Command Staff Expectations and Collaboration**
 - a. **March 2020**, Sergeant and Commander Expectations developed by Chief
 - b. **March 2020**, expectations presented and signed by Sergeants

-
- c. **March 2020**, expectations presented and signed by Commanders
 - d. In May 2020, implemented group problem-solving process during Command Staff meetings

Other areas that have been implemented

- 6) **Field interview cards** – officers are required to complete a field interview on everyone on a call that they contact if they are not included in a report.
- 7) **Blue Team** - Training and Implementation of Blue Team for entry, tracking and analysis of all Use of Force, Show of Force, Pursuit and Eluding.
 - a. Implemented May 28
- 8) **IA Pro** - Implementation of IA Pro for all Internal Affairs investigations and records retention
 - a. Implemented in December – January (approximately)
 - b. Expanded implementation pulling in Blue Team June 1, 2020
- 9) **Mentor Program**
 - a. Policy has been developed, criteria for selection developed, basic training program developed, mentors interviewed and selected, basic training of the new mentors, assignment of the new mentors to the four new recruits

10) Peer Support Program

Peer support policy developed and program implemented

Appendix E: Strategic Plan and Action Plans

This section of the report will include the strategic plan and action plans that are developed with the agency, as part of a strategy to define and prioritize the appropriate responses to the recommendations and findings of this assessment.

This section will be completed after the report is finalized, and after BerryDunn holds strategic planning sessions with the NPD.

Appendix F: Technology Considerations

Appendix F Table 1: Field Technology Considerations

Function	Description
Driver's License Swipe or Bar Code Readers	These devices provide for easy data capture in the field, and they help ensure the integrity of the data that migrates into RMS.
Printers	Patrol vehicles should be equipped with printers, which are capable of producing e-citations, and printing of other custom forms (see below).
e-Citation	<p>An e-Citation system should be instilled in the squad cars. Here are some key elements of that system:</p> <ul style="list-style-type: none"> • Auto-importing of data from driver's license (D/L) readers, and from state department of motor vehicle (DMV) and (D/L) files • Ability to select from citation, written warning, verbal warning, or fix-it ticket, as appropriate, and the ability to print associated fine or other warning information, unique and specific to the type of action the officer chooses (e.g. citation or warning). • Embedded location addresses from CAD or other data repository • Embedded statutes and ordinance numbers • Ability to export the citation and all associated data directly into RMS when printed, to include DMV and D/L files • Auto-generation of case/citation file upon creation of the citation • Ability to integrate officer notes into the e-Citation at the time of issuance
Custom Forms	<p>Patrol vehicles should have the ability to use of custom forms, as developed for the department. These should include, at a minimum:</p> <ul style="list-style-type: none"> • Crash Information Exchange: The ability to use imported data from DMV and D/L files to create, print, and export driver and vehicle owner data, for motor vehicle crashes • Towing Form: The ability to use imported data from DMV and D/L files, to create and print a vehicle impound form • In all custom forms cases, the system should push these forms to the associated case file, to include creating or appending the Master Name Index (MNI) file. A copy of the file should also push to the RMS for storage. <p>Note: There are likely many other forms that would be helpful for this type of process, which could be identified through different sections of the department. In short, a system should be used that can generate and map these custom forms to the RMS.</p>
State Crash Report Integration	The system should integrate the Crash Information Exchange custom form, with the State Crash Reporting System. This system should auto-populate appropriate fields, and have the capability of pushing to the state system, as well as saving a copy of the state crash report to the local RMS.

Appendix F Table 2: RMS Functional Considerations

Function	Description
e-Citation Push	The RMS should have the capacity to push citation data directly to the State/Municipal court system. This should include a review queue for the department prior to submission.
Criminal Complaint Push	The RMS should have the capacity to interface with local or state prosecutors, so that data can be pushed directly into their systems for review and/or the development of a criminal complaint.
Case Generation	Officers (sworn or non-sworn) should be able to generate a new record within RMS, either through populating/generating one of the custom forms, through e-Citation, or through just starting a record on their own. They should have the ability to fully populate the record from data collected in the mobile environment
Field Reporting	Officers in the field should have full access to the RMS from the field. This includes query capability, the ability to create, review, and print any police report, and the capacity to review any aspect of any case file, or documents or media stored within that file.
Media Storage	The RMS should have the capacity to store and hold any media files within the case record, to include: PDF or other Office documents (Word, Excel), digital photographs, and digital recordings. (This is not intended for body camera or surveillance footage).
Solvability Factors	The RMS should have the capability of using Solvability Factors (and/or weighted Solvability Factors) for each case, and these should be a user-accessible function.
Case Management	<p>The RMS should have a robust case management system, which includes, at a minimum:</p> <ul style="list-style-type: none"> • A customizable routing system • Case management queues for each user • Case management views for appropriate supervisors • Tracking capabilities for time/effort on each case • Routing triggers associated with varied stages of the case review process

Appendix G: Crime Meetings and Intelligence-Led Policing



Crime Meetings and Intelligence-Led Policing (ILP)

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Section 1: Introduction and Purpose

In today's policing environment, many law enforcement organizations have developed systems to utilize crime data to measure and gauge individual and agency performance, and as a tool to inform personnel deployments, enforcement operations, and other agency efforts to reduce crime (O'Donnell & Wexler, 2013). The primary purpose of these systems is to help guide leader decision-making and to aid in the development of intentional strategies that contribute to public safety within the communities served (Godown, 2009; LeCates, 2018). There are innumerable variations and titles for these systems, but most involve the use of data that is presented, analyzed, and discussed in some type of a coordinated crime meeting (O'Donnell & Wexler, 2013). Although there is no prescribed format for this type of meeting, the intent of this paper is to provide a brief overview of the typical elements and components of police accountability and performance measurement systems, as well as guiding information to assist law enforcement agencies as they consider developing or refining these processes.

Section 2: CompStat-Based Systems in Policing

Understanding CompStat

Virtually all police accountability and performance systems that engage crime data as a measurement tool emanate from the foundation of CompStat, which the New York Police Department (NYPD) implemented in 1994 under Chief of Police William Bratton (O'Donnell & Wexler, 2013). The term *CompStat* refers to computer comparison statistics (Godown, 2008) and involves the "scientific analysis of crime problems, an emphasis on creative and sustained approaches to solving the crime problems, and strict management accountability" (Reducing crime through intelligence-led policing, 2008, p. 2). CompStat emphasizes a strategic approach to identifying community and crime issues, and providing intentional and focused solutions to address them (O'Donnell & Wexler, 2013, p. 2). This CompStat process also includes accountability for leaders and managers who are responsible for carrying out these strategies and producing results (O'Donnell & Wexler, 2013, p. vii).

The CompStat process consists of four core components:

1. Accurate and timely intelligence
2. Effective tactics
3. Rapid deployment
4. Relentless follow-up and assessment

(O'Donnell & Wexler, 2013)

To provide additional context, the Los Angeles Police Department (LAPD) has expanded the description of these four core components, and includes the following summary of the CompStat process in its meeting materials:

1. Collect, analyze, map, and review crime data and other police performance measures on a regular basis
2. Create best-practice strategies to address identified issues and implement these strategies in real time
3. Hold police managers and employees accountable for their performance as measured by these data; and
4. Consistently review and repeat the process

(Godown, 2008, p. 2)

Although it contains four core components, CompStat has also been described in a more simplified manner as a process that involves a two-pronged approach. The first prong examines the data, while the second prong examines the agency response to the problems, including consideration of the effectiveness, efficiency, and ability of the agency to address crime and community problems using the strategies the agency has engaged (Godown, 2008). Within this context; however, it is important to understand that CompStat is “not a solution. It’s a method to obtain solutions” (O’Donnel & Wexler, 2013, p. 2). Essentially, CompStat is a process that begins with data, but the operational value of the process builds as unit commanders and other leaders ask and consider the following questions:

- What is the problem?
- What is the plan?
- What are the results to date?

(O’Donnel & Wexler, 2013, p. 2)

With the answers to these questions, the agency can formulate a plan to address any crime issues or other community problems identified, and once the plan has been implemented, the agency can evaluate the level of success of those efforts; this is the CompStat cycle. Not surprisingly, the CompStat cycle follows the same problem-oriented policing (POP) method outlined in the Scan, Analyze, Respond, and Assess (SARA) model used in community policing. The effects of applying the SARA model as a POP strategy have been widely researched and assessed as producing significant positive outcomes (Weisburd, Hinkle, & Eck, 2008); a properly designed and implemented crime meeting system has the potential to produce similar results.

Although the term *CompStat* refers specifically to the system established by the NYPD in 1994, many police agencies have adopted variations of that process providing a wide range of nuances and an equally diverse set of titles. For the purposes of this paper, the term *crime meeting* will be used synonymously to refer to all iterations of the different accountability and performance measurement systems in use, including CompStat-based systems.

The Value of Crime Meetings

In a study that sought to gather information concerning the purpose and value of crime meetings, researchers surveyed 166 police departments currently using them. The respondents cited five primary reasons for their use:

1. Identify emerging problems
2. Coordinate the effective deployment of resources
3. Increase accountability
4. Identify community problems and develop police strategies
5. Foster information-sharing within the agency

(O'Donnel and Wexler, 2013, p. 8)

The five reasons cited provide support, and form the foundation for, a series of positive operational outcomes that a successful crime meeting system can produce, as identified by the respondents, including:

1. Improved information-sharing throughout the organization
2. More autonomous decision-making, which helps empower supervisors to take action when necessary
3. An organizational culture in which all staff members recognize the opportunity for greater flexibility and creativity in problem-solving

(O'Donnel and Wexler, 2013, p. 8)

The responses to the survey mirror the experiences of other police organizations using a crime meeting system, and attest to the operational value of these meetings for law enforcement agencies in fulfilling their public safety mission (Godown, 2008; Shah, Burch, & Neusteter, 2018).

Intelligence-Led Policing (ILP)

When it was created in 1994, CompStat established a formalized process to examine and measure the effectiveness of the NYPD and its efforts to address crime and other community problems. Subsequently adopted by many police agencies, this data-driven process has been used to examine crime trends to aid police commanders in the strategic deployment of personnel. This data-driven process of examination and analysis, referred to as *predictive policing*, helps police agencies position personnel and other resources in areas where the data suggests additional crimes will occur. In theory, due to increased police presence, this approach intends to increase the likelihood of apprehending offenders in the areas targeted, and to reduce the number of crimes committed (LeCates, 2018).

The creation of CompStat was foundational in building an intentional data-driven law enforcement strategy; however, as technology and analytical capabilities improved, many police agencies increased the depth of analysis they were applying to the data available. This expanded approach, identified as intelligence-led policing (ILP), involves a focus that considers additional factors, including potential victims and offenders (LeCates, 2018), and the multijurisdictional nature of crime (Reducing crime through intelligence-led policing, 2008). From an operational perspective, ILP involves “a collaborative law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations” (Navigating your agency’s path to intelligence-led policing, p. 4, 2009).

Understanding the difference between predictive policing and ILP is important. Both involve the strategic use of data, but ILP expands the use of raw data and information, converting it into actionable intelligence. Though the terms *information* and *intelligence* are often used interchangeably; they are not the same. All data is information, but data that is analyzed becomes intelligence, and intelligence data provides a higher level of understanding, which can contribute to improved decision-making and policing strategies that have a greater potential for success (Navigating your agency’s path to intelligence-led policing, 2009).

In the same way that ILP has expanded upon the predictive policing model, ILP deployment strategies also involve an expansion of the steps involved in a typical crime meeting system. The steps in an ILP process include:

1. Executive commitment and involvement
2. Collaboration and coordination throughout all levels of the agency
3. Tasking and coordination
4. Collection, planning, and operation
5. Analytic capabilities
6. Awareness, education, and training
7. End-user feedback
8. Reassessment of the process

(Navigating your agency’s path to intelligence-led policing, 2009, p. 7)

To be clear, ILP is an expansion of the crime meeting system. It includes both the core elements of crime meetings and predictive policing, which are expected to be used in conjunction with a coordinated ILP process.

Section 3: Implementing Crime Meetings

Many police agencies have successfully implemented crime meeting systems, and many have integrated predictive policing and ILP as key strategies (O’Donnel & Wexler, 2013). There are several areas that police agencies should consider to help ensure success in developing and

implementing a crime meeting system. The first, and perhaps most important consideration, is that law enforcement leaders should start with the end in mind. The development of a crime meeting system should begin with two very important questions:

1. Why are we holding crime meetings?
2. What do we want to accomplish?

(O'Donnel & Wexler, 2013)

Like many other aspects of law enforcement, there is no one-size-fits-all solution for developing a crime meeting strategy. Each agency and community is unique, and it is incumbent upon law enforcement leaders to develop a process that will meet both agency and community goals and needs. Answering these questions can help the agency define the purpose and intended outcomes for the crime meeting system, which will ultimately drive numerous other operational aspects of the crime meeting system.

Important Considerations

There are several things law enforcement leaders should consider and keep in mind when implementing a crime meeting system. It is important to recognize that crime meetings should be regarded as part of an overall agency strategy to improve individual and agency performance and to reduce crime. As mentioned previously, crime meetings are not solutions; they are methods for developing solutions. Additionally, crime meetings should be regarded as tools to aid in developing operational and deployment strategies, but they should not be the only methods used to address crime and community problems, and individual or agency performance (O'Donnel & Wexler, 2013).

In many agencies, the primary measure of success or agency performance involves an analysis of various statistics, including arrests, crime rates, traffic citations, and crash rates. Although these metrics are important, there are other operational areas that the law enforcement agency should consider quantifying and monitoring. Just as predictive policing evolved and paved the way for ILP, crime meetings can also be used to monitor and promote community policing efforts, leading to a host of positive outcomes, such as increased public trust and improved community relations. In addition, by their nature, crime meetings increase internal communication within police agencies, and as a result, can serve as platforms for promoting organizational and cultural change (Shah, Burch, & Neusteter, 2018).

When establishing a crime meeting and performance measurement system, police agencies also need to be mindful of the adage, "What gets measured gets done." Most police officers are accustomed to having their performance monitored, and much of that monitoring has been volume-based (e.g., number of citations, arrests, complaints). If certain metrics are prioritized, police officers will generally adjust their work behaviors to match expectations. Accordingly, police agencies should carefully consider what items to prioritize and how to measure those items. To help ensure a strong strategy for performance measurement, police agencies should consider the following:

- If only activity data is measured, this can lead to prioritizing numbers over outcomes
- When leaders fail to engage line staff in developing measurement metrics, this can lead to inaccurate or incomplete information regarding their activities
- Although most traditional crime meeting models have not done so, agencies should measure and monitor community perceptions of safety, crime, or agency performance
- The crime meeting system should include measuring individual and agency efforts in community policing, and problem-solving

(Shah, Burch, & Neusteter, 2018, p. 7)

Suggestions for Success

To help ensure the success of the crime meeting system, agencies should consider the following tips:

- The information used for the crime meetings must be current and provided in a timely manner; stale information is of little use.
- Any response or plan developed for addressing crime or other community problems must include a specific set of strategies; it is insufficient to simply throw resources at a problem. Part of the response process involves clearly identifying what staff members are expected to accomplish.
- The ability to rapidly deploy resources to address an issue is a critical element of the process. Leaders and managers must have access to personnel, and/or the ability to direct personnel to engage in activities that support the mission.
- It is also important to monitor the strategy deployed. Monitoring the agency response must include an analysis of whether the strategy produced the intended results, and what metrics can be produced to demonstrate this. If the strategy is not producing positive results, it will be necessary to adjust the response. (Godown, 2008)
- Developing performance measures (PMs) and key performance indicators (KPIs) should be a collaborative process that includes substantive involvement from those expected to perform the work. Equal attention should be paid to the inclusion of the community in this process, so that identified PMs and KPIs align with community needs and expectations.

(Shah, Burch, & Neusteter, 2018)

Operational Aspects

Although the following list is not all-inclusive, there are several operational aspects of crime meetings for agencies to consider as they develop their crime meeting system.

- **Agenda:** Crime meetings should follow a consistent and prescribed agenda. This is important to ensure continuity of the meetings and to clarify the progression of the meetings for anyone who may attend.
- **Attendees:** Although the list of attendees may vary, depending upon the scope and purpose of the crime meetings, attendance by command staff, and the agency head in particular, is vital to demonstrating executive buy-in. Once the base of attendees has been established, these meetings must take priority over all other work activity (except for true emergencies).
- **Frequency:** The regularity or frequency of crime meetings is an area that is widespread among agencies who conduct them, with weekly and bimonthly meetings being the most common. The interval for crime meetings should be considered and determined in conjunction with the intent and focus of the crime meetings.
- **Length:** As with frequency, meeting lengths vary greatly. Once the agency has identified the format, agenda, and purpose for these meetings, an appropriate timeline can be established. Meetings should be of sufficient length to manage the work to be completed, without being burdensome. Meeting lengths of one to two hours are commonplace. The agency may also wish to consider varied lengths for weekly meetings, with a larger scope meeting occurring monthly.
- **Format:** The agency should consider the format for the meetings, including who will moderate them. Additional items for consideration include how data will be presented and who will present it. This process might also vary from meeting to meeting, depending upon the area of focus.
- **Minutes, notes, and follow-up assignments:** The agency should assign a scribe to take meeting minutes, and to note any significant items, discussions, or developments from the meetings. Taking minutes and recording the activity of the meeting should include keeping track of any new assignments and documenting any reports on follow-up, based on assignments from the prior meeting or meetings.
- **Communication:** Minutes and all other pertinent information should be circulated throughout the agency following each crime meeting. This should be done in a timely manner, and prior minutes should be archived and stored for easy retrieval.

Section 4: Summary

Crime meetings can be important tools for agencies to use as part of an overall strategy to address crime and community problems and issues. Engaging crime meetings that integrate both predictive policing and ILP strategies can add depth to the crime meeting system, and help equip law enforcement leaders with the information and intelligence they need to guide decision-making and personnel deployments. A successful crime meeting system can provide numerous benefits that extend beyond the obvious and important aspect of reducing crime.

These benefits can include improving organizational communication and critical thinking, developing positive relationships, and building and sustaining community trust. Despite the many benefits of developing and engaging crime meetings as a performance measurement system and as a strategic element of reducing crime, each police agency and community is unique. Accordingly, each agency should tailor its approach to meet its unique demands, while keeping in mind the foundational elements of these systems.

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