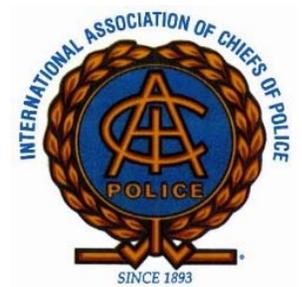


GOLDEN, COLORADO POLICE DEPARTMENT

Operations and Management Study

A Study by the International Association of Chiefs of Police



July 2017

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EXECUTIVE SUMMARY

In early 2017, the City of Golden, Colorado, contracted with the International Association of Chiefs of Police (IACP) to conduct a study of the Golden Police Department (GPD). The IACP team conducted an onsite visit and initiated a series of interviews with key staff selected by the IACP and GPD. Additionally, IACP conducted significant analysis of current data and new data generated as a part of this study. This report outlines our findings and recommendations.

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. Admittedly, despite our best efforts to provide a balance, 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. We wish to state the opposite quite clearly.

Notwithstanding the recommendations outlined in this report, the Golden Police Department (GPD) is a generally efficient and well-organized agency with a strong commitment to community policing and collaborative problem solving efforts. Staff at all levels present a high level of commitment and pride in their work. The Golden Police Department provided us unfettered access to staff and all data at their disposal, without reservation or hesitation. It was evident to our team that the command and other staff at the GPD want what is best for the agency and the community, and they are willing to take the necessary steps to ensure positive and appropriate change takes place.

This study examined numerous areas of department operation, and our analysis determined that several areas within the police department require adjustment in order to meet service demands and expectations, both internally and externally. Our study provides 21 recommendations, separated into three prioritized categories. These recommendations follow four major themes.

- Staffing, primarily within the patrol division;
- Adjustments to the organizational structure;
- Personnel development;
- Data collection and use within the agency

This report outlines the process and methodology used to conduct the analysis of the police culture and practices of the Golden Police Department, and the results of that process. We believe that our analysis is balanced, and that it fairly represents the conditions, expectations, and desired outcomes that we studied, and those which prompted and drove this inquiry. Where we used external data for comparison purposes, we have provided references.

Although we stand behind the core statements and purpose of our recommendations, we recognize that the details concerning implementation may require modification or revision in order to meet departmental and community needs. Accordingly, we consider our implementation suggestions as but one possible method for accomplishing the stated goal, and understand that the department may need or choose to take a different approach for a variety of reasons.

We wish to express our appreciation for the opportunity to collaborate with you on this very important project.

The IACP team

INTRODUCTION

In early 2017, the City of Golden, Colorado, contracted with the International Association of Chiefs of Police (IACP) to conduct a study of the Golden Police Department (GPD). The primary focus of this study was on sworn personnel staffing, organizational structure and span of control, and the work schedule and staffing allocations for patrol. This study included a review of several aspects of police operations, and this report outlines those efforts.

To accomplish the stated goals and objectives, the IACP study of the GPD focused on the following areas:

- The Policing Environment
- Culture and Leadership
- Operations, and Organizational Staffing and Structure
- Patrol Staffing and Operations
- Community Policing and Community Engagement
- Emergency Communications
- Investigations and Staffing
- Recruitment, Retention, Selection, and Promotion

The IACP team conducted this study in six phases:

Phase I - Project Organization

Phase II - Data Collection

Phase III - Preparation of Findings and Recommendations

Phase IV - Report Preparation and County Review

Phase V - Final Report Preparation and Presentation

Phase VI - Implementation Assistance

Phase I focused on organization of resources and identification of information necessary to conduct the study. We used a specific methodology for this study to ensure objectivity and a comprehensive review of all aspects of police operations examined (this methodology is explained later in the report).

Phase II focused on the collection of information about GPD operations and policing conditions. The IACP team engaged a combination of data collection techniques, obtaining data from existing sources, and generating new primary research data in areas targeted. As part of the data collection process, our team interviewed more than 20 personnel (command, non-command, and non-sworn). IACP staff observed numerous department operations and rode along in a dual role with officers selected by GPD, conducting an interview with the officer, and making operational observations. Policy statements, rules and regulations, statistical reports, and other written documents were

gathered by IACP staff, along with a broad array of data sets including calls for service data, personnel leave data, caseloads for detectives, and training records. Data collection also included a staff survey to include respondent profile items (assignment, years of service and time in rank, rank/title, age, race, gender, and education), 75 content items (opinion, perception), 7 organizational climate items, and an open comments option. The survey elicited employee responses in 26 different categories.

Phase III concentrated on analysis and evaluation of data, development of improvement recommendations, and preparation of several drafts of our report. Evaluation involved subject matter expert reviews, and comparison of policies, procedures, and operations with contemporary professional police standards, which included a composite of policies and best practices favored by the IACP staff. This phase also involved collection of supplementary data, and corroboration of information obtained earlier in the study.

Phase IV, which overlapped with Phase III, involved the development of preliminary findings and recommendations. This was a collaborative process involving the study team, in-house IACP advisors, and external subject matter experts. The IACP team shared these results with GPD executives and City of Golden officials to assess their compatibility with client expectations. This process involved collaborative efforts to corroborate information collected earlier, to fill data gaps, and to obtain feedback on a number of innovations and proposals in the report.

Phase V entailed the preparation of this final report.

Phase VI involves an ongoing implementation process in consultation with Golden Police Department and City Officials.

ACKNOWLEDGMENTS

IACP wishes to thank the following individuals for their unwavering assistance and support in the development of this report:

- Chief William C. Kilpatrick
- Captain Joseph P. Harvey
- Captain Daryl L. Hollingsworth

Most of all, our thanks go to all of the men and women of the Golden Police Department who participated in interviews, allowed our staff to ride-along with them, and completed surveys and/or took the time to provide information, ideas, and suggestions.

We would also like to mention here that these studies require substantial effort on the part of the agency to gather, create, and produce the numerous data necessary to accomplish the goals of the project. The level, depth, and timeliness of the data we were

provided was exceptional. This level of participation shows a commitment to the project, but it also speaks to the ability of the agency to produce and provide such data; this demonstrates a high level of technological capacity, and it suggests the potential to use these types of data in a variety of processes to improve law enforcement services in the future.

CHANGING CONDITIONS

The Golden Police Department is a dynamic and ever changing organization. We recognize that numerous changes may have taken place since the start of this study in early 2017. Conditions examined in this report may have changed in the time that has elapsed between report preparation and delivery. Understandably, we have had 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, which constitute consideration and implementation of our recommendations.

PRINCIPAL FINDINGS AND RECOMMENDATIONS - SUMMARY

Overall, the IACP found the GPD to have the characteristics of an effective law enforcement agency. However, this report contains numerous recommendations for the GPD to improve further its operations. We have provided a brief summary list of the priority recommendations below. Each of our recommendations includes a priority rating, and an indication of which section within this report the recommendation emanates from. Additional information pertaining to our recommendations is contained with the individual sections. We have also provided a full list of recommendations at the end of this report.

The principal criteria used to prioritize our recommendations includes the seriousness of the conditions or problems that the 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. Accordingly, it is our recommendation that the agency should consider implementing our recommendations in order, based on the identified priority level.

We also recognize there are multiple ways in which an agency may implement necessary changes. Accordingly, while our recommendations provide one pathway for improving operational functions, we understand that the agency may engage alternate strategies that seek to achieve the same results we identify in our recommendations.

Priority 1 Recommendations

Recommendation: Adjust the Organizational Structure and Add Positions
Chapter III Section I Organizational Structure

Recommendation: Monitor Work Demands in Records
Chapter III Section III Support Services, Specialty Programs, and Assignments

Recommendation: Merge Parking, Code Enforcement, and Park Ranger Units
Chapter III Section III Support Services, Specialty Programs, and Assignments

Recommendation: Increase Patrol Staffing
Chapter IV Section IV Patrol Workload vs. Officer Availability

Recommendation: Prioritize and Establish Patrol Staffing Levels
Chapter IV Section IV Patrol Workload vs. Officer Availability

Recommendation: Prioritize Criminal Investigations Staffing
Chapter VII Investigations Staffing

**Recommendation: Obtain Authorization for Over-Hires for Sworn Personnel
Chapter VIII Retention**

Priority 2 Recommendations

**Recommendation: Examine/Revise Professional Standards/IA Practices
Chapter II Section II Accountability, Ethics, and Integrity**

**Recommendation: Provide Leadership Training for Supervisors
Chapter II Section III Leadership**

**Recommendation: Establish a Policy Review Committee
Chapter II Section III Leadership**

**Recommendation: Establish a Formal Mentoring Program
Chapter II Section VI Mentoring and Coaching**

**Recommendation: Add One Full-Time School Resource Officer Position
Chapter III Section III Support Services, Specialty Programs, and Assignments**

**Recommendation: Examine and Revise CAD Data Collection
Chapter IV Section III Calls for Service Analysis**

**Recommendation: Examine the Work Schedule for Revision
Chapter IV Section IV Patrol Workload vs. Officer Availability**

**Recommendation: Revise Work Schedule for Traffic Unit
Chapter IV Section V Traffic Enforcement**

**Recommendation: Consider and Implement Alternative Response Strategies
Chapter IV Section VI Alternative Response**

**Recommendation: Examine Core Attrition Causes
Chapter VIII - Retention**

Priority 3 Recommendations

Recommendation: Strategize Approaches to Improve the Organizational Climate
Chapter II Section IX Workforce Survey

Recommendation: Improve Documentation of Community Policing Activities
Chapter V Section I Community Policing

Recommendation: Examine Ways to Improve Report Writing Efficiency
Chapter VII Workloads and Caseloads

Recommendation: Add a Criminalist/Data Analyst Position
Chapter VII Criminalist/Crime Scene

CHAPTER I. 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 Golden, Colorado, are all salient factors that define and condition the policing requirements, response capacity, and opportunities for innovation. We examine these factors in this chapter.

The Golden Police Department has authorization for 46 sworn positions and 23 non-sworn civilian positions for a total of 69 employees. There are 7 officers assigned to support Patrol Operations as investigators, with 24 officers assigned the primary responsibility to respond to calls for service (CFS). The primary function of the patrol officer is to provide public safety by maintaining order, responding to CFS, conducting traffic enforcement, maintaining high visibility to deter criminal activity, and to have positive interactions with the citizens of Golden to help establish and maintain a good rapport. Additional patrol officer responsibilities include conducting preliminary investigations, identifying, pursuing, and arresting suspects, rendering aid to victims, including psychological, emotional, and physical care, preparation of cases for court, including testimony, and writing reports that accurately document accounts of events.

SECTION I: SERVICE POPULATION

The City of Golden is a Home Rule Municipality that was founded in 1859, nestled along Clear Creek, at the Front Range of the Rocky Mountains. Golden is home to the Colorado School of Mines, the National Renewable Energy Laboratory, National Earthquake Information Center, Coors Brewing Company, and the Colorado Railroad Museum.¹ Golden is situated on the western edge of the suburban Denver metropolitan area. The city is roughly 10 square miles in size, with a population of approximately 20,000 people, see Table 1 below.²

Table 1 below also shows that population trends and projections are headed upward in Golden. This will ultimately affect work volume and CFS for the department. It is important to note here that IACPs workload model does not rely on population as a variant for calculating staff demands. However, we recognize that increases in population typically result in additional workload, and these shifts are often predictable and measurable.

¹ https://en.wikipedia.org/wiki/Golden,_Colorado

² <https://www.census.gov/quickfacts/fact/table/goldencitycolorado,CO/PST045215>

TABLE 1: Population Trends

POPULATION	1980 Census	1990 Census	2000 Census	2010 Census	2015 ACS Est.	*2020 Projected
Population	12,237	13,116	17,159	18,867	19,780	20,693
Increase		879	4,043	1,708	913	1,826
% Change		7.18%	30.82%	9.95%	4.84%	9.68%

Source: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml,
<http://www.cityofgolden.net/work/economic-development/demographics/>,
 *Projected based on population trends from 2010 Census and ACS Estimates

In Table 2 below, we provide a breakdown of the age demographics for those persons living in Golden.

TABLE 2: Population Age Ranges

Population by Age	Census 2000 Number	Census 2010 Number	2010 Percent	ACS 2015 Number	2015 Percent	Percent Change 2010-2015	Projected 2020*	Projected 2020 Percent
0 - 4	977	897	4.75%	1,013	5.12%	12.93%	1,129	5.46%
5-9	945	846	4.48%	965	4.88%	14.07%	1,084	5.24%
10-14	905	776	4.11%	1,026	5.19%	32.22%	1,276	6.17%
15 - 19	1,664	2,133	11.31%	1,984	10.03%	-6.99%	1,835	8.87%
20 - 24	1,899	2,444	12.95%	2,935	14.84%	20.09%	3,426	16.56%
25 - 34	2,749	2,601	13.79%	3,172	16.04%	21.95%	3,743	18.09%
35 - 44	2,983	2,571	13.63%	2,232	11.28%	-13.19%	1,893	9.15%
45 - 54	2,383	2,621	13.89%	2,588	13.08%	-1.26%	2,555	12.35%
55 - 59	772	1,164	6.17%	1,041	5.26%	-10.57%	918	4.44%
60-64	517	930	4.93%	941	4.76%	1.18%	952	4.60%
65 - 74	773	997	5.28%	1,140	5.76%	14.34%	1,283	6.20%
75 - 84	473	611	3.24%	427	2.16%	-30.11%	243	1.17%
85+	119	276	1.46%	316	1.60%	14.49%	356	1.72%
Total	17,159	18,867		19,780			20,693	

Source: https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml
 *Projected based on population trends from 2010 Census and ACS Estimates

The above table 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, presenting potential targets for criminals during working hours. This age demographic (20-54) represented 54.26% of the entire Golden population in 2010 census. Nationally,

young males ages 15-24 perpetrate the majority of the violent crimes.³ As Golden continues to grow, it is important to monitor the evolving population numbers in different age demographics, as these can affect (either upward or downward) workload volumes. Additionally, because it is situated so close to the City of Denver, Golden also receives considerable through-traffic on the main arterial roadways that traverse the community.

GROWTH IN GOLDEN

Due to its proximity to the Denver metropolitan area, the City of Golden is a highly desired area for business and residential growth. Despite this popularity, the citizens and government officials of Golden have taken specific steps to meter and control growth within the community. In 2010, city officials, working collaboratively with the citizens of Golden, developed and adopted a plan called Golden Vision 2030. The plan is “an articulation of an integrated set of core community values that will guide the City (and to some degree the community) in setting overall direction and in decision making for the next several years.”⁴ The plan, which integrates with other plans such as the City’s *Comprehensive Plan*, establishes various guiding principles, to include “Controlled and Directed Change.” The plan also follows and adheres to a pattern of self-restricted growth in Golden, capped at an annual increase in residential dwellings of 1%, since 1996.

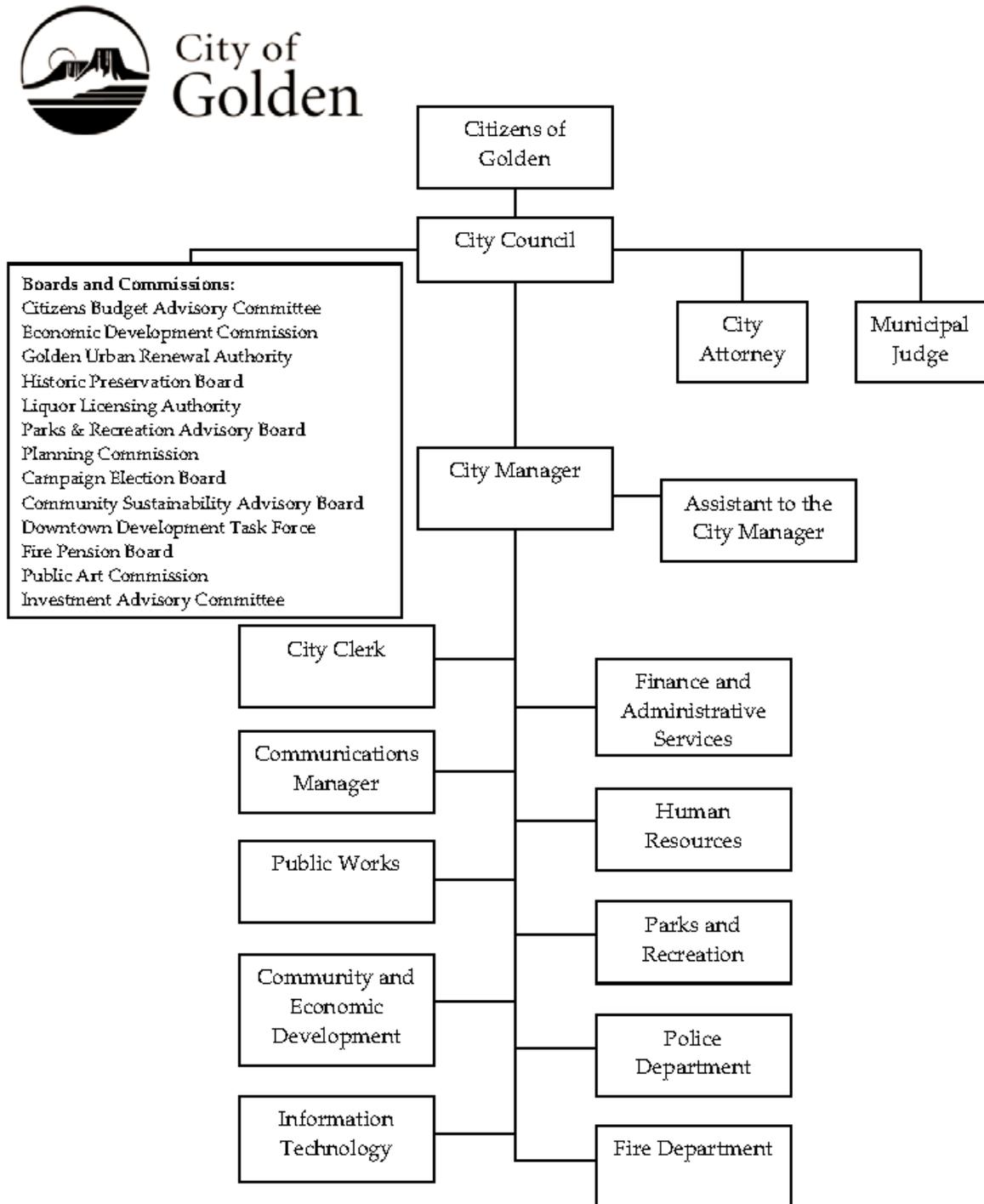
Despite these self-imposed limitations, Golden has and will likely continue to grow, and the population patterns and projections in Table 1 above, support this indication. This is important to note, because increases in population and business establishments clearly affect staffing demands. This factor is important as the city continues to evaluate its public safety needs. However, it is also important to note here (as we indicated above) that the IACP staffing model does not calculate staffing needs based on a ratio of population to number of officers, as we believe this is an imperfect and a poor measure for determining staffing levels. An increasing population generally does result in measurable increases in work demands for police departments. However, increases in demands for service can vary widely, depending upon myriad factors, including demographics, as we have already stated. Accordingly, it is difficult to predict with certainty how these factors will affect demands for service; these may be nominal, or significant. In contrast, adding *land mass* for example, automatically adds to the workload of a police agency, due to increases in the geographical area of responsibility the department must patrol. In short, an increasing population is one important factor in determining the current and near future demands upon the GPD, but it is not the only factor.

³ <https://www.nij.gov/topics/crime/Pages/delinquency-to-adult-offending.aspx>

⁴ http://www.cityofgolden.net/media/GV2030_%20Final_120910.pdf

Below in Figure 2, we provide the organizational structure for the City of Golden.

FIGURE 2: City Government Structure



SECTION III: BUDGET

In Table 3 below, we provide a snapshot of the city budgets for Golden from 2012 to the proposed 2017 budget. This table reflects a substantial jump between 2014 and 2015. In examining the budget documents, it appears that this increase was largely due to public works expenses, which increased from \$16.2 million to \$23.8 million during that period. Other notable increases include \$2 million for Parks and Recreation, and \$2 million in inter-fund transfers.

TABLE 3: City Budget

	2012	2013	2014	2015	2016	2017 - Proposed	% Change 2012-2017
Adjusted Budget	\$57,187,026	\$58,545,494	\$55,106,174	\$71,684,795	\$72,903,282	\$77,352,871	
Percent Change		2.38%	-5.87%	30.08%	1.70%	6.10%	35.26%

Source: 2017-2018 Biennial Budget, Golden Colorado

In Table 4 below, we provide the budget for Public Safety for the City of Golden, with the Police Department broken out from the totals.

TABLE 4: Public Safety/Police Department Budget

Public Safety	2012	2013	2014	2015	2016	2017 - Proposed	\$ Change 2016-2017
Expenditures	\$8,777,783	\$8,871,589	\$9,330,222	\$10,297,063	\$10,031,302	\$12,504,266	\$2,472,964
Percent Change		1.07%	5.17%	10.36%	-2.58%	24.65%	
Police Department			2014	2015	2016	2017 - Proposed	% Change 2014-2017
Administration			\$ 2,134,120	\$ 2,278,452	\$ 2,657,328	\$ 2,959,717	38.69%
Operations			\$ 5,090,615	\$ 5,407,640	\$ 5,909,876	\$ 6,595,291	29.56%
Sub-Total			\$ 7,224,735	\$ 7,686,092	\$ 8,567,204	\$ 9,555,008	32.25%
Wages/Benefits			\$ 5,985,508	\$ 6,408,720	\$ 6,987,420	\$ 7,447,120	
Pct. Wages/Benefits			82.85%	83.38%	81.56%	77.94%	

Source: 2017-2018 Biennial Budget, Golden Colorado

From Table 4 we can see that, based on the 2017 proposal, the police department consumes roughly 76% of the overall public safety budget. Both the public safety and police department budgets have increased over the past five years, commensurate with other budget and growth increases within the City of Golden. It is notable that most of the expenses within the police department (about 80%) relate to staff wages and benefits. This is typical of police agencies, and it demonstrates the significant investment the city makes in staffing the police department.

In Table 5 below, we outline the breakdown of sworn staffing assignments within the police department.

TABLE 5: Sworn Staffing Levels - 2016

Position	Number
Chief/Deputy Chief	1
Captain	2
Lieutenant	0
Sergeant*	9
Detective	5.5
Officer	29.5
TOTAL**	47

*Includes one detective sergeant

**Includes part-time sworn personnel

For the sergeants, six are assigned to patrol, one is assigned to investigations, one is assigned to special enforcement, and one is assigned to community services and professional standards.

In Table 6 below, we provide the diversity profile for the Golden Police Department.

TABLE 6: Diversity Profile

	Asian	African American	Hispanic	Other	Native American	White	Grand Total
Chief	0	1	0	0	0	0	1
Captain	0	0	0	0	0	2	2
Sergeant	0	1	0	0	0	8	9
Detective	0	0	1	0	0	5	6
Officer	0	2	3	0	0	22	27
TOTAL	0	4	4	0	0	37	45
Percentage	0.00%	8.89%	8.89%	0.00%	0.00%	82.22%	

IACP Study Cities (4)

Percentage	1.85%	16.39%	3.43%	23.00%	15.00%	78.17%	2,598
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*Includes all officers below Sergeant, which includes Detectives, Corporals, and Trainees.

National Percentages	2.50%	12.30%	10.70%	30.00%	30.00%	73.90%	
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2015 Data for Cities 100,000-249,999 Population

Source: <http://www.bjs.gov/content/pub/pdf/lpd13ppp.pdf>

Based on U.S. Census data, the racial make-up of the City of Golden is 84.4% white (non-Hispanic or Latino), 8.2% Hispanic or Latino, 3.8% Asian, 1.2% African American, and 2.3% indicating two or more races.⁶ Based on these data, and our review of GPD recruiting strategies, it appears that the police department has done a good job of encouraging diversity within its workforce, despite its relatively small size. Although some diverse groups are over-represented, and others are under-represented, there is strong diversity within the department.

Table 7 below displays the gender profile of the GPD. As is common within the police industry, males dominate the workforce, with 80.00% of sworn staff. Although women only comprise 20% of the workforce, we consider this percentage to be substantial within the industry. In four recent IACP studies, women only accounted for 10.64% of the workforce. In addition, in 2016, IACP conducted a survey of ten agencies across the United States, considered to be engaging some of the best practices in recruiting and hiring women and minorities. Combined, those ten agencies employed 80.78% men, and 19.22% women. At 20%, the percentage of women employed in sworn positions with the GPD is above the average of the cities studied by the IACP, including those agencies we consider to be using best practices in this area. However, the percentage of women employed as sworn officers by GPD is still disparate, when compared to gender demographics, and we encourage the police department to continue to work toward gender equality within the agency.

TABLE 7: Gender Profile

Gender Profile	Female	Male	Grand Total
Chief	0	1	1
Captain	0	2	2
Sergeant	2	7	9
Detective	2	4	6
Officer	5	22	27
Grand Total	9	36	45
Percentage	20.00%	80.00%	

IACP Study Cities (4)

Percentage	10.64%	89.36%	2,594
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⁶ <https://www.census.gov/quickfacts/fact/table/goldencitycolorado,US/PST045216>

SECTION IV: CRIME, ARRESTS, AND DEPARTMENT OPERATIONS

Crime

Within the Uniform Crime Reporting (UCR) standards set by the Federal Bureau of Investigations (FBI), crimes are separated into two categories; Part 1 Crimes (more serious), and Part 2 Crimes (all others). In Table 8 below, we show the five-year trend of Part 1 Crimes for the City of Golden from 2011 to 2015.

TABLE 8: Part 1 Crimes

Part 1 Crimes						5 Year	Variance	2014-2015
Crime Type	2011	2012	2013	2014	2015	Average	from Avg.	Trend
Homicide	1	0	1	1	0	1	-1	-100.00%
Rape	7	3	9	11	7	7	0	-36.36%
Robbery	10	4	6	4	2	5	-3	-50.00%
Aggravated Assault	31	27	18	31	20	25	-5	-35.48%
Burglary	59	59	43	43	48	50	-2	11.63%
Larceny	400	420	344	309	349	364	-15	12.94%
Auto Theft	33	21	25	32	39	30	9	21.88%
Arson	4	2	3	5	4	4	0	-20.00%
Totals	545	536	449	436	469	487	-18	7.57%

Source: GPD Data

In reviewing the crime statistics from Table 8 above, we note that in general, serious crime is down from 2011; this is true in nearly every category. Despite a slight increase in crime between 2014 and 2015, Part 1 crime is down nearly 14% from 2011 to 2015. These patterns follow national trends, which show that crime is down in many parts of the United States. We have no concerns about the statistics or trends shown in Table 8.

TABLE 9: Quality of Life Statistics

					5 Year	Variance	2014-2015
Crime Type	2012	2013	2014	2015	Average	from Avg.	1 Yr. Trend
Destruction/Vandalism	134	139	107	121	125	-4	13.08%
Prostitution	0	3	0	4	2	2	N/A
Drug/Narcotic Offenses	79	55	65	65	66	-1	0.00%
Fraud	50	51	37	55	48	7	48.65%
Disturbance	443	376	501	523	461	62	4.39%
Driving Under the Influence	443	421	113	123	275	-152	8.85%
Domestic Violence	87	82	94	69	83	-14	-26.60%
Liquor Law Violations	115	301	259	214	222	-8	-17.37%
Totals	1,351	1,428	1,176	1,174	1,282	-108	-0.17%

Source: GPD Data

Although it is not a UCR category, some communities track *Quality of Life* statistics. The IACP pulled the data in Table 9 above from other data supplied by GPD. The selected areas, mirror statistical data that is tracked in other communities. Again, these numbers are down overall, from 2011 to 2015, and like our observations of the Part 1 Crime data in Table 8 above, we have no concerns about trending quality of life statistics.

In Table 10 below, we show the Part 2 crimes for the City of Golden over the same five-year period. In analyzing the data, there is generally relative consistency from year to year in the number and frequency of the Part 2 crimes listed. The most notable increase involves simple assaults, which increased substantially in 2015 over 2014, and are well higher than any of the five years listed. We lack the data to understand this increase, but would recommend additional analysis by GPD to better understand this trend, and anything the police department can do mitigate the increase.

TABLE 10: Part 2 Crimes

Offense Type	2011	2012	2013	2014	2015	% Change 2014-2015
All Offense Types	1,101	974	922	865	1,014	17.23%
Kidnapping/Abduction	9	2	2	0	6	N/A
Simple Assault	73	49	68	64	108	68.75%
Intimidation	14	4	3	9	6	-33.33%
Bribery	1					N/A
Counterfeiting/Forgery	20	11	9	18	7	-61.11%
Destruction/Damage/Vandalism of Property	190	134	139	107	121	13.08%
Embezzlement		1	3		2	N/A
Extortion/Blackmail	2	1	1		1	N/A
False Pretenses/Swindle/Confidence Game	86	47	42	33	51	54.55%
Credit Card/Automatic Teller Fraud	1	21	34	34	28	-17.65%
Impersonation	5	14	16	23	44	91.30%
Wire Fraud	2	3	9	4	4	0.00%
Drug/Narcotic Violations	76	75	66	69	74	7.25%
Drug Equipment Violations	63	64	57	55	69	25.45%
Pornography/Obscene Material		1		1	2	100.00%
Prostitution			3		4	N/A
Weapon Law Violations	13	7	13	6	16	166.67%
Totals	1,656	1,408	1,387	1,288	1,557	20.89%

Source: GPD Data

The other notable increase involves the *All Offense Types* category. This category groups numerous types of crimes, which are typically too few in frequency to track or list independently. We note that the total for 2015 is consistent with the total from 2011, and that the increase from 2014 to 2015 is essentially responsible for the total percentage of

increase in Part 2 crimes from 2014 to 2015 in Table 10. Again, we did not analyze these in depth, but we would encourage GPD to look at this category more closely, to determine if there are any areas that warrant more focused attention.

Table 11 below combines the data from Tables 8 and 10 above, and shows relative consistency from year to year. Crime was up in 2015 from 2014, but is still down overall, when compared to 2011 data. As noted above, IACP did not study the reasons behind these trends, and we cannot speculate as to what may be causing them. Again, we would encourage GPD staff to look at these numbers more closely, by category, to determine whether a specific strategic approach is appropriate.

TABLE 11: Part 1-2 Crimes

	2011	2012	2013	2014	2015	2011-2015 Change	2014-2015 Change
Part 1 Crimes	545	536	449	436	469	-13.94%	7.57%
Part 2 Crimes	1,656	1,408	1,387	1,288	1,557	-5.98%	20.89%
Total	2,201	1,944	1,836	1,724	2,026	-7.95%	17.52%

Source: GPD Data

In Table 12 below, we provide the clearance rates for all Part 1 crimes from 2013 to 2015.

TABLE 12: Part 1 Clearance Rates

Part 1 Offenses vs. Clearances (Exceptionally Cleared or by Arrest)	2013 Offenses	2013 Cleared	2013 Pct. Cleared	2014 Offenses	2014 Cleared	2014 Pct. Cleared	2015 Offenses	2015 Cleared	2015 Pct. Cleared
Homicide Offenses	1	1	100.00%	1	1	100.00%	0	0	N/A
Sex Offenses, Forcible	9	7	77.78%	11	3	27.27%	7	3	42.86%
Robbery	6	2	33.33%	4	2	50.00%	2	0	0.00%
Aggravated Assault	18	15	83.33%	31	27	87.10%	20	12	60.00%
Burglary	43	4	9.30%	43	6	13.95%	48	12	25.00%
Larceny	344	81	23.55%	309	82	26.54%	349	97	27.79%
Auto Theft	25	4	16.00%	32	7	21.88%	39	10	25.64%
Arson	3	1	33.33%	5	4	80.00%	4	1	25.00%
Totals	449	115	25.61%	436	132	30.28%	469	135	28.78%

Violent Crimes (Homicide, Sex Offenses, Robbery, Aggravated Assault)	34	25	73.53%	47	33	70.21%	29	15	51.72%
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Source: GPD Data

When examining Part 1 Crimes, and clearance rates in particular, it is important to note that although there are eight crimes in this category, these are split into two sub-categories: violent crime and non-violent crime. The crimes in the violent crime category include homicide, rape, robbery, and aggravated assault. In addition to being more serious in nature, *violent crimes* are also crimes against a person, and accordingly, there is usually a witness and/or substantial forensic evidence available for investigators. Due to their serious nature and these other factors, violent crimes also usually have a higher clearance rate than non-violent crimes.

Upon initial glance, in reviewing the Part 1 clearance rates for GPD, it looks like there have been some significant reductions in those rates. However, it is important to point out that when calculating percentages for a low number of occurrences, one or two additional clearances can make a big difference in the percentage of cases cleared (or not cleared). In addition, there are no specific standards for crime clearance rates within the law enforcement industry. As a result, we evaluate clearance rates as a pattern, and from a violent or non-violent crime perspective.

In this case, we see that the violent crime clearance rates at GPD have been consistently over 50%. However, non-violent crime clearance rates are significantly lower, which is expected, and not unusual. Although there are no national standards to gauge clearance rates, in Table 13 below, we provide Part 1 Crime case clearance rates from four recent departments studied by the IACP, as compared to GPD. Overall, the clearance rates for GPD are comparable to the other IACP departments studied.

TABLE 13: Part 1 Clearance Rates Comparisons

Part 1 Offense Clearance Rates	IACP Study Cities	Golden, CO
Homicide	54.76%	N/A
Sex Offenses/Forcible Rape	46.87%	42.86%
Robbery	32.84%	0.00%
Aggravated Assault	54.48%	60.00%
Burglary	14.35%	25.00%
Larceny	22.58%	27.79%
Auto Theft	20.25%	25.64%
Arson	26.53%	28.78%
Violent Crime	46.83%	51.72%

*Data from four IACP study cities.

In Table 14 below, we provide clearance rates for Part 2 Crimes. In this table, we see that overall clearance rates have increased by 6.14% from 2013 to 2015. Again, some of the percentages of increases are high, but this is mostly reflective of small numbers of cases.

Additionally, we note that cases involving persons generally have a higher clearance rate, and this is typical and expected.

TABLE 14: Part 2 Clearance Rates

Part 2 Offenses vs. Clearances (Exceptionally Cleared or by Arrest)	2013 Offenses	2013 Cleared	2013 Pct. Cleared	2014 Offenses	2014 Cleared	2014 Pct. Cleared	2015 Offenses	2015 Cleared	2015 Pct. Cleared
All Offense Types	922	355	38.50%	865	347	40.12%	1,014	437	43.10%
Kidnapping/Abduction	2	2	100.00%	0	0	N/A	6	5	83.33%
Simple Assault	68	54	79.41%	64	47	73.44%	108	88	81.48%
Intimidation	3	3	100.00%	9	9	100.00%	6	2	33.33%
Counterfeiting/Forgery	9	3	33.33%	18	6	33.33%	7	1	14.29%
Destruction/Damage/Vandalism of Property	139	24	17.27%	107	18	16.82%	121	29	23.97%
Embezzlement	3	0	0.00%	0	0	N/A	2	2	100.00%
Extortion/Blackmail	1	0	0.00%	0	0	N/A	1	0	0.00%
False Pretenses/Swindle/Confidence Game	42	9	21.43%	33	8	24.24%	51	17	33.33%
Credit Card/Automatic Teller Fraud	34	3	8.82%	34	0	0.00%	28	3	10.71%
Impersonation	16	2	12.50%	23	4	17.39%	44	11	25.00%
Wire Fraud	9	0	0.00%	4	0	0.00%	4	0	0.00%
Drug/Narcotic Violations	66	61	92.42%	69	61	88.41%	74	63	85.14%
Drug Equipment Violations	57	56	98.25%	55	52	94.55%	69	63	91.30%
Pornography/Obscene Material	0	0	N/A	1	0	0.00%	2	1	50.00%
Prostitution	3	3	100.00%	0	0	N/A	4	3	75.00%
Weapon Law Violations	13	13	100.00%	6	5	83.33%	16	13	81.25%
Totals	1,146	441	38.48%	1,063	427	40.17%	1,264	564	44.62%

Source: GPD Data

In addition to looking at crime and clearance rates for the GPD, we 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, the crime rate and violent crime rates are relevant factors, as they reflect the likelihood that a person will become a victim of a violent crime, based on 100,000 people. For GPD, we chose to select suburban Denver communities, not because of their similar size to Golden, but due to their relative proximity to Denver. The data from these communities is reflected in Table 15 below.

In looking at the data from Table 15 below, we can see that the overall crime rate for Golden is second to lowest among the eight cities examined, and the violent crime rate is fourth from the lowest.

TABLE 15: Crime Rate Comparisons

Metropolitan Denver Cities	Population	Incident Rate Per 100,000	Total Part I Crimes	Violent Crime Rate	Murder and Non-Negligent Manslaughter	Rape	Robbery	Aggravated Assault	Burglary	Larceny	Vehicle Theft	Arson	Property Crimes	Number of Officers	Number of Civilians	Violent Crimes
Arvada	115,379	2,701	3,116	135	2	34	31	89	313	2,342	286	19	2,941	162	66	156
Aurora	360,237	3,415	12,303	461	24	352	447	837	1,683	7,635	1,261	64	10,579	680	137	1,660
Centennial	108,846	1,333	1,451	126	1	46	26	64	224	977	103	10	1,304	124	34	137
Greenwood Village	15,760	4,143	653	438	0	11	12	46	73	481	28	2	582	67	26	69
Lakewood	151,311	5,588	8,455	568	6	140	210	503	900	5,801	882	13	7,583	270	159	859
Littleton	45,363	2,493	1,131	95	0	19	9	15	199	770	112	7	1,081	68	24	43
Westminster	113,547	3,580	4,065	244	1	50	57	169	407	2,838	536	7	3,781	180	76	277
Golden**	20,448	2,294	469	142	0	7	2	20	48	349	39	4	422	48	24	29

*Thornton had incomplete data and was excluded from UCR by the FBI

**Part I numbers were adjusted, based on data provided by Golden PD

Arrests

Examining arrest rates provides an understanding of the types of activities in which the department is engaging, and they also help demonstrate clearance rates for various crimes. Table 16 below provides a listing of adult arrests for GPD between 2011 and 2015, and Table 17 provides similar data as it relates to juveniles.

The adult arrest numbers are generally consistent between the years 2011 and 2015, but they have fluctuated to some degree. There were 882 adult arrests in 2011, with a sharp increase to 1150 in 2012. However, since 2012, arrest numbers have tapered and stabilized, with arrests in the 900-range for 2013-2015. In most cases, there is minimal shifting by category from year to year, or over time. Interestingly, the number of liquor and underage consumption violations has decreased substantially from 2011 to 2015. Marijuana arrests are also down substantially from their highest point of 48 in 2012, to only 19 in 2015. The IACP did not study these numbers in-depth, so we do not offer an explanation as to the reason behind the shifts. However, GPD staff explained that these numbers started to trend downward after Amendment 64 legalized marijuana in Colorado in November of 2012.

TABLE 16: Adult Arrests

Adult Arrest Types	2011	2012	2013	2014	2015
Warrant Arrest	187	223	188	192	251
DUI/DWAI	170	138	174	166	169
Shoplifting	25	49	36	40	53
Domestic Violence	52	40	50	48	49
Theft	20	41	29	35	43
Restraining Order Violation	26	41	30	29	38
Possession of Drug Paraphernalia	35	41	18	21	35
Assault	17	21	19	13	29
Dog at Large	35	29	39	50	25
Marijuana	35	48	10	15	19
Controlled Substance	2	4	9	13	15
Harassment	15	26	17	12	15
Open container	7	127	94	28	15
Trespass	7	34	17	13	15
Liquor	56	17	26	9	12
False Reporting	4	11	7	11	11
Obstructing	8	13	19	15	10
Amphetamine - Possession		3		2	9
Criminal Mischief	9	22	7	14	9
Disorderly Conduct	20	14	13	20	9
Violation of Court Order	3	4	3	5	9
Child Abuse	7	7	5	8	8
Underage Consumption	28	33	24	23	8
Resisting/Interfering w/Police	7	4	3	4	7
Burglary	7	11	3	12	6
Motor Vehicle Thefts	5	1	2		6
Attempted Influence Public Official		1	1	2	5
Cruelty to Animals	3	3	6	7	5
Indecent Exposure	7	6	6	5	5
Menace	4	3	6	10	5
Weapon Offense	4	6	4	6	5
All Others	77	129	96	90	49
Totals	882	1150	961	918	949

Source: GPD Data

*Shows totals of five arrests or more.

In Table 17 below, we see a similar pattern with the juvenile arrests, as compared to the adult arrests. The number of arrests was higher in prior years, but has declined and stabilized.

TABLE 17: Juvenile Arrests

Juvenile Arrest Types	2011	2012	2013	2014	2015
Marijuana	18	30	23	37	29
Possession - Drug Paraphernalia	24	14	20	34	28
Warrant Arrest	18	12	15	15	23
Tobacco Violation	13	8	9	15	16
Underage Consumption	11	23	7	31	15
Trespass	9	6	11	2	12
Shoplifting	2	11	17	16	11
Curfew	21	13	30	9	10
Disorderly Conduct	11	11	8	3	8
Harassment	11	8	7	6	8
Criminal Mischief	9	6	3	5	6
Ordinance Violation	1	2		1	6
Assault	4	5	11	9	5
False Reporting		2	1	1	4
Liquor	8	1	2		4
Theft	14	4	4	5	4
Attempted Homicide					3
Interfere w/Educational Institute	6		2	4	3
Burglary	1	1		1	2
Obstructing	1	1	3	1	2
Child Abuse					1
Controlled Substance	3		1	2	1
Criminal Tampering				1	1
DUI/DWAI/Drugs	8	2	1		1
First Degree Criminal Trespass	2	2		1	1
Incest with Minor			1		1
Narcotic Equip - possession	1	9		1	1
Public Order Crimes		1			1
All Others	41	15	24	17	0
Totals	237	187	200	217	207

Note: Shows totals for all arrest categories for 2015

In looking at the arrest totals, most of the categories have not experienced a significant shift. However, underage consumption is down 50% from 2014, and there were only 10 curfew violations in 2015, as compared to 21 in 2011, and 30 in 2013. Although none of these changes is alarming, we encourage the GPD to evaluate closely the meaning of these decreases to make a determination as to what may be causing them, and to respond accordingly.

SECTION V: TRAFFIC

We examined various traffic data for this study, and the number and rate of motor vehicle crashes provides one of the most common measures of the success of traffic functions within law enforcement agencies. Table 18 below depicts the various types of motor vehicle crashes responded to by GPD, for which there was some type of a report filed.

In summary, the number of motor vehicle crashes handled by GPD has remained fairly constant over the past five years. Injury crashes spiked in 2014-2015, but in 2016, they returned to a level similar to the 2012-2013 levels. As we have noted elsewhere in this report, Golden is part of the Denver metropolitan area, which has continued to increase in population. Increases in population generally translate into more vehicles on the roadways, which typically results in more crashes. Although roadway volumes have increased commensurate with population increases, and although there are significant feeder roadways that traverse the City of Golden into Denver that are likely carrying more traffic, the crash rates in Golden have remained consistent.

TABLE 18: Traffic Crash Reports

Type	2012	2013	2014	2015	2016	Total
Fatal Crashes	4	0	1	0	3	8
Injury Crashes	41	48	64	65	42	260
Non Injury Crashes	683	643	718	726	734	3504
Total	728	691	783	791	779	3772

Source: GPD Data

The number of motor vehicle crashes is an important consideration from a public safety perspective, but it is also important in terms of the time officers must engage in order to manage those incidents. We will discuss this further in another section, but as we show in Tables 44 and 47 later in this report, officers from GPD spend considerable time handling motor vehicle crashes. Some of the data we examined from GPD records was conflicting, and due to limitations in CAD, we could not accurately calculate officer time on various calls for service (CFS), including motor vehicle crashes. However, data from Table 47 suggests that GPD officers spend at least 875 hours handling motor vehicle crashes annually, and data from Table 44 indicates an average number of crashes at roughly 888 per year (Table 18 above shows this number slightly lower).

Given these data, the average time spent on a motor vehicle crash by GPD officers is approximately 1 hour per incident (at least). This is consistent with several prior studies conducted by the IACP, in which we were able to more accurately quantify time on scene by officers. In looking at Tables 55 and 60 below, we assess that GPD patrol officers have approximately 492 work hours available per year for call for service response. We estimate that motor vehicle crashes comprise at least 900-1000 hours of the annual

obligated workload for GPD, which essentially absorbs the entire annual time available of two patrol officers. In other words, roughly 10% of the available workload within patrol is being spent managing motor vehicle crashes; this represents a significant amount of resources, and does not account for additional time spent on motor vehicle crashes by the traffic unit (or back-up units).

One of the primary internal goals identified for the patrol division in 2015, is to use a structured approach to dealing with traffic related issues. To work toward that goal, the patrol section has been asked to focus traffic enforcement in school zones, high complaint locations, at distracted and aggressive drivers, and to continue to aggressively enforce DUI laws. The department has also taken the approach that they are more concerned with the quality of citations, and their effect in reducing crashes, as opposed to simply issuing citations as a function of random patrol efforts.

TABLE 19: Traffic Enforcement

Traffic Enforcement	2012	2013	2014	2015	2016	Grand Total
DUI Arrests	108	146	134	143	134	665
Traffic Monitoring	131	275	265	1150	1674	3,495
Traffic Citations	3862	4117	4369	2456	3997	18,801
Traffic Warnings	3525	3458	2565	4605	4555	18,708
Grand Total	7,626	7,996	7,333	8,354	10,360	41,669

Source: GPD Data

In Table 19 above, we show the traffic enforcement statistics for GPD over the past five years. There are a few things worth noting from this table. Our first observation is that the number of DUI arrests has been consistent over the years. This suggests and confirms the commitment of the department for continued focus on this aspect of public/traffic safety. Second we noted a substantial drop in citations in 2015, otherwise, the number of citations has remained fairly constant over this period. We also observed that the department issues a substantial number of traffic warnings each year. In fact, over the five-year period examined, these numbers are nearly identical. This suggests an approach to traffic safety that is well-balanced in terms of combining enforcement with the education of drivers.

Lastly, we noted that the number of *traffic monitoring* events has increased sharply – more than tenfold – since 2012. This is highly suggestive of an approach to traffic safety that is intentional, targeted, and focused, and we commend these efforts. However, we have two additional observations that accompany this notable focus. First, in reviewing Table 18 above, we note that the number of motor vehicle crashes has remained nearly constant (except for a decline in personal injury crashes from 2015 to 2016). In addition, as we already mentioned, the number of citations/warnings has also been stable. With the amount of additional focus on traffic monitoring, including an approach that targets high crash areas, we would expect to see an additional increment of citations/warnings issued,

and a decline in motor vehicle crashes, in some correlation to these efforts; we do not see either here.

Based on our understanding of the growth in the area, we suspected that traffic levels had consistently increased in the City of Golden and the surrounding area, and we concluded that if this was the case and there were more vehicles, covering more travel miles, then the crash totals reflected in Table 18 would actually reflect a reduction in the rate of crashes, in relation to the number of vehicle miles driven. Based on follow-up discussion with GPD staff, we learned that the traffic engineer for the City of Golden has estimated that traffic counts within the city have been increasing about 1% annually. Given this information, we believe that the numbers in Table 18, although not decreasing, do reflect a slight reduction in the *crash rates* as compared to miles driven, as we suspected. This is a positive sign for GPD, but this should also remain an area of focus for the department.

In addition to our other observations above, we also learned that the department was monitoring the decline in citations between 2014 and 2015. Through internal dialogue, they discovered that their new focus on reducing crashes, and targeting school zones and aggressive and distracted driving, had narrowed their scope, resulting in fewer citations. Through that iterative process, new enforcement goals were identified, which translated into greater numbers in 2016. The department was also tracking crash statistics, noting the decline in personal injury crashes between 2015 and 2016, from 65 to 42. It is possible that this decline is cyclical, or it could be the result of improved enforcement efforts and tactics; this should become more apparent as the department continues to monitor these data over time. In any case, we applaud the focused and intentional efforts by the GPD in this area.

In Table 20 below, we provide a breakdown of the most common traffic violations for the City of Golden.

TABLE 20: Frequent Traffic Violations

Violation	2014	2015	2016
Speeding	2696	1098	2285
Careless/reckless	205	207	182
Stop sign/Red light/Fail to obey traffic signal	267	309	430
Weaving	72	78	38
Seatbelt	29	31	6
Texting while driving		16	20
DUI/DWAI/DUID	173	172	156
DL deny/revocation/suspension	107	145	175
Expired plates	144	110	137
No insurance	217	198	223
Miscellaneous	781	578	576
Following too Closely	132	132	173
Bicycle traffic control device	7	7	16
Backing - unlawful/unsafe	39	21	29
Changed lanes when unsafe	49	43	37
Total	4918	3145	4483

Source: GPD Data

The most commonly cited offenses (excluding DUI) include speeding, careless/reckless driving, sign/signal violations, and following too closely. Again, these areas track with the most common causal factors for motor vehicle crashes. Accordingly, given the focus of the GPD on this issue, we would expect to see totals that mirror these categories, and they do.

Based on the data provided by GPD, it appears that the agency is squarely focused on targeted traffic enforcement as an important element of the overall mission of the department, and the data demonstrate these efforts. However, despite the obvious sustained and increased focus, citations and warnings have not increased, nor have motor vehicle crashes decreased. Again, there may be explanations for these patterns, but given the additional effort by the department, we would expect to see positive and negative shifts in these areas (respectively), which we do not.

We recommend that GPD continue to emphasize the focus on these areas, but we would also suggest that the department consider adding an identifying code to their traffic enforcement efforts, which could be used to determine whether a traffic citation or warning was the result of specific *traffic monitoring*, or from random patrol. We would also suggest collecting data on targeted areas (e.g., high crash locations). This data could be helpful in terms of understanding the nature of the citations issued, and whether those citations may be affecting crash rates.

SECTION VI: ORGANIZATION

The primary responsibility of the GPD is for protecting and safeguarding the lives and property of the City of Golden residents and visitors, through enforcement of criminal laws and safety education. Figure 3 below provides an organizational overview of the Golden Police Department.

FIGURE 3: Police Department Organizational Chart

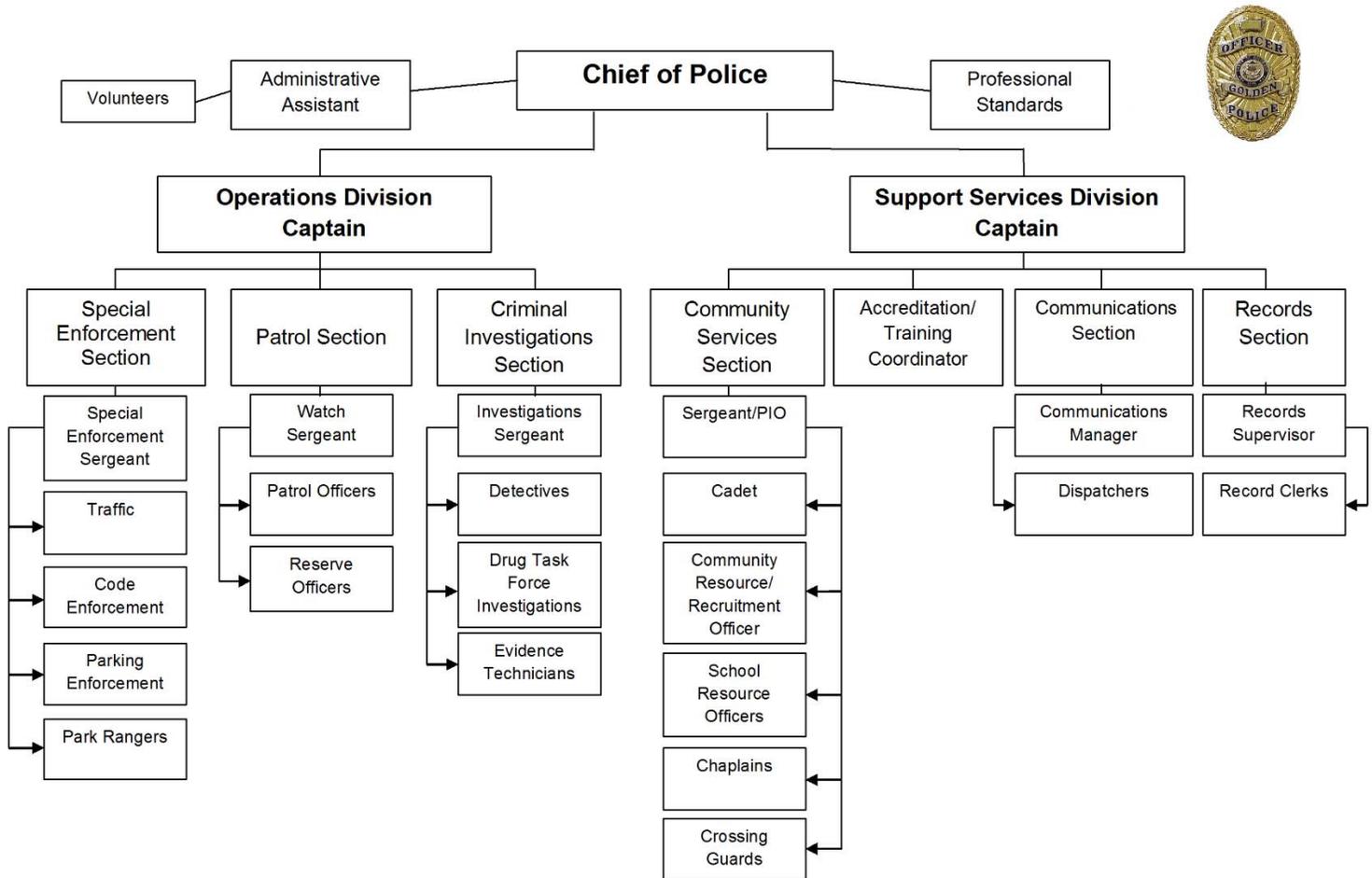
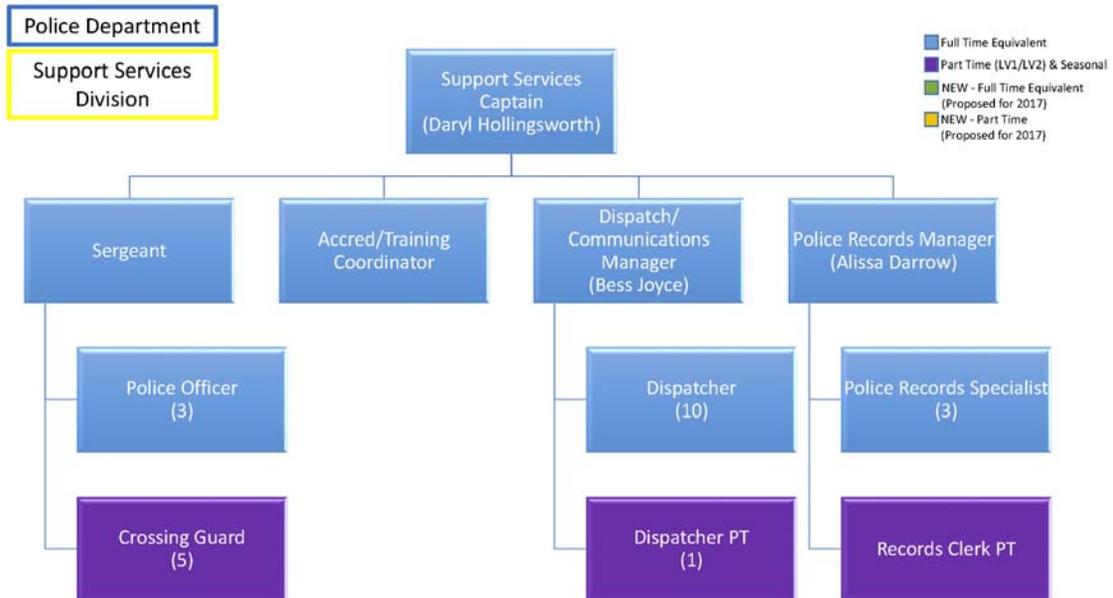
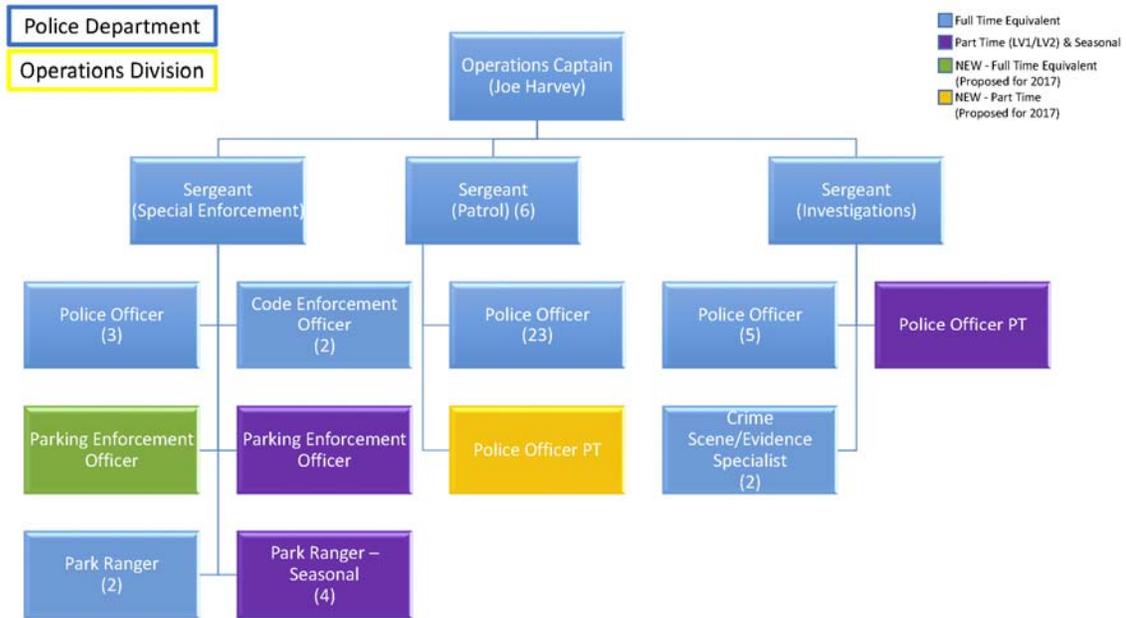


Figure 4 below shows the allocation of personnel within each of the staffing areas of the police department. These are broken down between the Operations Division, and the Support Services Division.

FIGURE 4: Police Department Personnel Allocations



Staffing

GPD has a total of 47 authorized sworn positions, as shown in Table 5 below, which is repeated here for reference.

TABLE 5: Sworn Staffing Levels - 2016 (repeated)

Position	Number
Chief/Deputy Chief	1
Captain	2
Lieutenant	0
Sergeant*	9
Detective	5.5
Officer	29.5
TOTAL**	47

*Includes one detective sergeant

**Includes part-time sworn personnel

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 we will use similar references throughout this report, we think it would be helpful to explain the origins of these comparative numbers. IACP has conducted numerous prior staffing and organizational studies, and we often look back at these data for this expressed purpose. In various sections of this report, we will reference *IACP Example cities*, or *IACP Study cities*. These data emanate from management studies conducted by the IACP in recent years.

Another resource that we often reference is the survey of *Benchmark Cities*. Several police chiefs created this survey in 1997 as a means to establish comparative statistics. As of 2015, there are 30 agencies currently contributing data to this survey (many of which are of similar size to Golden), and we find the site very valuable and informative.⁷ Table 21 below shows the percentage of personnel allocated within the organizational structure for several *Benchmark Cities* and several *IACP Study Cities*, and the comparison to the personnel allocations within GPD.

In examining the data in Table 21 below, we can see that GPD compares favorably with the benchmark cities and IACP sample cities in terms of supervision and span of control ratios, particularly with respect to the Executive and Mid-Level supervisors categories. However, the First-Line Supervisors category is slightly elevated, and the All Officers

⁷ <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

category is slightly low, comparatively. However, due to the smaller size of the agency, and the number of officers, variations of one or two positions can greatly affect the percentages of allocations more visibly. In short, the allocation of personnel appears appropriate, and we are not alarmed by the variations in allocations as compared to other agencies.

TABLE 21: Personnel Allocation Comparisons to Benchmark and IACP Studies

	Population	Authorized Officers	Executive	Mid-Level Supervisors	First-Line Supervisors	All Officers
Benchmark Averages*	164,962	230	3.54%	4.26%	12.14%	79.32%
IACP Example City 1	148,892	304	12	15	41	236
Ex. City 1 Pct.			3.95%	4.93%	13.49%	77.63%
IACP Example City 2	251,893	516	18	14	51	433
Ex. City 2 Pct.			3.49%	2.71%	9.88%	83.91%
IACP Example City 3	244,745	755	16	28	108	603
Ex. City 3 Pct.			2.12%	3.71%	14.30%	79.87%
IACP Example City 4	559,600	719	15	33	74	597
Ex. City 4 Pct.			2.09%	4.59%	10.29%	83.03%
IACP Example City 5	708,920	636	21	30	74	511
Ex. City 5 Pct.			3.30%	4.72%	11.64%	80.35%
Golden**	19,780	46	1	2	9	34
Golden Pct.			2.17%	4.35%	19.57%	73.91%
Golden – EXAMPLE**	19,780	51	1	4	8	38
Golden Pct.			1.96%	7.84%	15.69%	74.51%

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

**Calculations exclude part-time personnel.

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

We also wish to point out here, that as we will explain later in this report, we believe there is a need for additional sworn personnel for the GPD, and we also believe that there is a need to make adjustments to the organizational structure, including the addition of personnel to the rank of lieutenant. We will provide additional details concerning these staffing recommendations later in this report, but we have included an example of how the allocations of personnel would change, if the City of Golden were to incorporate all of our recommendations. As the above example shows, the personnel allocations would still be in line with the comparisons provided, although the Mid-Level Supervisor level would be slightly elevated, comparatively. We will outline this in detail later, but we feel this is an appropriate and reasonable structure for the GPD.

Despite the value in looking at benchmarks and metrics from other communities, it is worth mentioning that these comparisons have limitations; accordingly, our analysis of

various organizational and operational factors rely more heavily on data specific to the agency we are studying. Still, benchmark data, and data from other studies, provide a strong comparative value, and we will reference them at various points within this report.

The top portion of Table 22 below, reflects GPD separation rates by category, with the highest separation category involving officers resigning to go to another department (or other employment). The bottom portion of Table 22 shows aggregate percentages of separations within the specified categories, for six recent IACP Study Cities.

TABLE 22: GPD Sworn Personnel Separations and Comparisons to IACP Studies

Reason	2012	2013	2014	2015	2016	Total	Average	Pct. of Personnel
Discharged	1	1				2	0.40	0.89%
Medical Discharge	1	1	1		1	4	0.80	1.78%
Resigned		1	8	1	3	13	2.60	5.78%
Retired	2	1			1	4	0.80	1.78%
Grand Total	4	4	9	1	5	23	5	10.22%

Source: GPD Data

IACP Study Cities (6)

Reason	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	2.30%	3.31%	3.72%	4.19%	4.10%	3.52%
Retirement	2.57%	3.08%	2.39%	2.49%	2.76%	2.66%
Discharged	1.19%	0.92%	0.65%	0.95%	1.03%	0.95%
Grand Total Percentages*	6.06%	7.31%	6.76%	7.63%	7.89%	7.13%

In Table 22 above, we can see that the GPD has experienced an annual personnel attrition rate of five (5) over the past five years. From the table, it appears that 2014 and 2015 were both anomalies, but the average (rounded up) is five. We will discuss separation rates in greater detail later in this report in the section on recruiting, hiring and retention, but the above table provides a snapshot of these rates.

Table 23 below, which expresses the length of service for officers within GPD, reflects that those assigned to senior leadership, investigations, and special enforcement, are all very experienced, with the minimum average tenure of these groups at 12 years. Based on this table, even the patrol division appears to have significant experience, with the average experience level at 7 years. However, there are some things in this table that require explanation. The patrol section includes 23 officers and 5 sergeants. Collectively, the sergeants have an average experience level of 14 years, while the average experience level for the officers is 5.5 years. Further, of the 23 officers listed in the data we reviewed, 10 have 3 years or less experience. This is to be expected, given the attrition rates noted in Table 22 above. In addition, within the special enforcement/community services

section, there are two officers with more than 30 years of experience, and the tenure of these two officers skews the overall averages.

TABLE 23: Sworn Personnel Experience Profile

Section*	# of Officers	Average Years
Administration	3	14
Patrol	28	7
Investigations	7	12
Special Enforcement/Community Services	7	18

Source: GPD Data

Regardless of the noted limitations in the above table, and despite the attrition rate, the GPD has an experienced workforce, and this is particularly true at the supervisory level. As we will discuss 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.

SUMMARY

Population growth in Golden has been steady but metered, and this growth will likely continue. As we have noted above, population markers are not an adequate measure of determining staffing levels. Instead, the methodology engaged by IACP involves determining staffing levels based on workloads, and we will expand upon our methodology and our assessment later in this report. Although the police department budget and staffing levels have increased with community growth, there is a need to make some adjustments in staffing and the organizational structure to improve operational functionality and the efficient and effective delivery of police services.

We observe that the police department has a diverse workforce, which fairly represents the demographics of the community. However, we feel there is room for improvement, particularly with respect to gender. Also, like many U.S. police agencies, attrition is an ongoing issue at GPD. We will address this elsewhere in this report, but this area requires additional focused attention.

Crime rates, arrest/clearance rates, and other enforcement data, are within the general expected ranges for a city like Golden. We observed some minor variations in these data, but these statistics are not significantly disparate, and they do not suggest the need for significant change in policing approach. Still, as we noted above and will address elsewhere in this report, there are some staffing issues with respect to hiring, training, and retention, and improving some of these issues may result in improvements in other operational categories.

CHAPTER II: CULTURE AND LEADERSHIP

SECTION I: MISSION, VISION, GOALS, AND OBJECTIVES

The Chief of Police is responsible for the development, coordination, and implementation of the mission, vision, and values for the department. These principles underpin the overall purpose of the Golden Police Department. The following mission, vision, core values, and purpose are outlined in the department policy manual.

Mission: Our mission is to partner with the community to solve problems, preserve the peace, enforce the law and protect life and property.

Vision: We strive to provide great service through technical excellence, leadership development and creating an enjoyable work environment.

Core Values: Team Work, Integrity, Excellence, Personal Responsibility, and Professionalism.

Purpose: To serve our community effectively, our focus is as follows:

- Protecting life and property
- Reducing crime and the fear of crime
- Enforcing the laws and arresting criminals
- Enhancing citizen and police relationships

In addition to the above, the department has also carefully crafted various goals and objectives, which relate to the different operational components of the GPD; we have included these below.

Patrol: The Patrol Division of the Golden Police Department will continue in its dedication to the citizens to provide professional community service by focusing on those concerns which impact livability.

1. Provide police service consistent with the mission, vision, and values of our organization through community based policing and community engagement.
2. Provide a structured approach to dealing with traffic related issues through enforcement in high accident areas, areas with potential for pedestrian injury, and the continued apprehension of DUI drivers.
3. Focus on the issues which impact the livability of the citizens we serve will be a high priority. This includes code violations, drug enforcement, and the reduction of crime through proactive enforcement of the laws.

Special Enforcement Team: Improve our traffic, parking and code enforcement outcomes by reducing injury accidents, increasing enforcement efforts, and developing technical knowledge.

Investigations: Continue efforts to increase the sharing of knowledge and information while incorporating the Patrol Division into operational assignments.

Accreditation:

1. Continue preparing CALEA files
2. Schedule / complete mock assessment - October / November
3. Continue organizing training files
4. Create and enable training schedules in PowerDMS
5. Maintain POST training compliance
6. Successful Reaccreditation

Communications:

1. Update all operating guidelines - 2nd quarter 2016
2. Raise the bar on performance through frequent, focused trainings and consistent quality assurance checks/feedback.
3. Continue to participate in dispatch regionalization efforts

Community Services:

1. Support Operations with community engagement projects
2. Continue and expand on our community collaboration (HOA, neighborhood meetings, Seniors)
3. Crime Prevention and safety education for community members through the Safety Academy, programs and presentations
4. Partnership with business and faith based community
5. Continue recruiting efforts (recruitment and career fairs, involvement with RRCC LEA)
6. Assist Operations facilitate the Citizen Academy and conduct Teen Academy
7. SRO project - educate and train patrol on the Standard Response Protocol (SRP) and work with elementary schools, Montessori and Golden View Classical Academy to get them in compliance with SRP
8. Continue connecting with our community through Social Media (Pillar 4 of 21st Century Policing)

Records:

1. Hire and train the Records Supervisor position
2. Work with Dispatch to create a smooth transition to Jeffcom

3. Determine the duties to be assumed by Records upon the departure of Dispatch prior to July 2017
4. Continue with implementing Niche RMS
5. Complete records retention project prior to November 2016

It is our observation that the above mission, vision, core values, and purpose statements reflect an organizational focus and culture that is committed to community collaboration and contemporary policing standards and practices. We also note that the goals and objectives outlined for each section are robust and thoughtful, and that they seek to establish the operational focus and accountability standards for each section to which they apply.

During the course of our interviews with staff, we inquired about these areas, and it was evident that everyone we interviewed fully understands and buys into the mission, goals, and objectives of the organization. Those we interviewed expressed their belief in these concepts, philosophies, and intended outcomes, and they indicated that these things are discussed on a regular basis in all areas of the agency. Those interviewed expressed that these areas are part of the internal core and culture of the GPD; they are always part of the conversation in meetings and roll-call briefings, and they simply reflect what the department stand for and does on a consistent basis. Additionally, we were told that whenever there is a change in an objective or the mission of the department, it is quickly posted and communicated, and everyone is made aware of the change and why it occurred.

This level of focus on organizational mission and vision, and on defined goals and objectives, is not necessarily typical of every police agency. We commend the GPD for its dedication to these concepts and standards, and for the focused communication and commitment to executing and living up to them.

SECTION II: ACCOUNTABILITY, ETHICS, AND INTEGRITY

During the interviews, it was clear that the agency does an excellent job of instilling very strong ethical values and the highest level of integrity in its members. They have set the highest of standards in these areas for all members of the organization, and when any complaint is brought forward to the agency, they take it seriously and will look at thoroughly, including conducting a formal investigation, if warranted. Those we interviewed were consistent in indicating that accountability is important, and that people are held accountable for their actions and behaviors.

Based on our interviews, we concluded that due to the positive and proactive approach to ethical behavior by the organization, a culture has emerged in which all members of the agency instill these beliefs into each other. This provides a constant reminder to all of what the agency stands for, and it helps everyone strive to maintain the highest of

standards. In the event that someone must be disciplined, those we interviewed indicated that it is generally done in a fair and transparent manner.

Another positive aspect of the internal culture in this area is that the department often uses alternatives to formal discipline. In some cases, this includes using the complaint as a learning experience for the employee, with the possibility of additional training, instead of the normal action of punitive discipline or suspension. This approach seeks to help the employee (and the organization) understand that what they did that was a violation of a policy or procedure, or that it was dangerous or otherwise detrimental to the organization. It also provides an opportunity to learn from the mistake to ensure that it does not occur again.

Based on our interviews and review of the materials submitted to us by GPD, the department has detailed and comprehensive accountability processes, which are laid out in the department policy manual. Additionally, the annual goals and objectives for the department provide a measure of outward and internal accountability and expectations regarding the department focus from year to year. There are defined measures for the stated goals, and despite the difficulty in measuring many aspects of policing, these goals provide a good mechanism for public accountability and for maintaining internal operational standards.

Although it was not an identified aspect of this study, the IACP received some feedback from staff regarding the Professional Standards/Internal Affairs processes with the GPD, and those comments are worth exploring further here. During the interview with several of the staff members, it was mentioned that although they agree with and applaud the agency process for handling all complaints, it was expressed that there have been times when investigations have become quite lengthy from a duration standpoint. Some expressed that in their perception, the initial complaint or investigation is not always completed in a very timely manner, and the result or the outcome noted for the officer or employee involved, can at times, be unduly long. This tends to leave the employee with a sense of the unknown, and a feeling of stress, until they are informed of the final disposition.

We were also informed that the person who investigates the IA file is the one who makes the determination as to whether there has been a violation (although the ultimate authority rests with the chief). It has been our experience in most agencies that the investigator merely reports the facts, and that another person (usually the chief or another high-level command officer) makes the determination of whether a violation occurred, with an accompanying recommendation concerning possible discipline or other action toward the employee. Additionally, we were told that although the ultimate authority for these decisions rests with the police chief, there is no formal process for appealing that decision for officers. Again, we did not examine this aspect of the operation thoroughly,

as it was outside of the scope of this study. However, we believe that these issues warrant further examination and consideration by department staff.

We also want to point out that we recognize the difficulty and complexity in managing discipline and other personnel matters, and that frequently, leadership cannot comment with respect to specific incidents, disciplinary matters, or other personnel actions. However, using clear and transparent processes consistently, often contributes to trust in these circumstances, and there may be a need to improve organizational communication and or operational processes in this regard. As indicated, our interviews with officers indicate that the discipline process is fair and respected, although some perceive that it is sometimes too slow in resolution. Again, we would suggest further review of these processes by the department.

SECTION III: LEADERSHIP STYLE

The IACP team had an opportunity to observe organizational leaders in various meetings, and in our interviews with them. Based on our interviews, our review of various department documents and reports, and our observations, we found the leadership, at all levels within the department, competent and engaged, and concerned with making decisions that benefit the community and the organization. We noted robust discussion concerning various department matters, and significant attention to detail, including how decisions might affect the community, the organization, and individuals. From our vantage point, organizational leaders are working collaboratively to address the various issues that arise in the functional operation of a police agency.

The GPD has a clearly delineated chain of command, as explained in detail in the policy manual. Of the officers we interviewed who expressed an opinion, all indicated a good relationship with their immediate supervisor. This was particularly true at the line-level, where officers indicated they felt supported, that they had open communication with their supervisor, and that their supervisor was competent and treated them fairly and appropriately. When asked, most of the officers interviewed indicated that the process of *safety in dialogue* works well (safety in dialogue refers to the process of supervisors and followers feeling free to talk out issues openly and confidentially, without fear of reprisal). Officers expressed that they feel empowered to complete their work, and that they know they can get help from their supervisor if they need it. At the line-level, officers felt communication regarding department matters was good and that their supervisor conveyed information to them that was available, and in a timely manner.

Those we interviewed also described a pattern of leadership internally that is varied and situationally-based. Supervisors and command staff 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. We also heard from staff that they feel additional and consistent leadership training would benefit the department, as this

would provide a baseline for supervisors, as well as helping to ensure that all of the supervisory staff is working from the same leadership perspectives.

We asked those we interviewed about their perspectives regarding inclusion in conversations when decisions are being considered about matters that pertain to them and their work. The overall impression is that leaders do take front-line workers into consideration in such matters, but that this is an area where there may be room for improvement. We learned that there is no formal policy review committee for the GPD, and we believe that adding one would establish a practice of engagement with staff regarding policy or procedural decisions that might affect those who need to do the work.

During the course of our study, we communicated with command staff regarding the 21st Century Policing Task Force Report. We discussed their knowledge of the report, and the implications for their agency, based on the recommendations contained within. We learned that the command staff had already performed an internal analysis and comparison of the efforts of the department, with respect to the report. In cases where they felt there were issues that required additional effort or focus, they initiated a plan to make adjustments. We are impressed with the proactive nature of this approach, and in fact, as we conducted our study, we noted numerous aspects of department operations, which either have changed, or are in the process of changing, and we observed that many of these corresponded to the task force report recommendations.

The IACP also notes here that there is a clear difference between leadership and supervision. Supervisors and managers get the work done. They monitor the plan to get the work done, break the work down into steps and sequences, identify what is required and what resources staff needs, and take corrective action when necessary. Leaders are role models, accept responsibility, make difficult decisions, see through the eyes of others, and value people more than procedures.⁸ As noted above, we feel that the leaders at GPD, across all ranks, are working hard to do the right things. In short, we observed strong *leadership* throughout the organization.

SECTION IV: COMMUNICATION

It was obvious during our interviews with staff that communication within the agency is strong. Depending on the issue, communication may occur in the form of face to face, email, or written memoranda, and for more formal or important communication, the Power DMS system is utilized. The Power DMS system is used to ensure that everyone in the agency is aware that something formal or important is being communicated, that the employee has received that message, and that they have acknowledged they have read it. This is done through the employee getting an email about an update, which then

⁸ <http://aboutleaders.com/management-and-supervision-vs-leadership/>

requires them to sign onto the Power DMS System to receive the message. This system is most frequently used for changes to policies, or other critical issues, where it is important that everyone in the agency has received the message the same way, and that this is documented.

The Power DMS System allows for smooth and consistent communication throughout the agency, given it is almost impossible to get the entire staff together at one time to deliver a message. This is due to officers and staff who have different work schedules and/or who are assigned to different divisions, and the fact that some staff work in remote offices. Another positive aspect of this system is that everyone gets the exact same message in the same manner, and this helps reduce the possibility of a misinterpretation or misunderstanding of the message

As we have already mentioned, there is a strong sense of *safety in dialogue* within the department. The majority of those interviewed expressed that there are processes in place internally where staff members are able to express their opinion on most anything they want, without fear of any retaliation. This is accomplished through an open-door policy that extends from the police chief, through the command staff and all supervisors. This process provides an open conduit through which staff members are able to come in and speak to supervisors and/or command staff about anything they need or want to address. The police chief also has annual meetings for employees to discuss whatever they would like, without fear of any consequence. These meetings are open to everyone in the line-level ranks, however, no supervisors are in attendance.

Although communication within the organization seems robust, some expressed that there have been times where there has not been any feedback on issues that are brought forward. In some cases, staff do not know what action or discussion has occurred, and whether the issue was brought to some resolution. We would encourage command staff to be aware of this issue, and to ensure that there is a feedback loop when issues are brought to them by staff. Even in cases where there may be confidentiality issues, the command staff can build internal respect and rapport with officers by ensuring they know that an issue they brought forward was addressed, even if command staff cannot provide explicit details.

SECTION V: MANAGEMENT AND SUPERVISION

Based on our interviews and observations, the GPD embraces a decentralized form of management and supervision, allowing command staff, supervisors, and individual officers, to *do their job*, without interference and undo micromanaging. The GPD has a thorough set of guidelines for determining department policy, procedures, and responses, as outlined in the GPD Policy Manual. More than any supervising authority, these documents provide clear guidance for response and actions by officers in the field.

In our discussions with supervisors, they explained that command staff outlines their expectations for them and the department through team meetings and through command and quarterly meetings. Line-level supervisors reported a sense of empowerment, with the latitude to bring forward ideas as they deem appropriate. Additionally, from an operational perspective, line-level supervisors indicated that they feel empowered to do their jobs without unnecessary interference from command.

As we have already mentioned, the department has a clearly established chain of command within policy, and each unit has appropriate supervisory oversight. Again, within each unit, there are annual goals and objectives, which senior leadership communicates, measures, and monitors.

SECTION VI: MENTORING AND COACHING

One of the aspects that we explored with the GPD concerned mentoring, coaching, and development of personnel. Through our discussions with command personnel at GPD, we learned that the department has never filled a command-level position from within; this is an aspect of operational history that the chief and command staff would like to change. However, in order to prepare those within the department for promotion to command-level positions, the department must create an atmosphere that not only encourages internal promotion, but one that specifically prepares staff for those opportunities.

During our interviews, we learned that although command staff and other supervisors engage in mentoring of personnel, there is no formal process for this in place. Furthermore, the command structure of the police department has only the ranks of police chief, captain, and sergeant; there is no mid-level rank of lieutenant. It is a generally understood concept within chain of command organizations, that decision-making and responsibility increase commensurately with rank. Through that process, staff are able to develop incrementally, as they gain experience and have the opportunity to observe those with higher ranks, in their processes of leadership. We believe that the lack of a lieutenant rank within GPD works against this concept. As we have already indicated elsewhere, we will be recommending some adjustments to the organizational structure at GPD, which will support a more progressive rank structure.

In addition to making adjustments to the rank structure, we also recommend implementation of a formal mentoring program at GPD, with several layers. We would suggest that the mentoring program focus on the following:

- Ongoing development of line-level officer skills, to include investigation skills;
- Development of supervisory skills and philosophies in line-level personnel who indicate expressly, or otherwise, that they would be suitable for a formal leadership role;

- Development of a command-level focus for existing supervisors.

Although we are aware 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.

We also noted in our discussions with staff that promotion within the department requires a four-year degree. Based on our discussions with department leadership, this policy has been in place for more than 20 years. Some within the department expressed that this requirement has restricted otherwise well-qualified personnel from the promotional process. The IACP does not have a position on whether this requirement is appropriate; however, we are aware that other agencies allow for other qualifications to satisfy this requirement, and/or that those who are promoted are afforded an opportunity to obtain a degree within a certain timeframe after promotion. Some agencies even establish programs that partially or fully cover tuition costs for officers who wish to expand their education. We would encourage the GPD to consider these issues, and whether it is in the best interests of the department to retain the policy and practices as they are currently defined, or whether some level of adjustment would be appropriate.

SECTION VII: PERFORMANCE APPRAISALS

Several officers and line-level supervisors that we interviewed challenged the efficiency and effectiveness of the current personnel appraisal system in use by GPD. Some that we interviewed indicated a belief that the appraisal process has no apparent nexus with regard to internal advancements and promotions, and failing any other obvious benefit (after they no longer affect raises), several indicated that the value and applicability of the process has limitations.

Departments traditionally 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. The process should be fair and transparent, develop growth and learning, and should identify problems early so that interventions can bring a problem to resolution before it becomes unmanageable. In addition, supervisors should view performance appraisals as a helpful tool that they can complete in a timely manner. We also note that CALEA standard 35.1.4 prescribes that the “criteria used for the performance evaluation are specific to the assignment during the rating period.”

As a part of this study, we had an opportunity to review the appraisal guidebook that supervisors use to complete the appraisals, along with the varied appraisal templates for

line-level officers, non-sworn personnel, and supervisory personnel. Based on our review, we found the guidebook to be informative and valuable in terms of providing direction for those who must complete the appraisals. We also found the different appraisal forms to be thorough, and that they cover the general aspects of performance that can be attributed to each staff member. However, these appraisal forms lack a list of tasks that relate to specific job duties that might vary by staff member, depending upon their work assignment; this was a shortcoming identified by several we interviewed.

We recognize that the appraisal forms allow for goal-setting, and this area could be used to identify specific job tasks. However, we would recommend an analysis of each varied job assignment, and the identification of the key performance areas (KPAs) associated with each different job. These KPAs could then be incorporated into the performance appraisal system. Rather than using the goal-setting section, identification of KPAs for each job would add consistency to the appraisal process for each particular job category, and the appraisal would more closely align with the actual work the employee is expected to perform.

We also think that it is worth noting here that several department members indicated that the current appraisal system is considerably better than what was in place before, and all attributed this change to the influence of Captain Harvey. We are encouraged by those comments and the changes that have been implemented. Still, there may be room for additional improvement, and the inclusion of KPAs may contribute to the overall value of this process.

SECTION VIII: UNION/LABOR MANAGEMENT

In our discussion with the staff, we learned that the police department is non-union and that the employees do not have a contract. Instead, they are governed by city policy. We also asked about the grievance process and we were told that if an employee has a grievance, the matter is typically returned to the police chief for action. In some cases, the matter could be referred to human resources, but this is not common.

We discussed the grievance process with the police chief, and we were informed that employees could request a meeting with the city manager, if the issue is not resolved to their satisfaction. Department leadership pointed out that the City of Golden Employee Handbook outlines the *Open Door Policy*, which outlines the grievance process. However, others within the department told us that although this process used to exist, it had been rescinded, and it is no longer an option; obviously there is confusion over this issue, and this is likely a training issue for department staff.

We asked for data on any grievances filed within the past two years, and we found that none had been filed during that period. This could suggest, as we suspect and as staff indicated, that the police chief and command staff are highly responsive to staff needs

and concerns, and that matters are resolved prior to reaching the *grievance* or *appeal* process. However, it is also possible that some staff members are not aware of the process that is available to them. We have no reason to suspect that there is any level of discord in this respect. Still, as we mentioned previously, ensuring that staff know they have a mechanism to be heard when they are dissatisfied, contributes to a sense of internal procedural justice, and we would encourage the department to ensure that this process remains available and outlined in policy, and that staff are aware of it.

SECTION IX: WORKFORCE SURVEY

Workforce perceptions, attitudes, and expectations constitute essential information for understanding the current culture and effectiveness of the GPD, diagnosing opportunities for constructive change, and managing organizational transformation. The IACP surveyed the workforce to capture this information and to broaden staff involvement in the study.

Survey Structure

The electronic survey consisted of respondent profile items (assignment, years of service and time in rank, rank/title, age, race, gender, and education), 75 content items (opinion, perception), 7 organizational climate items, and an open comments option. The survey elicited employee responses in 26 different categories:

- Command Staff
- Leadership
- First Line Supervisors
- Trust and Ethics
- Fairness
- Communications – Internal
- Technology
- Job Satisfaction and Commitment
- Community Needs and Problem Solving
- Community Policing/Engagement
- Patrol Staffing and Schedule
- Investigations Staffing and Schedule
- Organizational Standards
- Work Volume
- Job Safety
- Valuing Diversity
- Pay and Benefits
- Responsibility
- Warmth and Support
- Clarity/Goals
- Conformity
- Rewards
- Training
- Policies
- Accountability
- Equipment

The content section of the survey consisted of forced-choice questions, a contrasting perspectives portion relating to organizational climate factors, and a final section that provided space for open-ended responses to any of the survey items or other topics.

At our request, the police department distributed the survey electronically via a link provided through the GPD email system, to every member of the agency, sworn and civilian. Chief Kilpatrick promoted participation in the form of an internal email. Survey protocols promoted anonymity of the respondents.

Survey Response

The city authorizes the police department to employ roughly 69 full-time personnel, including both sworn and non-sworn. At the time of this study, there were some unfilled positions, and the data we received indicated that the total full-time staff actually employed at the department was 63. The department distributed surveys to all personnel, and 62 persons completed it fully, which represents a nearly 100% response rate. We consider this rate of return significant, and indicative of the desire of staff to engage in the process of self-analysis and improvement.

Respondent Profile

In Table 24 below, we have identified the profile of those who responded to the survey.

TABLE 24: Respondent Profile

Unit Assignment	Total
Executive and Command Staff, Sworn	0
Non-Sworn Supervisor or Manager	0
Other Non-Sworn Personnel	9
Patrol - Sworn Officer	27
Investigations Division - Sworn	15
Specialty Division or Assignment - Sworn	11

Rank/Title	Total
Lieutenant and Above	3
Sergeant	4
Sworn Officer	46
Civilian Non-Supervisor	9
Civilian Supervisor	0

Years of Service	Total	In-Rank
0-4 Years	12	29
5-9 Years	13	13
10-14 Years	16	13
15-19 Years	19	6
More than 20 Years	2	1

Age	Total
21-29	10
30-39	22
40-49	20
50 or over	10

Education	Total
High School	10
Associate Degree	8
Less than 4 Yr. Degree	13
Bachelor's Degree	23
Some Graduate Work	4
Graduate Degree	4

Race	Total
African American	15
Hispanic	2
White	40
Asian	0
Multi-Race	0
Other	5

Gender	Total
Male	45
Female	17

Source: GPD/IACP Personnel Survey

Salient characteristics of the population sample that responded include:

- **Experience:** 59.68% of those who responded have at 10 years or more experience within the agency.
- **Age:** 83.87% of the responses were from persons aged 30 and above. This demonstrates a very mature respondent pool.
- **Rank/Title:** 74.19% of the responses were from line-level officers, with ranking officers comprising 11.29%, and civilians making up 10.42% of the responses.
- **Unit /Assignment:** 85.48% of the responses were from sworn officers, including command, investigations, patrol, and other sworn staff.

Survey Analysis - Content Section

Survey results are most useful to isolate conditions and practices, which need attention, and/or those that offer an opportunity to advance the effectiveness of operations, achievement of outcomes, and the overall health of the workplace. For each content survey dimension, respondents chose between the following responses: never, occasionally, usually, frequently, or always. We assigned numeric values of 1-5 (with 1 being low and 5 being high), respectively. In some cases, if the question did not apply, respondents could also choose an N/A type response. Table 25 below provides the final average scoring for each of the 26 categorical areas in the content section of the survey.

TABLE 25: Survey Responses

Survey Category	Average
Command	3.40
Leadership	3.07
First Line Supervisor	3.90
Trust and Ethics	3.56
Fairness	3.17
Communication	3.50
Training	3.24
Policies	3.73
Accountability	3.11
Equipment	3.48
Technology	3.49
Job Satisfaction	3.72
Work Volume	3.17
Job Safety	3.77
Valuing Diversity	3.88
Pay and Benefits	1.67
Community Needs and Problem Solving	3.52
Community Policing/Engagement	3.65
Patrol Staffing and Schedule	2.68
Investigations Staffing and Schedule	3.37
Org. Climate Standards	3.92
Org. Climate Responsibility	3.18
Org. Climate Warmth and Support	3.77
Org. Climate Clarity/Goals	3.78
Org. Climate Conformity	2.57
Org. Climate Rewards	2.72

Source: GPD/IACP Personnel Survey

Of the 26 dimensions in the survey, the average employee ratings were at or over 3.0 in all but four categories. We have highlighted the average responses that fell below a 3.0 rating in the table above. Pay and benefits rated the lowest among all dimensions. The only other rating that does not relate to the general *organizational climate* questions reflected in Table 25, was patrol staffing and schedule. This number was also under 3.0, and suggests a certain level of dissatisfaction with the current condition.

It is important to note here that there are questions relating to *organizational climate* within the survey, which are reflected in Table 25 above, and there is a separate section dedicated to *organizational climate* that uses a different response format, which is detailed and explained below. To help understand the data relating to organizational climate questions from Table 25 above, we are providing a brief explanation as to the nature of the question(s) in the survey that we use to assess those dimensions.

Standards:

This area relates to whether command staff and supervisors demand high standards of performance from staff.

Responsibility:

This area concerns allowing staff the latitude to exercise judgment and take risks when necessary, and whether staff feels they have sufficient authority to accomplish their job tasks without additional pre-authorization.

Warmth and Support:

This area includes how well employees get along with each other, and the level of comfort between employees and their direct supervisor.

Clarity/Goals:

This section covers whether the department and the unit to which staff are assigned, have clearly outlined goals and objectives, and whether staff understands them.

Conformity:

This area relates to whether staff have the authorization to use their judgment to complete tasks, and/or whether they are restricted to specific methods in their work.

Rewards:

This section addresses whether the department provides accurate and ongoing feedback to staff, and whether the department recognizes and rewards outstanding performance.

Generally, the scores for the dimensions above, represent the aggregate score from the respondents from multiple questions within the survey. Rather than report each individual score, the totals from questions within a themed area are averaged, and provided in the table.

Organizational Climate

The second portion of the survey 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 in the content section, and to a certain extent, they are duplicative. 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 ideally how it should function, based on the opinions of the respondents. These questions engage a 10-point scale, with 1 being low and 10 being high, and we have provided the response data in Table 26 below.

There are three important aspects of the organizational climate survey from Table 26, 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 GPD, and as such, they are representative of the current and desired culture of the GPD, as opposed to an arbitrary standard that is set elsewhere.

The second aspect of this tool is that it has great 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 condition against the current perceptions of staff, and the results can help the agency recognize whether their efforts are shifting in one or more of these cultural areas, and whether they are successful.

As with the responses to the main portion of the survey, we will not provide an analysis here with regard to any specific question. Instead, we encourage the department 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.

TABLE 26: Organizational Climate

<p>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.</p>		
<p>Conformity is very characteristic of the organization</p>		
<p>Current 6.84</p>		<p>Desired 6.55</p>
<p>Conformity should be a characteristic of the organization</p>		
<p>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.</p>		
<p>There is great emphasis on personal responsibility in the organization</p>		
<p>Current 7.53</p>		<p>Desired 8.55</p>
<p>There should be great emphasis on personal responsibility in the organization</p>		
<p>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.</p>		
<p>High challenging standards are set in the organization</p>		
<p>Current 7.15</p>		<p>Desired 8.42</p>
<p>High challenging standards should be set/expected in the organization</p>		
<p>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.</p>		
<p>Members are recognized and rewarded positively within the organization</p>		
<p>Current 7.73</p>		<p>Desired 8.40</p>
<p>Members should be recognized and rewarded positively within the organization</p>		
<p>ORGANIZATIONAL CLARITY: The feeling among members that things are well organized and goals are clearly defined rather than being disorderly or confused.</p>		
<p>The organization is well-organized with clearly defined goals</p>		
<p>Current 6.89</p>		<p>Desired 8.63</p>
<p>The organization should be well-organized and have clearly defined goals</p>		
<p>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.</p>		
<p>Warmth and support are very characteristic of the organization</p>		
<p>Current 7.76</p>		<p>Desired 8.71</p>
<p>Warmth and support should be very characteristic of the organization</p>		
<p>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.</p>		
<p>Members accept and are rewarded for leadership based on expertise</p>		
<p>Current 6.89</p>		<p>Desired 8.74</p>
<p>Members should accept and be rewarded for leadership based on expertise</p>		

Source: GPD/IACP Personnel Survey

Survey Analysis - Qualitative Responses

Within the survey, we also included an open-ended text box, in which staff were afforded the opportunity to provide any feedback they wished to convey as a part of the process. Within the 62 surveys completed, 15 open-ended responses were provided.

Unlike quantitative analysis, which can be broken down into numeric representations, ratios, or percentages (as the above tables demonstrate), qualitative data is much more difficult to present. The process of evaluating and reporting qualitative data involves looking for similarities in the data, which we then group into a small number (usually 4-6) 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. Our analysis 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.

In addition to our themed analysis of the qualitative data, we have also presented a Word Cloud graphic, see Figure 5 below. The Word Cloud is another analytical tool that represents the frequency of various words that the respondents mentioned within the open-ended narrative questions. The more frequently a word appears within the narrative responses, the larger the word appears within the Word Cloud. Using Word Clouds can be helpful, in that they can provide us with a quick snapshot of the words and descriptors used by those who responded to the question. However, there is also a cautionary here, in that the words themselves do not necessarily provide the complete context of the response. Accordingly, within our themed analysis we will provide a summary that captures the essence of the overall words and responses.

Qualitative Response Analysis

The feedback received from those who took the time to provide a narrative response was largely positive. Even in cases where the respondents expressed a need for improvement, most also provided positive comments and suggestions. With only 15 responses to analyze, it is difficult to draw conclusions as to whether the views represented are shared throughout the organization. In fact, in some cases, a particular issue was only raised once or twice. However, as we categorized and themed these responses, we could see that there were several responses in a particular area, which suggests that to some degree, the themed area is on the minds of those within the agency. In our analysis, we observed four main themes: Communication, Staffing, Organization, and Morale.

Communication

As we noted above, organizational communication seems strong. However, there was mention of a need to improve communication between investigations and patrol. This is a common issue in police agencies, because there is not typically a feedback loop back to patrol on cases that they initiate. This can be easily remedied by adding this to the case review/closure process. The other communication piece that came up related to department goals. Although we acknowledge that the department has robust goals, and we heard from many that these are well-defined and communicated, there was some indication that there could be an improved focus on the practical aspects of achieving them. We would encourage the department to examine ways to add some depth to this process.

Staffing

The issue of staffing and personnel resource needs was the most commonly noted item by those who responded. Half of those who provided a response to this question specifically indicated that there was a significant need to add staffing, particularly to patrol. The responses also indicated that the lack of staffing contributes to a disproportionate workload, and a lack of ability to engage with the community. There were also comments about staffing minimums, and the need to increase/maintain general staffing levels to avoid overburdening other staff. This included a mention of pre-planning and proactively hiring, so that the department is not operating shorthanded when someone retires or leaves employment with the city.

As we have already indicated, our analysis indicates the need to make adjustments to department staffing levels, and the organizational structure. We believe that these adjustments will contribute to a more stable work schedule and distribution of work. We also expect those adjustments to add capacity for officers to engage in community policing activities.

Organization

The other area that received a substantial number of responses, related to the organization as a whole. Nearly half of those who responded indicated that the department is a great place to work, and that there is a very positive work environment. Responses included comments about the great command staff, and the great internal relationships they have within the department.

We believe that these positive comments are suggestive of a staff that is highly motivated and engaged in their work and their community. In fact, we heard many similar comments during our interviews with staff. Despite some suggestions for improvement in this portion of the survey, the positive comments here are a strong testimony to the sentiments of the employees.

SUMMARY

We have provided the above list of responses and themes in Tables 24 to 26 without substantive commentary; this is by design. We believe that these statements, whether accurate or perceived, provide an opportunity for organizational leaders to examine practices, have further discussion, and to seek remedies for those areas that seem to require focus. Although some of the comments appear negative, we felt that the general tenor of the responses was positive, and even in those circumstances in which staff offered contrary perspectives, we concluded that they conveyed them professionally, and with a genuine desire to improve the organization.

As we have mentioned already, we believe that the GPD is a well-run and functional agency. However, there are perceptions by some that areas of improvement exist within the overall leadership and communication for the organization. This is not unique to GPD, but these sentiments are a call to action for leaders within the department. There are several mechanisms and tools available that senior leadership can engage in improving these areas; however, we note that some supervisors have indicated a lack of formal leadership training for formal organizational leaders. Providing some additional training to these critical personnel may afford them additional knowledge and tools to assist them in developing behaviors that are more effective. This could include an additional focus on coaching and mentoring as we have already mentioned.

We also note that, for a variety of reasons, there is an apparent lack of confidence in the current appraisal system. Feedback is a critical mechanism for accountability, personnel growth, and ensuring that staff are consistently working toward organizational and operational goals and objectives. However, in its current state, many that we spoke with questioned whether the performance appraisal system is accomplishing its intent.

RECOMMENDATIONS

Recommendation: Examine/Revise Professional Standards/Internal Affairs Practices Chapter II Section II Accountability, Ethics, and Integrity

Priority 2

Details:

Based on feedback we received from staff, the IA process is generally considered fair. However, some we spoke with indicated that the investigations can be unduly lengthy, resulting in additional stress for officers. We also heard from staff that the IA investigator is the person who makes the initial determination of fact in these investigations, and that the police chief has the ultimate authority on such matters, without any potential for an appeal.

We would recommend that the agency examine the policies and practices of the Professional Standards/IA function, to determine whether adjustments might be warranted. We would recommend consideration of regular communication with those

under investigation at prescribed intervals, who makes the factual determination regarding an alleged violation, and consideration of an appropriate appeals mechanism. These recommendations contribute to a sense of procedural justice for officers, which would ultimately bolster feelings in staff that the process in use is fair, equitable, timely, and consistent.

Recommendation: Provide Leadership Training for Supervisors

Chapter II Section III Leadership

Priority 2

Details:

During the course of our interviews, we learned that although leadership training has been provided for some supervisors, it has not been a consistent practice, nor has there been a consistent leadership track provided. We understand that the department has already started looking at this issue, and we recommend establishing a baseline of leadership training for all supervisors and ensuring that all supervisors receive proper leadership training.

We also want to point out that in most agencies, it is common for supervisors to receive their initial leadership training after promotion. We believe in a process of developing leaders and leadership skills, prior to formal appointment to a leadership position. Accordingly, we recommend providing leadership training opportunities to those who have an interest, and those who show promise as future department leaders, prior to consideration or appointment to a formal leadership position.

Recommendation: Establish a Policy Review Committee

Chapter II Section III Leadership

Priority 2

Details:

A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency and the GPD has an extensive set of guidelines. However, 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. We are aware that the GPD often reviews proposed policies with appropriate members or groups of the department, and we applaud this practice. However, this practice is not outlined in policy, and we feel it should be formalized. Accordingly, we recommend that GPD establish an internal policy advisory committee, comprised of line-level officers and supervisors, along with suitable command-level personnel. The purpose of this unit would be to review existing policies for revision, and to assist leadership in developing new policies, as needed.

Recommendation: Establish a Formal Mentoring Program

Chapter II Section VI Mentoring and Coaching

Priority 2

Details:

The GPD has never filled a command-level position from within, and to some extent, this may be partially attributable to the lack of a personnel development program. The development of personnel is an important responsibility of senior leadership, and a formal mentoring program will establish a process for intentional focus on this aspect of leadership.

We believe that there are several layers of opportunity for the implementation of a mentoring program. These include processes that focus on line-level officer skills, first-line supervisor skills, and mid-level supervisor development. We encourage GPD to establish a formal mentoring program that covers these areas, as well as others leadership might identify.

Recommendation: Strategize Approaches to Improve the Organizational Climate

Chapter II Section IX Workforce Survey

Priority 3

Details:

The cultural survey and organizational climate questionnaire provided significant feedback concerning employee perceptions of the operational culture and leadership at GPD. The nature of the Organizational Climate survey provides leaders with a vantage point to understand both current and desired conditions within the agency, as perceived by staff. Leaders should analyze these responses and identify strategies that contribute to categorical improvements.

CHAPTER III: OPERATIONS, ORGANIZATION STAFFING, AND STRUCTURE

SECTION I: ORGANIZATIONAL STRUCTURE

The structure of the GPD is similar to the majority of the police departments across the country and it follows a hierarchical chain of command. The department is split into two main divisions, Operations and Support Services. A captain supervises each of these divisions, reporting directly to the chief of police. Currently, the Operations Division includes the Special Enforcement Section, Patrol Section, and Criminal Investigations Section, each of which also contain sub-sections. The Support Services Division includes the Community Services, Accreditation/Training, Communications, and Records Sections.

With a few notable exceptions, we believe that the organizational structure of the GPD is appropriate, and that it generally provides a good combination of decentralized decision-making, along with corporate oversight. From our analysis, the organizational layout, including the varied levels of command, is generally logical and functional; however, due to some operational changes within the organization, and other considerations, we are recommending some adjustments to the organizational structure.

As we will discuss elsewhere in this report, GPD is moving to a consolidated dispatch system, which will shift dispatch responsibilities for the agency to a joint dispatch center with Jefferson County, called Jeffcomm. This will result in the elimination of the communications manager position, along with the ten dispatchers currently employed with the department. This change will effectively reduce the oversight responsibilities of the Support Services Captain by one-third. During the course of our discussions with command staff, we also learned that the burdens on the Operations Captain are significant, and there that there is a need for some adjustments to the organizational structure. In order to balance the oversight responsibilities, we recommend moving the Criminal Investigations Section under the Support Services Captain.

We also feel that the department would benefit from some additional changes to the organizational structure. First, the sergeant in the Community Services Section has a dual role. This position is responsible for oversight of several sub-sections, but also for the Professional Standards/IA function. The level of oversight and responsibility for this position is substantial, and we feel it is understaffed at the sergeant level. We recommend converting the position to a lieutenant position, effectively eliminating one sergeant position. Converting this sergeant position to a lieutenant, would bring the level of responsibility into parity with the role, but it would also increase the rank of the person in charge of Professional Standards/IA. Although rank is not a critical element to this position, we note that the department has several sergeants who could become the target

of a complaint and an investigation. We believe that increasing the rank to lieutenant removes the peer-level relationship from these circumstances. We also note that Accreditation and Training are a sub-component of staff development and professional standards within the department, and although we are not making a formal recommendation in this regard, we believe the department may wish to give consideration to moving the supervision of this section to the converted lieutenant position.

In addition to the above, we are also recommending the addition of a lieutenant position to the patrol section. At present, the sergeants from special enforcement and patrol sections all report to the Operations Captain. The Operations Captain has significant duties and responsibilities, with no command personnel buffer between this position and line-level staff. We also heard from those within the department, and we have noted, that there is no command-level staff working in the evenings. We believe that the department would benefit from adding a lieutenant position to support the Operations Captain. We envision this to be a working position within the patrol section, responsible for general oversight of the patrol sergeants, with at least some of the duty time dedicated to evenings, weekends, and special events.

As we have indicated elsewhere, we believe that, in addition to providing the above noted support, the addition of the lieutenant rank in these positions would also help the department to develop command-level experience internally, which should position the agency to have qualified persons available for all internal promotions, including the police chief. We also have one additional recommendation for revision to the organizational structure, which involves merging the Code Enforcement, Parking Enforcement, and Park Rangers sections. We will cover this in greater detail in the Patrol Staffing and Operations section of this report.

SECTION II: POLICING PHILOSOPHY AND OPERATIONS

One of the components of our analysis includes an assessment of the policing philosophy and the prioritized focus of the organization. This is important, because our staffing model includes substantial discretionary time, which functions best in an environment that is predisposed to promoting community policing. In our discussions with various personnel throughout the organization, we heard consistently that the department has an excellent reputation for honesty and integrity in the community. We also heard consistently that officers lack sufficient time to engage in community policing efforts in a meaningful way; we will discuss this further in Chapter V of this report. In short, our recommendations to add staff to the patrol area, intends to support a community policing philosophy, and the ability of staff to carry out that function.

In our discussions with staff, we briefly discussed the use of data within the organization. Based on various reports and memoranda we reviewed, it is evident that the department

has access to various crime and personnel data. However, we saw limited evidence that this data was being put to good use from an operational perspective. One notable exception involves the focus on traffic enforcement in high crash areas; this is the type of analysis and application we feel would be helpful for other operational aspects. Accordingly, we believe the department should consider a more data-driven focus. Of course, this requires not only gathering of pertinent data, but the capacity to analyze these data.

In addition to the community policing philosophy, we learned of two additional operational philosophies that are worth mentioning here. First, we heard consistently from staff that there is a high level of autonomy within roles. It was evident from our conversations that supervisors and command staff, while supportive, will allow staff to do their jobs without undue micro-managing or interference. Although we suspect this is situational, based on the employee and the task at hand, this seems to be an overarching philosophy, and we applaud the agency for this.

The other aspect that we heard consistently from those we interviewed was the *family-style* culture that exists within the department. Those we met with described a close-knit organization, and solid inter-personal relationships throughout the ranks. It is apparent that staff, at all levels, care about each other, both individually, and from an operational and organizational perspective. Again, this is commendable, and we congratulate the organizational leaders and members for adopting this style of work life.

SECTION III: SUPPORT SERVICES, SPECIALTY PROGRAMS, AND ASSIGNMENTS

In this section, we provide a description of the various units and programs within the GPD that provide the resources for officers to do their job and meet the demands of the public. We will briefly overview the operational divisions and section which exist for the purpose of supporting the core mission of effectively policing the City of Golden. We wish to point out here that much of the information from this section was provided directly from the command staff within the GPD.

Support Services

Police Administration and Support Services function in a collaborative and supportive role for the Department and Operations Division. Tasks within the Support Services Division include: The Office of the Chief of Police, Accreditation, Training, School Resource Officers (SROs), Police Records, Communications Center, Professional Standards, Public Information, and Recruitment, along with numerous part-time and volunteer functions. The division also has operational responsibility for numerous programs associated with administration, crime reduction, and community relations efforts. These include international accreditation, in-service training, training for local

businesses, senior citizen resource programs, volunteer programs, business and residential crime prevention efforts, public education, school crossing guards, a citizen police academy, a youth police academy, and a cadet program.

Community Services

The Community Services section has several different components, to include the crossing guard program, public information and social media, the chaplain program, professional standards investigations, Blue Team incident review, recruitment, school resource officers (SRO), and the community resource officer (CRO).

Police Records Unit

The police records unit is responsible for organizing, maintaining, and disseminating all of the records associated with police activity for the GPD. This includes processing a variety of reports, summonses and complaints, impounds, domestic violence reports, original department of revenue documents and other records. Other responsibilities include processes a variety of law enforcement data, including records, incident/offense/traffic reports, and other materials. This includes, but is not limited to memos, letters, administrative/managerial data and reports, booking information, court documents including warrants, stolen vehicles, and crime reports and booking sheets. The records unit is also responsible for preparing and disseminating case information to the District Attorney's Office, Municipal and County/District Courts, other law enforcement agencies, and Department of Revenue.

The records unit currently has four full time and one part time staff member, which includes the records supervisor position. There is a concern that when dispatch closes at GPD, there may be additional responsibilities that are directed toward the records unit. These include, for example, entries into state and national computer databases (CJIS and NCIC), predatory offender registration and scheduling, receiving citizen crash reports filed at GPD, and monitoring of video.

We are aware that the records department received an additional position in 2016, and that the department is moving to a new records management system (RMS). It is difficult to predict at this point, how the above-mentioned items might affect overall workload within the records unit. If it is functional, a new RMS may actually relieve some of the additional work burden; this would be particularly true of a robust field-reporting component is added. Although some internal staff have suggested it, we lack sufficient data to support the need to add another staff member to the records unit at this time; however, we would recommend ongoing monitoring of the work volume of this unit, particularly after the move to Jeffcomm, and the elimination of the current dispatcher positions.

Accreditation and Training

The Accreditation/Training position was created in 2012 to guide the efforts of the department in maintaining international accreditation (CALEA) and to manage the training function for the GPD. In 2015, the Accreditation and Training unit implemented the use of the training module in Power DMS, the software program used to manage the accreditation process. The program allows them to efficiently keep track of the training completed for the 70 individual police officers and non-sworn staff members, and to ensure compliance with the training mandated by the Colorado Police Officer Standards and Training (POST), the Commission on Accreditation of Law Enforcement Agencies (CALEA), and the Colorado Intergovernmental Risk Sharing Agency (CIRSA).

The following goals and outcomes were established for 2016.

1. Continue preparing CALEA files
2. Schedule / complete mock assessment - October / November
3. Continue organizing training files
4. Create and enable training schedules in Power DMS
5. Maintain POST training compliance
6. Successful Reaccreditation

There are no apparent staffing needs for this unit.

Police Communications

The communication section is currently responsible for dispatching all police calls for service (CFS) for the GPD. This section is currently authorized to employ one supervisor, and ten full-time non-sworn dispatchers. The police department is currently in the process of preparing to shift CFS dispatch duties to a joint dispatch center in the county, called Jeffcomm. When this occurs, all of the current dispatch positions within the GPD will be eliminated.

This communications unit at GPD has a variety of job responsibilities, which will need to be shifted as a result of the move to Jeffcomm. Some of the duties will fall upon the Jeffcomm dispatch center, but as noted above, other walk-in type responsibilities that the dispatchers currently perform, will need to be allocated to other personnel. Again, it remains to be seen how this shift will affect staffing needs elsewhere within the department, but this is an area that leadership within GPD will need to monitor carefully.

Professional Standards and Public Information Officer (PIO)

The Professional Standards Unit is part of the Community Services Section of the Support Services Division, and it is staffed with one full-time sergeant. The Professional Standards Unit sergeant reports directly to the police chief on all professional standards matters. The Professional Standards Unit maintains records and processes of inquiries, commendations, complaints, early interventions, and Incident Review Board outcomes.

Areas of concern are addressed through training, corrective action, discipline and review of policy, procedures or operating guidelines.

The Professional Standards sergeant also administers the social media and public relations function for the department. The GPD uses social media as a valuable means of assisting the department and its members in meeting community education, providing community information, problem solving, criminal investigations, crime prevention, and other related organizational and community objectives.

As we have noted, we recommend converting this sergeant position to a lieutenant position. Other than this change, there are no other apparent staffing needs for this unit.

Chaplaincy Program

The Professional Standards/PIO sergeant manages the chaplaincy program, which uses volunteers to serve department members with emotional support during trying times. The program is religiously neutral and is intended to be one of service. The duties and responsibilities of a chaplain include, but are not limited to:

- Attend chaplain meetings and/or any other required sessions or training.
- Visit hospitalized department members and members of their families, if requested.
- Be available for helping or counseling in times of stress or difficulty.
- Assist when requested by any division of the department in their programs.
- Attend department functions.
- Conduct memorial or funeral services as requested.

School Resource Officers

There are two full-time officers assigned as School Resource Officers (SRO) for the department. The Professional Standards/PIO sergeant supervises this unit. In addition to the regular duties and responsibilities of a police officer, the SROs have the following responsibilities:

- Establish a positive communication channel and rapport with students, parents, and faculty.
- Create and maintain a safe, secure, and orderly learning environment for students, teachers, and staff.
- Serve as a positive role model to students to instill good moral standards, good judgment and discretion, respect for other students, and a sincere concern for the school community.
- Promote awareness of the law, to aid students in becoming better-informed and effective citizens, while empowering students with the knowledge of law

enforcement efforts and obligations regarding enforcement, as well the as consequences for violations of the law.

- Provide counseling for students and parents concerning problems they face, as well as providing information on community resources available to them.

The GPD currently staffs a full-time SRO at Golden High School, which has a student population of approximately 1278, and at Bell Middle School, which has a student population of approximately 800. In addition to these two schools, the Connections Learning Center (CLC) is also located within the City of Golden. This school accepts middle-school aged students from schools across Jefferson County who are struggling in the traditional school setting. The CLC serves an average of 111 students per year, and many have a history of drug, weapon, and/or assault offenses, mental health diagnosis/trauma, and/or are on probation, pretrial, or diversion. Including these schools, there are seven schools in the City of Golden, including the new Golden View Classical Academy, which is a K-12 building housing 600 students.

In 2015, there were a total of 255 documented calls for service between Golden High School, Bell Middle School, and the CLC. The high school accounted for 56% of the calls, the middle school accounted for 20%, and the CLC accounted for 24%. This is particularly notable, since the middle school has a student population that is eight times that of the CLC.

In the past, the department has attempted to split the duties of the middle school SRO with the CLC. However, this model has proved to be ineffective, due to the number of calls for service, time spent on each call, and time spent on self-initiated activity. The department asked for one additional school resource officer in 2016 which was not approved in the budget, and a grant was also sought for this position, but it was not awarded. The department believes that there is a need for another full-time SRO, to be assigned to the CLC. The department notes that this would offer the students and teachers a consistent resource for both enforcement purposes as well as mentoring and connecting with the students in a positive role. The SRO would also have specific training in crisis intervention and verbal judo, which could be particularly helpful in managing this student population.

The department believes that there would be significant benefits in staffing a full-time SRO at the CLC, to include a decrease in calls for service at the school due to officer self-initiated involvement, an increase in patrol officer time and attention to their assigned district, and most importantly, the opportunity to provide better service and to help the students at the CLC who are struggling.

We have reviewed the rationale provided by the department regarding the need for an additional SRO, and we agree that adding another SRO would be of significant benefit to the department and the community. Although we acknowledge that adding a full-time

SRO to the CLC would be helpful, we also note that there are several other schools within the City of Golden that are not being served, or that are receiving minimal SRO services. Accordingly, we recommend the addition of another SRO to be assigned to the CLC as a primary duty. However, we would also recommend that the department explore the range of services and scheduling of all of the SROs, and that the department consider a deployment strategy that provides services to all of the schools in Golden.

As noted above, we understand that the department has sought to add this position previously, and that it was not funded. We also recognize that the department has sought grant funding, which they did not receive. It is our understanding that at present, the schools within the City of Golden do not provide any funding to the city for SRO services. It is commonplace within the industry for school districts to provide some level of funding for full-time SROs, and we would encourage the city to explore this opportunity fully with the schools that currently benefit from these services, and those who would benefit from an expansion of those services.

Community Resource Officer (CRO)

The overall initiation, coordination, and ongoing guidance of community involvement activities are assigned to the Community Resource Officer (CRO) as part of their duties. This position is staffed by one full-time officer. The duties of the CRO include, but are not limited to:

- Establishing a liaison with existing community organizations and/or assisting in the formation of citizen groups where none exist.
- Assisting in the development of community involvement policies for the department.
- Publicizing agency objectives, community problems, and successes.
- Conveying information transmitted from citizen organizations to the agency.
- Improving agency practices bearing on police community interaction.
- Developing problem oriented and/or community oriented policing strategies.
- Working in conjunction with human resources, department members, and others, to assist in the recruitment of qualified applicants for the police department.

We are aware that at present, there is only one officer assigned to manage the CRO responsibilities. We are also aware that an internal recommendation has been made to increase staffing in this area. It is apparent to us that the department supports a community policing philosophy, and we commend the use of the CRO position to enhance these actions within the department, for and with the community. However, we also believe that community policing should be a *practice* that permeates the entire organization, not one that is relegated to a particular unit. We recognize that, due to staffing issues, the amount of time available for patrol officers to engage in meaningful community policing has been challenged. However, we also believe that the

recommendations in this report regarding the addition of staff in other areas, and the realignment of certain positions, will significantly improve the capacity of patrol staff to engage in these types of initiatives. Accordingly, we do not believe a staffing addition to this unit would be warranted at this time, but rather, we would encourage the department to distribute various community policing needs among existing staff, particularly as operational shifts occur, freeing up additional time to engage these activities.

Crossing Guards

The department facilitates a Crossing Guard Program comprised of adult non-sworn members to help provide an element of safety for students at specified locations within the city. These personnel are responsible for safely assisting students at designated locations during specified times, and on days school is in session. The department annually reviews school crossing zones within the city limits. The review compiles information from the traffic engineer, the school district, and traffic unit documentation. There are currently five school zones that have crossing guards assigned. The five crossing guards work Monday through Friday morning and afternoon hours prior to school starting and ending.

Special Enforcement Team

The purpose of the Special Enforcement Team is to improve traffic, parking, and code enforcement outcomes within the city, through reducing injury accidents, increasing enforcement efforts, and improving animal management and other ordinance regulations. A sergeant supervises the Special Enforcement Team, which is broken into four sections, Code Enforcement/Animal Control, Park Rangers, Parking Enforcement, and Traffic Enforcement.

Code Enforcement

The purpose of the Code Enforcement officers is to investigate potential violations and enforce municipal and state codes, ordinances, and regulations related to nuisance abatement, animal control, parking, and zoning code violations. This unit employs two full-time non-sworn positions. Job duties include but are not limited to:

- Handling abandoned animals
- Addressing animal complaints and general animal questions
- Investigate barking dogs
- Investigate animal bites
- Investigate animal cruelty, neglect and dead animals
- Respond to other animal related calls such as injured, distressed, and wild animals
- Investigate dogs at large, missing animals and vicious animals

- Investigate a variety of ordinance violations to include abandoned or junked vehicles, parking violations, snow removal violations, trash violations, illegal dumping, weed violations, and other zoning violations

Code enforcement officers are encouraged to be very proactive in deterring and addressing a variety of ordinance and quality of life issues. Relevant data includes:

- 241 CFS incidents related to smoking in 2015. This number declined to 85 in 2016.
- 646 dog at large CFS in 2014, 586 in 2015, and 358 in 2016.
- 155 other ordinance violations in 2014, 183 in 2015, and 261 in 2016.

Park Rangers

The Park Ranger position enhances the citizen and visitor experience to the parks in Golden, and the Clear Creek corridor, through education and enforcement of local rules, regulations, orders, and/or ordinances. The focus of this position is primarily safety, rule education, and enforcement.

The job duties for this position include patrols of the Clear Creek corridor on foot, on bicycle, and/or motor vehicle. Park Rangers patrol adjacent parks/neighborhoods or other parks as assigned, and they also educate visitors and disseminate information on local rules and regulations. Additionally, the Park Rangers engage in an active enforcement role for a variety of ordinance-related issues such as parking, dogs at large, and smoking in banned locations. This unit employs two full-time non-sworn positions, and four seasonal non-sworn positions.

The department uses various metrics to examine Park Ranger activity and effectiveness, to include the number of calls for service handled, the number of foot patrols, and the number of administrative citations issued. In terms of comparative data, it is worth mentioning that the department was short one full-time Park Ranger for the majority of 2016, due to a military activation; seasonal rangers were used to fill in during this period. Accordingly, some of the data in 2016 may be varied as a result of personnel availability.

Parking Enforcement

The purpose of the Parking Enforcement Officers is to monitor and enforce parking regulations in Golden within assigned areas. This unit is responsible for citing parking violators and educating the public about city parking regulations. The unit currently has one part-time non-sworn position. However, the unit is in the process of replacing the part-time position with a full-time position. It is also possible that the department may also add another full-time position in the future. The job duties for this position include:

- Patrolling assigned areas in parking enforcement vehicle or on foot to monitor compliance, and to issue tickets to violators.

- Maintaining a working knowledge of the applicable parking ordinances and understanding their application to public and private property.
- Maintaining records of daily enforcement activities.
- Educating and informing the public of parking issues and ordinances.
- Responding to public inquiries and complaints regarding parking services, policies and procedures, and resolving conflicts with parking violators.
- Participate in parking studies and other special parking projects as directed.
- Collecting money deposited in parking pay stations.
- Attending hearings to defend parking citations.
- Providing emergency first response services to the public.

Traffic Unit

The Traffic Unit provides support to patrol district officers, and this unit has primary responsibility for traffic related matters. This unit is staffed by one full-time sergeant, and three full-time officers. Two of the officers operate motorcycles, and the third officer operates an unmarked patrol vehicle. The duties of those assigned to the Traffic Unit duties include but are not limited to:

- General traffic enforcement
- Investigating traffic complaints
- Investigating traffic accidents, with the primary on injury traffic accidents
- Traffic accident reconstruction when necessary
- Special assignments such as the Fourth of July, Super Cruise, and Buffalo Bill Days
- Special enforcement programs
- Educational programs for schools and community groups
- Traffic enforcement support and assistance in problem solving-techniques related to traffic issues for other department members and units.

Based on our review of the data and the interviews with staff, we do not feel there are any staffing needs for this unit, as we believe any additional personnel should be directed toward the patrol section.

SPECIAL ENFORCEMENT TEAM (SET) TEAM ANALYSIS

One of the deliverables for this study included a review of the Parking, Code Enforcement, and Park Ranger units within the Special Enforcement Team. At the request of IACP, the department provided us with data on these units for the past three years, broken down by month; see Table 27 below.

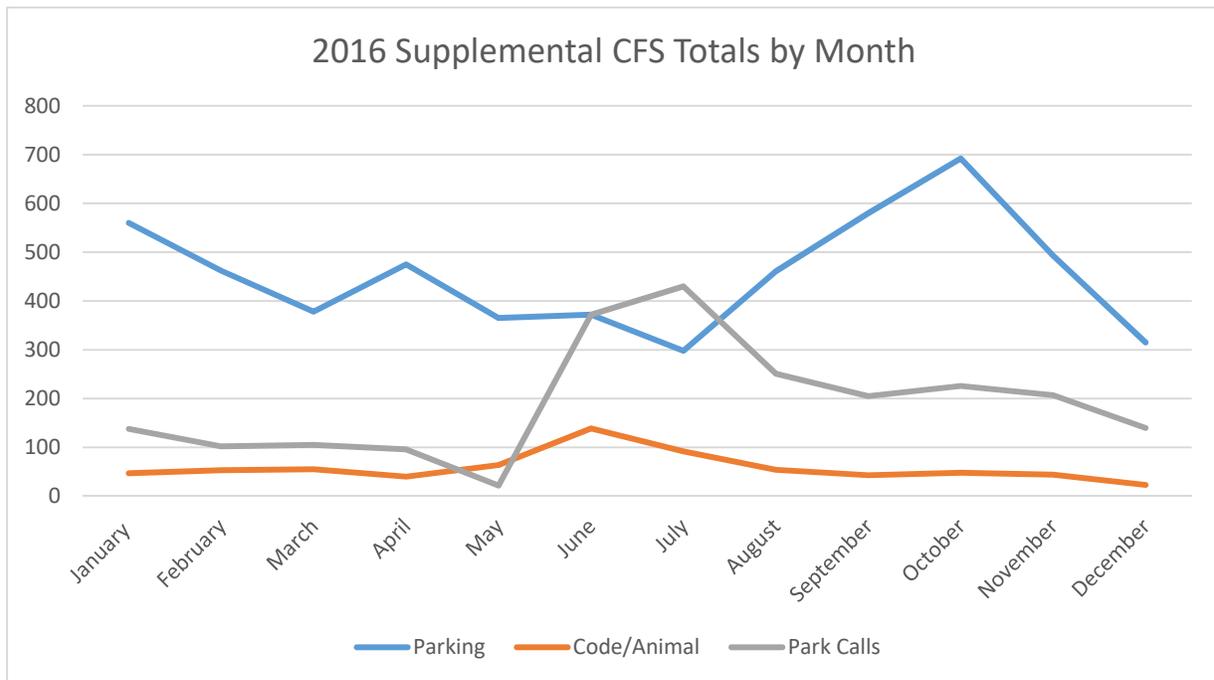
TABLE 27: Parking, Code/Animal, and Park CFS - by Month

	2014 Parking Totals	2015 Parking Totals	2016 Parking Totals	% Change 2014-2016	2014 Code Enf/Animal	2015 Code Enf/Animal	2016 Code Enf/Animal	% Change 2014-2016	2014 Park Calls/Citations	2015 Park Calls/Citations	2016 Park Calls/Citations	% Change 2014-2016
January	258	393	560	117.05%	55	78	47	-14.55%	119	171	138	15.97%
February	195	263	462	136.92%	59	54	53	-10.17%	66	114	102	54.55%
March	258	448	378	46.51%	75	104	55	-26.67%	190	197	105	-44.74%
April	259	582	475	83.40%	79	101	40	-49.37%	166	161	96	-42.17%
May	207	375	365	76.33%	79	93	64	-18.99%	191	231	22	-88.48%
June	218	470	372	70.64%	87	133	139	59.77%	320	339	372	16.25%
July	328	607	298	-9.15%	74	114	92	24.32%	463	361	430	-7.13%
August	494	651	461	-6.68%	60	69	54	-10.00%	339	307	251	-25.96%
September	657	1,174	580	-11.72%	80	66	43	-46.25%	213	171	205	-3.76%
October	409	946	692	69.19%	88	80	48	-45.45%	195	133	226	15.90%
November	264	601	493	86.74%	58	70	44	-24.14%	115	105	207	80.00%
December	265	537	315	18.87%	52	59	23	-55.77%	117	110	140	19.66%
Totals	3,812	7,047	5,451	43.00%	846	1,021	702	-17.02%	2,494	2,400	2,294	-8.02%

Source: GPD Provided Data

In reviewing this data, we observed some peaks and valleys in parking enforcement section in the fall, and as expected, increases in park ranger activity during the months of June, July, and August. Although there were some variances in the monthly totals for code enforcement, these fluctuations are minimal. We prepared Figure 6 below, which shows the patterns of this activity.

FIGURE 6: 2016 Supplemental CFS Totals by Month



Source: GPD Provided Data

To illustrate the total volume of activity more clearly, we created Table 28 below, which combines the annual totals from each category (Parking, Park Rangers, and Code Enforcement).

TABLE 28: Parking, Code/Animal, and Park Rangers: Yearly Totals

SET Activity (excluding traffic)	2014	2015	2016
Parking/Code Enforcement/Park Rangers	7,152	10,468	8,447

Source: GPD Data

We observe that the volume of activity for these areas is substantial, averaging 8,689 incidents per year. It is also notable that this volume is being managed by four full-time personnel, one part-time parking officer (at 30 hours/week), and four seasonal park ranger personnel.

For this study, we also asked GPD to provide us with a breakdown of the revenues and prosecution costs for the parking enforcement section. This data is provided in Table 29 below. It is evident from this table that the parking enforcement unit is producing substantial revenues, even after the costs of prosecution are taken into account.

TABLE 29: Parking Revenues and Expenses

	2014	2015	2016
Revenues from Parking	108,752	192,879	162,200
Prosecution Costs	50,400	50,400	50,400
*FTE's in Parking Enforcement	1	1	1

*The parking officer is PT and works 30 hours per week

Source: GPD Provided Data

Based on information provided by GPD, the Park Rangers and Code Enforcement Officers currently work 10-hour shifts, four days on, three days off, with an overlap on Wednesday. The Parking officer currently does not work weekends. This means that there is nobody assigned to parking enforcement on the weekends, other than what the Code Enforcement officers and Park Rangers address.

In assessing the work that is being done by these three units, there are significant overlaps. Although the parking enforcement officer currently does not enforce other ordinances or patrol the parks, those in the Code Enforcement and Park Ranger units do enforce parking, and they also have other overlapping duties. We also heard from staff that although the primary responsibility of the Park Rangers is the Clear Creek area, they also patrol other parks like Lions Park, Parfet Park, History Park, and Vanover Park. Park Rangers also assist with enforcing ordinance violations and the downtown smoking ban.

After thorough review of the data, practices, and community needs, it is our assessment that these three units should be merged. We would recommend the creation of a new unit, called the Community Services Unit (CSU). All staff within this unit could be cross-trained to address the full scope of enforcement needs that are presently segregated by the structure of the different units and personnel. In addition, we recommend the conversion of one of the full-time non-sworn positions, to a supervisory position within this unit. This position would report to the SET sergeant, who would provide oversight and guidance, but the CSU supervisor would be expected to manage the daily supervisory responsibilities of this unit, in addition to working a regular schedule.

We believe that merging these units would provide for more continuity of effort in all of the enforcement areas, including providing for parking enforcement on the weekends. We would also recommend consideration of the current work schedule, to look for ways to spread out the staffing more efficiently. There is seemingly no need for the overlap on Wednesdays, which effectively places too many resources on the same work day without apparent need. There are various models that could be used to schedule personnel differently, which would eliminate these overlaps, or at least minimize the current overlap structure, and IACP would be willing to assist GPD further on this issue, should the department want us to do so.

Although everyone within these units would be cross-trained, we would point out that each person may be assigned *primary* duties on any given day. In other words, one staff member might be assigned to parking, and another might be assigned to Park Ranger and/or Code Enforcement duties. We believe this is an important consideration, because, based on the data we observed, there is an ongoing need for regular parking enforcement. We would also recommend that the *seasonal* Park Ranger positions, maintain a specific focus on Clear Creek, and other parks, as assigned. Due to their temporary and seasonal nature, we believe it would not be beneficial to attempt to train and/or to maintain training levels for the seasonal staff. Again, these staff would report to the CSU supervisor.

Based on our review of the work volume and community needs, we believe that this unit should have a total of six full-time non-sworn personnel, to include the CSU supervisor. We also think it is important to mention that the data shown in Tables 27 and 28 may not be completely accurate; there may be other activities associated with these units that are not regularly tracked or reported. Accordingly, we believe there is a need for the department to examine current work practices and reporting procedures, and to make appropriate adjustments.

Investigations

The purpose of the Criminal Investigation Section is to provide support to the Patrol Section, through investigation of all felony cases, complex misdemeanor cases, and some complex juvenile cases. In addition, this group is responsible for liquor compliance, sexual offender registration, and intelligence. Regular daily activities include active follow-up and investigation on assigned cases, completing felony return cases (72-hour rush filings), phone calls, active lead investigations, meetings, testifying in court, coordinating investigations with patrol, following up on evidence leads, interviewing and interrogating witnesses, victims, and suspects, and typing reports, writing warrants, and filing cases with the District Attorney.

We will provide an overview here, with additional details and analysis of the investigations unit included in Section V of this report.

Criminal Investigations

The purpose of the Criminal Investigators is to actively investigate all cases as assigned. This includes crime scene investigation, interviewing and interrogation of involved people, seeking out all potential and developed leads of a criminal nature with the goal of determining who committed the crime, developing probable cause, if possible, so that the case can be filed with the 1st Judicial District Attorney.

This unit employs one sergeant, five full-time, and one part-time sworn officer.

Crime Scene and Evidence Section

The purpose of the Crime Scene and Evidence Section is to provide crime scene processing and evidence collection. In addition, the team maintains all evidence and found property to include chain of custody, storage, and final dispositions. Evidence requiring additional lab processing is taken to the appropriate outside lab. This unit has two full-time non-sworn personnel. Job duties for these positions include, but are not limited to:

- Being in an on-call status
- All crime scene processing including fingerprints, DNA, photographs, sketching, documentation, collection, sealing and final processing of evidence.
- Evidence vault duties include processing, chain of custody, and final disposition
- Testifying in court
- Citizen fingerprinting requests
- Training internal and external officers
- Maintain all digital evidence to include video and photographs

West Metro Drug Task Force

The Detective assigned to the West Metro Drug Task Force works all drug-related follow-up cases in the City of Golden, assists with other drug-related criminal investigations throughout Jefferson County, and works on other major drug trafficking operations, including working jointly with other Federal organizations regarding drug related events. There is one full-time sworn detective assigned to this position (already accounted for in the total number of officers assigned to investigations). The job duties for this position include, but are not limited to:

- Criminal investigations regarding drug related activity
- Completing affidavits for search warrant and production of records
- Completing case filing of charges with the District Attorney
- Field surveillance
- Electronic surveillance
- Field interviewing – follow-up on drug tips
- Testifying in court

SECTION IV: STAKEHOLDER RELATIONSHIPS

As part of our efforts, we discussed stakeholder relationships with those in the department. Our inquiries considered internal relationships within the department, between the various sections and units, and the relationship that GPD has with professional stakeholders outside of the department (e.g., other departments, probation, the District Attorney).

In our discussions with staff, internal relationships were characterized as generally positive. Similar to the comments noted in the prior section, there was some indication of a disconnection between patrol and investigations. We attributed these comments to a lack of communication and/or understanding of roles. As we mentioned previously, we feel this can be overcome through the establishment of a feedback loop between these units. Other than this notation, relationships were conveyed as strong and workable.

In our discussions with staff, we were told that in general, the relationship between GPD and other departments is generally good. Those we spoke with indicated that GPD works very well with Jefferson County and the Colorado State Patrol, and with some of the neighboring departments. However, there was some indication that relationships with some other agencies could use improvement. We did not solicit specific feedback on the specifics of these comments, but note here that it may be valuable for the leaders at GPD to gather additional information from staff, to determine whether there is a need to address any concerns.

SECTION V: ACCREDITATION

During our interviews, we learned that the GPD is in the process of seeking its fourth CALEA accreditation. CALEA, the Commission on Accreditation for Law Enforcement, was created in 1979 “as a credentialing authority through the joint efforts of law enforcement's major executive associations: International Association of Chiefs of Police (IACP); National Organization of Black Law Enforcement Executives (NOBLE); National Sheriffs' Association (NSA); and the Police Executive Research Forum (PERF).”⁹

In order to achieve CALEA accreditation, an agency must have well-developed policies, procedures, and systems in place, and they must commit to following those policies and mechanisms to ensure compliance throughout the organization. It appears that this is the case for GPD. We reviewed the most recent CALEA assessment report from 2014, which indicated that GPD was in compliance with CALEA standards. The report also reflected very favorably on the agency.

To achieve and maintain accreditation, the GPD employs a full-time non-sworn staff member, who also has responsibilities for department training. The duties and responsibilities of the Accreditation Manager include:

1. Attendance of at least one CALEA conference during any self-assessment or award period,
2. Representing the department, and being the point of contact, in the Rocky Mountain Accreditation Network (RMAN),

⁹ <http://www.calea.org/content/commission>

3. CALEA contract and annual report(s),
4. Mock on-site and accreditation / reaccreditation on-site files,
5. Miscellaneous CALEA / RMAN correspondence and information,
6. Responding to inquiries from within the department pertaining to CALEA requirements as well as handling requests from outside the department.
7. CALEA updates (as received), i.e., Power DMS, standard information, processes.
8. Facilitating ongoing reviews and updates, as necessary, to the department's directive systems.

Based on our inquiry, we were told that the accreditation manager has been preparing for the onsite inspection for the department, scheduled for March of 2017 (just after our initial onsite visit). As part of the preparation, 31 operating guidelines have been updated along with 9 policies, and 271 work flows. In addition, the department just completed their mock onsite assessment in September 2016. Those in the department reported to us that they fully expect to be awarded reaccreditation in July of 2017 in Providence, Rhode Island. (We note here that subsequent to our onsite visit and the collection of this data, we learned that GPD had received reaccreditation status.)

SUMMARY

The GPD has a traditional organizational structure, following a hierarchical and chain of command format. Although the organizational structure of the department is meeting operational needs, we believe that adjustments are in order, as we have recommended in this section.

The police department has a community policing philosophy. This is evident in both the communicated organizational objectives, and in practice. We will discuss this further in Section V of this report, but we see obvious efforts within GPD to engage the community in a variety of ways. Despite these observations, some officers have communicated having difficulty in finding time to engage in meaningful community policing activities, and it is our expectation that the recommendations set forth in this report, if implemented, will provide substantive capacity for officers to proactively engage in these efforts.

During the course of our analysis, we examined each of the support services sections to understand their workload and staffing levels, and any apparent imbalance. We concluded that some of the specialty units, sworn and non-sworn, have personnel needs, and we have included those recommendations below.

We also believe that the department and community would benefit from merging three of the units within the Special Enforcement Team. We believe that our proposed changes would improve operational efficiency and effectiveness of these units and the assigned personnel.

We also want to take the opportunity to acknowledge the significant effort of the GPD in achieving CALEA accreditation status. We recognize the substantive work that is required to achieve and to maintain accreditation, and we applaud GPD for making this commitment. Notwithstanding our recommendations in this report, which are very granular in most cases, CALEA accreditation demonstrates that the agency is operating effectively, efficiently, and in concert with acceptable contemporary professional policing standards.

RECOMMENDATIONS

Recommendation: Adjust the Organizational Structure and Add Positions

Chapter III Section I Organizational Structure

Priority 1

Details:

At present, the position that oversees the Community Services Section is a sergeant. This same person is responsible for the Professional Standards/IA function of the department. We recommend that the sergeant position be converted to a lieutenant position, to balance the responsibilities of the position with the appropriate rank, and to increase the rank level of the person responsible for internal affairs and complaint investigations. Again, this would be a conversion of the current sergeant position to the rank of lieutenant; it does not involve adding any staff.

We also recommend adding a lieutenant position to the patrol section, to provide additional command-level support to patrol, and to the Operations Captain. This position would be within the patrol section, with the expectation that the lieutenant work varied shifts to provide command-level supervision during varied times of the day, on weekends, and at special events. This is a staffing addition, which we would recommend be considered as a part of our overall staffing recommendations.

We will provide additional details in the next section of this report, but we are recommending the merging of the Code Enforcement, Parking Enforcement, and Park Ranger units.

Due to the elimination of the dispatch center at GPD, a large portion of the responsibilities for the Support Services Captain will effectively be reduced. We believe there is a need to balance the command responsibilities between the two captain positions, and we recommend moving the Criminal Investigations Section under the Support Services Captain.

We wish to point out here that our recommendations concerning the organizational structure of the GPD are merely one mechanism to accomplish a balance of oversight throughout the divisions and sections of the agency. Although we believe our recommendations are appropriate and reasonable, we also note that there may be other

considerations within the department, which might support a revised approach. Accordingly, we acknowledge that our recommendations are merely one possible solution, and we would be supportive of alternatives offered by the department that accomplish the same objectives.

Recommendation: Monitor Work Demands in Records

Chapter III Section III Support Services, Specialty Programs, and Assignments

Priority 1

Details:

The closure of the dispatch center within GPD will not only displace workers, it will result in a reallocation of work responsibilities. Some of these duties will shift to the Jeffcomm center, while others will need to be absorbed internally with the GPD. In most cases, these additional duties will be transferred to the records unit. It is important that staff at GPD monitor these operational shifts, so that those within the records unit do not become overburdened. We recommend that leadership carefully monitor these changes, to assess any staffing needs that might emerge.

Recommendation: Add One Full-Time School Resource Officer Position

Chapter III Section III Support Services, Specialty Programs, and Assignments

Priority 2

Details:

The GPD currently has two full-time officers assigned to SRO positions. These officers currently serve the high school and middle school in Golden. However, the Connections Learning Center (CLC) is not currently served with a full-time position, even though the student population presents a significant demand for police services. Due to limitations in time availability with the current SROs, patrol staff and others have been used to cover the service demands at the CLC. This process, while effective in addressing emergent needs, does not fully engage the *service and resource* aspects of a dedicated SRO. In addition to the CLC, we also note that there are other schools within Golden, which are minimally serviced, or not serviced at all, by the current SRO unit.

We recommend that the city consider adding another full-time officer position to the SRO unit of the police department. We also recommend that the GPD examine their use of the SROs, to find ways to provide SRO services to all of the schools, even if each SRO has a primary assignment/responsibility. Lastly, we recognize the substantial cost of staffing an SRO position, and we would encourage the city to seek a financial contribution from the school district(s) to assist with the funding of these positions. There is substantive data that shows the community benefits associated with the use of SROs within the school system, and we believe that the schools that benefit from these services, should have some financial commitment to their use.

Recommendation: Merge Parking, Code Enforcement, and Park Ranger Units
Chapter III Section III Support Services, Specialty Programs, and Assignments
Priority 1

Details:

Within the Special Enforcement Team, there are three sub-units, each of which are performing overlapping job duties. These include Code Enforcement, Park Rangers, and Parking Enforcement. Based on our review of these units, their mission, and the needs of the organization/community, we believe that these units should be merged. This will assist with more consistent staffing/scheduling, and it will provide sufficient personnel to manage the overall volume. We recommend renaming this unit – perhaps the Community Services Unit (CSU), and the conversion of one non-sworn position to a supervisory role. The CSU supervisor would be responsible for working a regular schedule, and for scheduling other staff within the unit. The CSU supervisor would report to the SET sergeant.

We recommend staffing this unit with six full-time non-sworn personnel. We also recommend that the *seasonal* staff that are normally hired as Park Rangers, continue to have singular responsibilities that include only Clear Creek and other parks, as assigned. All full-time personnel within this unit should be cross-trained to manage any of the job duties that fall within the scope of the unit. However, we would also recommend that the CSU supervisor assign staff to specific responsibilities (parking, parks, etc.) on a daily basis. We think it is also important to examine the scheduling of these personnel, and to remove the overlapping schedule days.

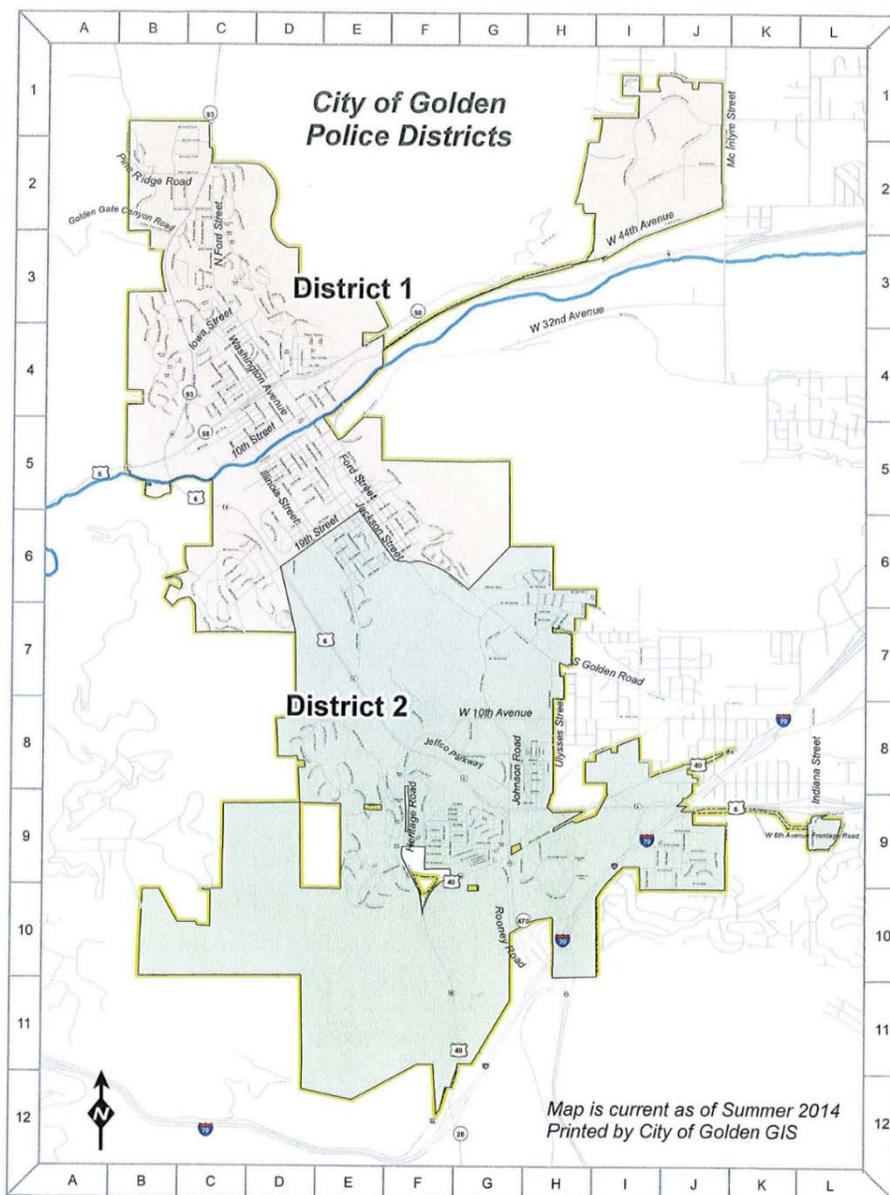
Lastly, although the department provided us with substantial data regarding the activities of these units, we believe there is additional work they perform that is undocumented. This could include various proactive duties, foot patrols, bike patrols, or follow-up relating to code enforcement. We recommend that the department examine these practices, and that additional tracking and reporting procedures are developed to aid the department in monitoring the ongoing workload.

CHAPTER IV: PATROL STAFFING AND OPERATIONS

SECTION I: DISTRICTS/SECTORS AND PERSONNEL DEPLOYMENT

The Golden Police Department separates the city into two patrol districts, District 1, which is also referred to as the Adam District, and District 2, which is also referred to as the Baker District; Figure 7 depicts the District boundaries.

FIGURE 7: Police Department Patrol District Boundaries



The purpose of the Patrol Section is to arrest criminals, reduce crime, reduce the fear of crime, and to use proactive problem-solving methods in conjunction with the citizens of Golden. This is accomplished through active patrol, traffic enforcement, DUI enforcement, criminal investigations, evidence/crime scene processing, and drug enforcement. Officers also work with individuals, neighborhood groups, and businesses to create and maintain strong ties with the community. The Patrol Section responds to emergency and non-emergency calls for service. When not responding to these calls, they use non-obligated time to actively patrol their district. The city is broken down into two districts (as shown above) and officers are assigned to a district and shift for one year at a time. The yearly assignment helps to establish continuity of service for the residents, and familiarity of the district for officers.

When full staffing is available, a patrol team typically has three officers, which allows for one officer assigned to the Adam District (District 1), one officer to the Baker District (District 2), and one officer assigned as a Ranger Unit. The Ranger Unit (not to be confused with Park Rangers, which involve different staff) is a roving car that assists and backs up the officers in the other districts, picks up primary calls when the district officer is unavailable, and handles additional traffic investigation responsibilities.

Obligated time is designated to address calls for service, criminal investigations, non-criminal investigations, report writing, court, and other assigned duties. Non-obligated time is to be spent patrolling neighborhoods, conducting extra patrols, traffic enforcement, community engagement and other related duties. The Patrol Section is made up of all sworn personnel.

In Table 30 below, we provide an overview of the staffing and allocations of sworn personnel for the GPD.

TABLE 30: Authorized Sworn and Patrol Staffing

Position	Number	Area	Number
Chief of Police	1	Investigations	
Captain	2	Sergeant	1
Sergeant	9	**Detective	5.5
*Officer	35		
Total	47	Special Enforcement Team	
		Sergeant	1
		Officers	3
		Professional Standards	
		Sergeant	1
		Officers	3

*Includes 1 FT split position

Patrol	Number
Sergeants	6
**Officers	22.5
K-9	1
Total (excludes sergeants)	23.5

**Includes 1 PT split position

Source: GPD Data

This table provides staffing levels by rank, for each of the divisions within the department, as well as the various sections within each bureau. It is important to point out that the IACP workload and staffing model for patrol relies upon calculating the actual time available for those officers who actually routinely respond to CFS. For GPD, this includes only those at the officer rank (including corporals) assigned to patrol duties; that number is 23.5 (for calculation purposes in other areas of this report, we will round this number up to 24).

We feel it is important to note here that police staffing levels are always in flux, as are position assignments and unit allocations. We recognize that some of the numbers reflected in Table 30 may be slightly out of alignment with respect to the current conditions at the time of the release of this report. These minor fluctuations do not bear significantly upon this study or our findings, and accordingly, they are within an acceptable margin of error. However, we also wish to point out that our calculations are based on full staffing of the allocated positions. If one or more positions were vacant, our workload obligation calculations would increase in ratio to the number of vacant positions. We will address staffing needs later in this section, but it is our assessment that GPD is in need of additional resources for the patrol section, and that certain organizational structure changes are warranted.

Table 31 below shows the staggered start and finish times of day, evening (swing shift), and overnight shifts for the GPD. There are two items to note within Table 31. First, the 10-hour shifts have been structured to provide overlaps in the afternoon and evening hours to assist with peak CFS volumes; this is appropriate and commendable. Second, all of the shifts at GPD overlap on Wednesday. In talking with staff, we understand that the overlap days are used for training and other department needs. However, we believe there are other schedule structures that GPD could use, which would distribute the workdays more effectively, and we recommend that GPD explore these options.

TABLE 31: Patrol Shift Hours

Patrol	Hours
Dayshift Sunday - Wednesday	0630-1630
Dayshift Wednesday - Saturday	0630-1630
Swing Shift Sunday - Wednesday	1400-0000
Swing Shift Wednesday - Saturday	1400-0000
Night Shift Sunday - Wednesday	2100-0700
Night Shift Wednesday - Saturday	2100-0700

Source: GPD

Table 32 below shows a partial list of allocated work captured by CAD data in 2016, showing the number of CFS responses for each unit. We have also separated these into categories that indicate patrol functions and non-patrol functions. It is important to understand the distinction between the different categories in Table 32. 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 may occasionally answer CFS, but for whom CFS response is not a primary responsibility. Non-Patrol includes work volume that relates to officers who are not responding to CFS. Although this information relates to work performed by GPD, it is not considered part of the primary CFS workload, and determining this value is a critical element in exercising the IACP workload calculation formula.

TABLE 32: Patrol and Supplemental Patrol Unit CFS Totals

Non-Patrol	Citizen	Field	CFS Count**
Admin Non-Sworn	2139	222	2361
Code Enforcement	810	1511	2321
CSMPD	1140	1618	2758
Fire/EMS	147	39	186
Investigations	282	215	497
Park Rangers	203	2013	2216
Parking Enforcement	38	650	688
SWAT	6	7	13
Task Force	4	11	15
Non-Patrol Total	4688	6004	10692
Patrol	Citizen	Field	CFS Count**
Patrol	10337	15018	25355
Patrol Total	10337	15018	25355
Supplemental Patrol	Citizen	Field	CFS Count**
CRO	88	384	472
K9	75	102	177
Reserve	2414	5423	7837
Sergeant	1882	4727	6609
SRO	75	487	562
Supervisor/Command	48	156	204
Traffic	621	3246	3867
Watch Commander	1401	2247	3648
Supplemental Patrol Total	5283	15035	20318
Grand Total	16381	32155	48536

** Count of calls column displays the number distinct/unique calls to which a unit or category of units responded. Since multiple unit types may respond to any given call, sub- and grand totals are not the sum of their parts.

Source: GPD 2016 CAD Data

Arguably, some of the CFS responses allocated in the patrol category do not relate to calls for service within patrol. Similarly, some of the CFS responses within the non-patrol category may be in support of a call that patrol handled. However, without a case-by-case breakdown, we cannot be certain of these numbers. However, we believe these allocations accurately reflect obligated patrol response demands, and that variations within the categories would not significantly affect the categorical totals.

Work effort by patrol, patrol supervisors, and other supporting unit officers, combine for approximately 16,381 unique incidents. Events recorded in CAD for non-patrol functions total 4,688. It is worth mentioning (as indicated above) that the work effort allocated in the non-patrol category is work volume, too. Accordingly, the department must allocate personnel to manage this work. However, it appears that these data are not part of the primary obligated workload of the patrol division. Based on this analysis, it is evident that patrol officers and patrol supervisors are responsible for the bulk of the obligated time associated with calls for service.

SECTION II: PATROL CALL LOAD AND DISTRIBUTION

We examine workload data in several places in this report, most notably those that relate to patrol/field staffing requirements and investigations demand. We use calls for service (CFS) as a 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, we will provide numerous tables and figures that outline various aspects related to CFS. Table 33 below, provides a list of CFS dispositions, by category. There are a couple things to note about Table 33. First, because of errors and inconsistencies in the data, we cannot discern the disposition of all of the CFS definitively, since some CFS in CAD do not include an End Call disposition. However, based on our analysis of the data, we believe that 24,770 is a close approximation of the total number of CFS tracked in CAD for calendar year 2016. The second point to understand is that the totals in Table 33 below, includes both citizen- and officer-initiated activity. This is important to note, because the IACP workload model categorically separates these CFS, and relies on obligated workload that emanates primarily from citizen-initiated calls.

TABLE 33: CFS Disposition Totals

CAD Call Disposition	Distinct Number of Events
X-Cleared - End Call	9991
Blank	7451
NR - No Report - End Call	3426
Warning Issued	2016
Case Report - End Call	1724
Citation - End Call	1155
Unfounded - End Call	767
Arrest - End Call	221
Warning - End Call	174
Unknown Cause - End Call	99
No Response Needed - End Call	95
Active - End Call	87
Alarm - Employee Error - End Call	50
Gaming Related - End Call	25
Gaming - Citation - End Call	19
Alarm Cancel - End Call	11
All Others (10 CFS Or Less)	25
Grand Total	24,470

Source: GPD 2016 CAD Data

Methodology

The project team obtained a comprehensive CAD data set for calendar year 2016 from GPD. The data set contained 87,927 line entries, reflecting nearly 105,000 hours of work effort. This total number of hours reflects the actual workload hours recorded within CAD, but there were three primary issues inflating these numbers, specifically as they relate 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 investigations, code enforcement, and the park rangers, to name a few. As part of our process, we separated and removed these data.

The second issue involved officer-initiated as opposed to citizen-initiated activity. As we noted above, the IACP workload model relies upon a separation of these activities, and accordingly, we needed to split these data. The total number of obligated citizen-initiated events for patrol was approximately 16,381, and the number of officer-initiated events was approximately 32,155. Again, we split these data apart from the obligated workload total for patrol.

The third issue relates to the inability to distinguish unit involvement and cumulative times on CFS within CAD. For each CFS, we could only calculate the amount of time from the beginning of the CFS to the end, without regard to how many units were present, and

how much time each spent on scene. For example, if officers responded to a CFS that started at 9:00 a.m., and ended at 10:30 a.m., we would calculate the obligated workload for this CFS as 90 minutes, regardless of how many units were on scene, and for how long. Even if two units were on the scene the entire time, we would still only calculate the workload as 90 minutes, as opposed to 180 minutes, which would actually be more accurate. This limitation also restricted other calculations, such as back-up times.

This issue inflated the total hours within CAD, because for each unit assigned to the CFS, the total time on the CFS was repeated. In many cases, each time there was a separate action by an officer on a CFS, the total time were repeated in CAD. In order to overcome this, we had to isolate the unique number of CFS, and perform several mathematical equations to obtain obligated workload estimates; we will provide additional details on these calculations below.

As part of our study, we also asked officers to complete a worksheet and survey related to CFS they handled during two of their work shifts (we did not identify which shifts to record). Based on the self-reported survey that we provided, patrol officers reported an average of 2.3 reports per shift, with the average duration of approximately 37.17 minutes, see Table 34 below.

TABLE 34: Self-Reported Report Writing Time

Title	Number	*IACP Cities
Number of Responses	20	
Number of Written Reports	46	
Average Reports per Shift	2.3	2.57
Average Minutes per Report	37.17	38.55

Source: GPD/IACP Survey

*Data from 5 recent IACP Study Cities

Within the same survey, officers reported data related to their workload and type of activity. The results, shown in Table 35 below, indicate that in total, officers handled 118 CFS, with an average of 3.58 CFS per shift, each averaging 35.59 minutes. This self-reported data does not include report-writing time, but only includes the on-scene time associated with handling the CFS. We also note that, based on five recent IACP studies, the average CFS handled per shift was 7.86, with an average CFS duration of 38.51 minutes. Although there is a substantial difference between the number of CFS handled by GPD on a daily basis, and the number reported in our other studies, we attribute some of these variances to *supplanting* of services by other personnel; we will explain this further below.

As we indicated above, the CAD data had substantial limitations. Typically, the data shown in Table 32 above, would be reflected in hours of work. However, because we

lacked the ability to calculate these totals directly from CAD, Table 32 reflects the count of incidents, instead.

TABLE 35: Officer Workload Survey Results – CFS

Title	Number	*IACP Cities
Number of Responses	20	
Number of CFS Reported	118	
Average CFS per Shift	3.58	7.86
Average Minutes per CFS	35.59	38.51

*Data from five recent IACP studies.

It is also important to note that the counts displayed in Table 32 reflect the number of distinct/unique calls to which a unit or category of units responded. Since multiple unit types may respond to any given call, sub- and grand-totals are not the sum of their parts. Despite these limitations, we used the data from Table 32, Table 35, and other CAD data, to develop workload estimates. We will discuss these calculations and the workload to staffing ratios later in this report, but the above information provides a brief description of the methodology used to arrive at the obligated workload total.

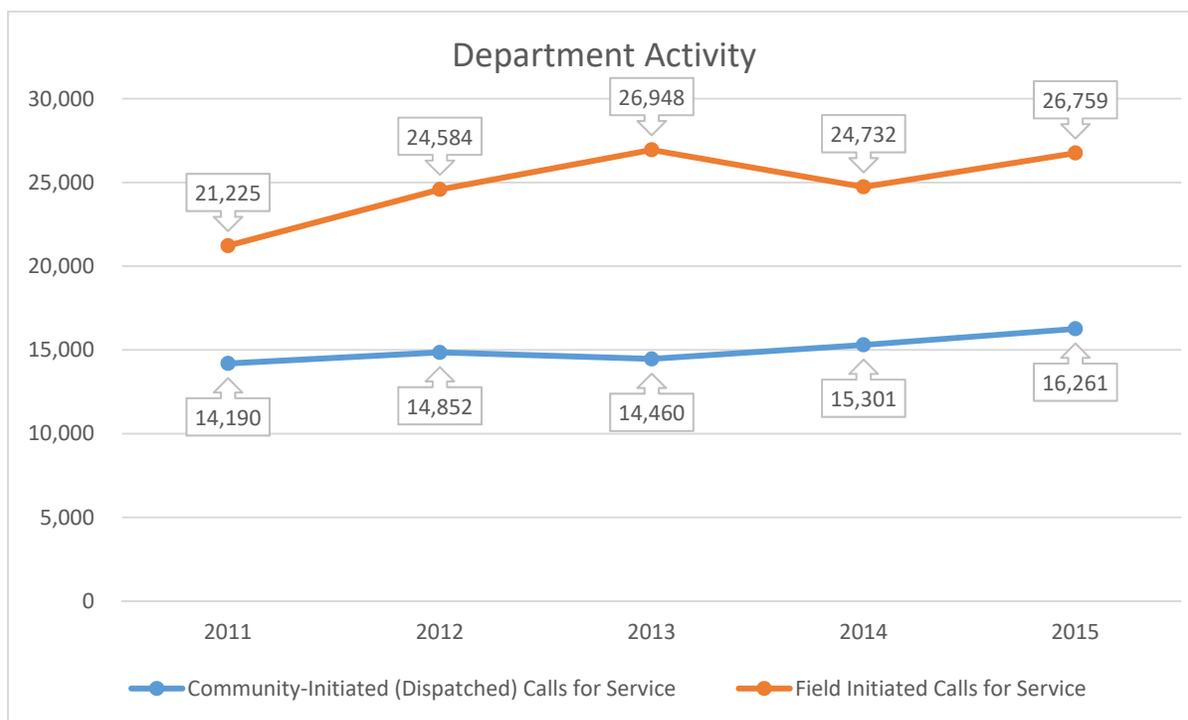
SECTION III: CALLS FOR SERVICE (CFS) ANALYSIS

In this section, we will examine the data related to the response to CFS by the GPD, both citizen- and officer-initiated, and we will provide an analysis of this information.

CFS response represents the core function of policing, and responding to citizen 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 it is 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 may be, and this is a fact that distinguishes American policing from many other countries.

In Figure 8 below, we provide a graphic depiction of citizen- and officer-initiated activity within the City of Golden, from 2011 to 2015.

FIGURE 8: Police Department Activity



*Source: 2015 Annual Report

For ease of viewing and calculating, we have used the data from Figure 8 above, to create Table 36 below. Although there was a slight variation in the data in 2014, the overall volume for GPD has been steadily increasing since 2011. This is true of both citizen- and officer-initiated activities.

TABLE 36: Agency Activity by Source

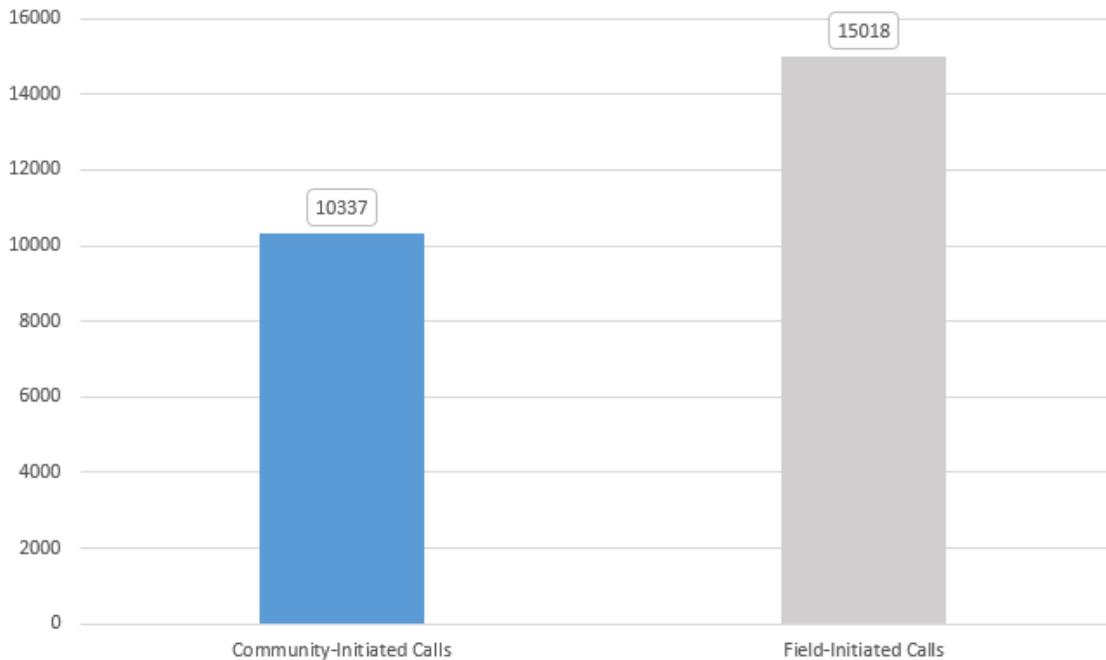
Source	2011	2012	2013	2014	2015
Community-Initiated (Dispatched) Calls for Service	14,190	14,852	14,460	15,301	16,261
Field Initiated Calls for Service	21,225	24,584	26,948	24,732	26,759
Totals	35,415	39,436	41,408	40,033	43,020

*Source: 2015 Annual Report

It is important to point out here that the data in Figure 8 and Table 36, was gathered from the 2015 GPD Annual Report. Since we did not directly compile the data used for the annual report, we cannot say with confidence that they are similar, and/or comparative to the data that we have reported elsewhere in this report, which emanates from CAD. However, it is evident that, regardless of their origin, these data are trending upward, which suggests a growing obligated workload at GPD; further, we see a similar trend in the CAD data we analyzed.

Figure 9 below provides an overview of the total CFS for GPD in 2016, including citizen- and officer-initiated activities. The total volume of activity shown in Figure 9 is 25,355 incidents.

FIGURE 9: Citizen- vs. Officer-Initiated Activity



Source: GPD 2016 CAD Data

Based on the data in Figure 9, we see that about 41% of patrol officer volume relates to citizen-initiated activity. However, these data are somewhat skewed, due to how this data is reported in CAD. In Table 37 below, we show the top ten most frequent officer-initiated activities.

In looking at Table 37, we see that officers frequently call out as *Busy*. This simply means that the officer is tied up doing other things. In most cases, CAD records show this status while officers are at the police department. Since we know the officers have limited ability to write reports from the cars, we suspect that the status of *Busy*, most often relates to writing reports, or other duties that need to be performed at the police department (e.g., processing evidence, follow-up calls). Although there is a status for writing reports, we learned that this is not universally used, and we suspect that many of the call-outs as *Busy*, relate to report writing. We also noted that *Follow-Up* is another frequent activity. Again, this is not typically regarded as an officer-initiated activity as part of our analysis (or in other police agencies). When we combine the totals from *Busy*, *Report Writing*, and *Follow-Up*, it covers 3,640 events, comprising about 22.9% of the total from this table; again, see Table 37 below.

TABLE 37: Most Frequent Officer-Initiated Activity

Call Type	Count Calls	% of Total
Traffic Stop	2,871	20.1%
Area Check	2,726	18.5%
Busy – Misc. Activity	2,074	14.0%
Report Writing	840	5.1%
Follow-Up	726	3.8%
Traffic Monitor	578	4.0%
Business Check	575	3.9%
Vehicle Contact	532	3.6%
Ped Contact	323	2.4%
Foot Patrol	317	2.2%
Grand Total	15,018	100.0%

Source: GPD 2016 CAD Data

If we remove these events from the total event count, the number is reduced from 15,018 to 11,378. This is significant, because it substantially balances the citizen-initiated volume of activity with the officer-initiated activity, as opposed to what is shown in Figure 9 above. In our recent studies of four agencies, ranging in size from 350 to 720 officers, we found that officer initiated activity ranged from 41% to 58%, as compared against the total work volume in patrol; the average among those agencies was 47.25%. For GPD, with the adjustments noted, the rate of officer-initiated activity is 53%, which is within the expected range. However, further analysis provides a different perspective on these totals; we will explain this further below.

If we analyze Table 37 further, we can see that there are three categories that relate to traffic, *Traffic Stop*, *Traffic Monitor*, and *Vehicle Contact*. Combined, these categories involve 3,981 events, which comprise 35% of the total officer-initiated activity (after removing the other items noted above). This percentage is normal, and expected, given the focused effort on this area by the GPD.

In Table 38 below, we examine the amount of time associated with the top ten various officer-initiated activities. Again, if we analyze the categories of *Busy*, *Report Writing*, and *Follow-Up*, the time equals 6,974 hours, which amounts to 66.49% of all of the officer-initiated time recorded in CAD for patrol. Similarly, if we look at *Traffic Stop* and *Traffic Monitor*, these two categories total 787 hours, or 7.5% of the overall activity available.

TABLE 38: Time Spent on Officer-Initiated Activity

Call Type	Sum of Call Duration*	% of Total
Busy – Misc. Activity	4970:53:07	47.39%
Report Writing	1590:45:14	15.17%
Traffic Stop	518:29:38	4.94%
Area Check	508:49:00	4.85%
Follow-Up	412:55:22	3.94%
Traffic Monitor	269:29:40	2.57%
Administrative Duties	196:09:15	1.87%
Warrant Arrest	151:06:46	1.44%
Foot Patrol	145:11:23	1.38%
Special Assignment	142:12:14	1.36%
Grand Total	10488:55:08	100.00%

Source: GPD 2016 CAD Data

These two tables and the associated analysis are very important in terms of understanding the obligated work volume of officers, including their capacity to conduct meaningful community policing activities. Upon first glance, Figure 9 above seems to suggest that officers spend 50% more time on officer-initiated activities than they do on citizen-initiated CFS (15,000 officer-initiated events, against 10,000 citizen-initiated events). In fact, the opposite is true, and officers actually spend three times as much time on *citizen-initiated* CFS than they do on actual *officer-initiated* activity.

If we look at the data in Table 38 above, 6,974 hours of work effort is not officer-initiated activity (*Busy, Report Writing, and Follow-Up*). Removing these hours from Table 38 shows that in total, officers engaged in 3,515 hours of officer-initiated activity, assuming all of the remaining categories qualify in this respect (to include foot patrol, special assignment, area checks, etc.). Although we will provide some additional analysis regarding the total hours within CAD that are attributed to the citizen-initiated obligated workload for patrol, the base number of hours in CAD that are associated with the 10,337 incidents shown in Figure 9, is 9,059. In total, after removing the hours attributed to *Busy, Report Writing, and Follow-Up*, the total combined hours for citizen- and officer-initiated activity is 12,574 (9,059 plus 3,515). Of this total, 72.05% relates to citizen-initiated CFS, and 27.95% is attributed to officer-initiated activity. This does not mean that the officers are not busy; actually, the opposite is true. Officers are spending nearly 7,000 hours conducting follow-up, writing reports, processing evidence, and managing other activities at the police department. In sum, the officers recorded only 3,515 hours of proactive officer-initiated activity. Using 24 officers assigned to patrol as a benchmark, this equates to about 146 hours of officer-initiated activity per year.

In Table 39 below, we provide CFS data for GPD from 2012 to 2015; we have split the table into two parts. In looking at the data in Table 39, we note that the overall volume of

activity has increased from 2012 to 2015, and this is true in both the top and bottom parts of this table.

TABLE 39: Agency CFS Totals

Category/Call Type	2012	2013	2014	2015	Average	% Change 2012 to 2015
Accidents	789	846	958	961	888.5	21.80%
Administrative Duties	11523	11527	10950	10746	11186.5	-6.74%
Agency Assist	1590	1583	1844	1907	1731	19.94%
Alarm	661	770	779	474	671	-28.29%
Animal	965	1347	1388	1360	1265	40.93%
Assault	107	98	106	107	104.5	0.00%
Citizen Assist	1277	1535	1436	1499	1436.75	17.38%
Dispatch Call	1916	1863	2025	2372	2044	23.80%
Disturbance	507	456	501	523	496.75	3.16%
Domestic Violence	87	82	94	69	83	-20.69%
Drug Violations	79	55	65	65	66	-17.72%
DUI/DUID	90	117	113	123	110.75	36.67%
Initiated Patrol	4047	4175	3748	4462	4108	10.25%
Juvenile	181	185	211	152	182.25	-16.02%
Liquor	115	288	259	214	219	86.09%
Miscellaneous	872	864	811	1169	929	34.06%
Missing	32	38	30	40	35	25.00%
Protective Custody	195	186	157	187	181.25	-4.10%
Sex Offender	119	158	174	120	142.75	0.84%
Suspicious	1190	1205	1428	1472	1323.75	23.70%
Traffic	7566	8549	7669	7247	7757.75	-4.22%
Warrant Arrest	218	190	187	241	209	10.55%
Weapon Call	13	20	7	10	12.5	-23.08%
Sub-Total	34139	36137	34940	35520	35184	4.05%
Parking	454	745	928	1610	934.25	254.63%
Person/Vehicle Contact	1006	1116	835	4152	1777.25	312.72%
Ordinance Violation	260	360	374	635	407.25	144.23%
Grand Totals	35859	38358	37077	41917	38302.75	16.89%

Source: 2015 Annual Report (note: other than DUI, criminal offenses have been excluded from this table.)

Looking only at the top portion of the table, we see a slight increase in activity between 2014 and 2015 (580 incidents). Overall, based on the data in the top portion of this table, volume is up by 4.05% between 2012 and 2015. If we look at the bottom portion of this table, we see that volumes have jumped by 144% to 312% in the listed categories between 2012 and 2015. We lack the data to explain these substantial variances, and feel that these

shifts skew the totals in this table, showing a 16.89% increase from 2012 to 2015, as opposed to only 4.05%, when only the top portion of the table is considered.

There could be various reasons for the jump in the numbers in the bottom portion of this table, which could include different reporting practices, or a more concentrated focus in different areas. However, we feel that they confuse the overall totals, and for this reason, we have separated them within the table.

In looking at the numbers in the top portion of the table, we see that there have been some increases in different areas. Given the upward trend in overall volume, these shifts are not surprising, nor are they alarming. Again, if the numbers in the lower portion of the table represent actual increases in work volume, as opposed to changes in reporting practices, we would consider these substantial.

To analyze the cyclical patterns of obligated work volumes, we asked GPD to provide the data we show in Table 40 below. This table shows total CFS and Traffic volumes, by month, for years 2014-2016.

TABLE 40: Call Volume and Traffic by Month

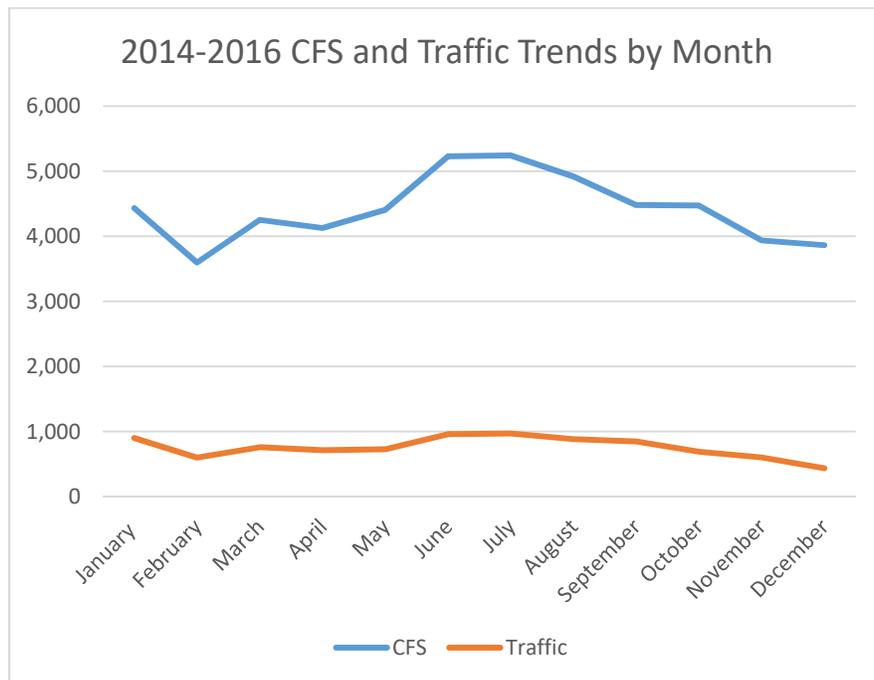
	2014 CFS Totals	2015 CFS Totals	2016 CFS Totals	% Change 2014-2016	2014 Traffic	2015 Traffic	2016 Traffic	% Change 2014-2016
January	3,899	3,838	4,434	13.72%	782	659	900	15.09%
February	3,068	3,149	3,596	17.21%	474	331	599	26.37%
March	3,559	3,946	4,253	19.50%	652	420	758	16.26%
April	3,685	3,799	4,127	11.99%	643	386	712	10.73%
May	3,712	3,841	4,407	18.72%	629	545	726	15.42%
June	4,129	4,478	5,228	26.62%	754	798	960	27.32%
July	4,458	4,539	5,243	17.61%	639	627	969	51.64%
August	4,188	4,596	4,919	17.45%	438	646	884	101.83%
September	3,980	4,109	4,479	12.54%	619	592	847	36.83%
October	3,729	4,107	4,472	19.92%	601	609	691	14.98%
November	3,236	3,806	3,938	21.69%	583	637	603	3.43%
December	3,194	3,908	3,863	20.95%	503	639	437	-13.12%
Totals	44,837	48,116	52,959	18.11%	7,317	6,889	9,086	24.18%

Source: GPD Provided Data

As with other data we have examined, the numbers in Table 40 above, which cover 2014-2016, indicate a pattern of increasing activity for GPD. Based on these data, CFS activity is up 8,122 events from 2014 to 2016, and traffic is up by 1,769 incidents during the same period.

To demonstrate the variations in the workload throughout the year, we used the data from Table 40 above, to create Figure 10 below. This figure shows the pattern of activity throughout the year, with a blue line representing the CFS activity, and an orange line depicting traffic incidents.

FIGURE 10: 2014-2016 CFS and Traffic Trends by Month



Source: GPD Provided Data

As expected, we see a spike in CFS activity through the summer months, when tourism is more prevalent, and when more people within the community 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 we will discuss below, departments must be able to allocate resources efficiently in response to these patterns.

In the following three tables, we show the volume of activity for GPD. In Table 41, we show the total volumes for GPD, including both citizen- and officer-initiated activity. In Table 42, we break out the citizen-initiated activity, and in Table 43, we show the officer-initiated activity.

TABLE 41: Call Volume and Duration by Category - All CFS

Call Category	Count of Calls	% of Total Calls	Sum of Call Time* (H:M:S)	Minutes Per CFS	% of Total Call Time
Crime	4,132	16.30%	4964:40:35	72.08	25.40%
Service	15,990	63.06%	12416:39:29	46.59	63.52%
Traffic	5,233	20.64%	2166:39:32	24.83	11.08%
Grand Total	25,355	100.00%	19547:59:36	Avg. 46.26	100.00%

TABLE 42: Call Volume and Duration by Category - Citizen-Initiated

Call Category	Count of Calls	% of Total Calls	Sum of Call Time (H:M:S)	Minutes Per CFS	% of Total Call Time
Crime	3,540	34.25%	4464:08:01	75.66	49.28%
Service	5,476	52.97%	3357:01:19	36.78	37.06%
Traffic	1,321	12.78%	1237:55:08	56.18	13.66%
Grand Total	10,337	100.00%	9059:04:28	Avg. 52.58	100.00%

TABLE 43: Call Volume and Duration by Category - Officer-Initiated

Call Category	Count of Calls	% of Total Calls	Sum of Call Time (H:M:S)	Minutes Per CFS	% of Total Call Time
Crime	592	3.94%	500:32:34	50.68	4.77%
Service	10,514	70.01%	9059:38:10	51.70	86.37%
Traffic	3,912	26.05%	928:44:24	14.23	8.85%
Grand Total	15,018	100.00%	10488:55:08	Avg. 41.90	100.00%

Source: GPD 2016 CAD Data

As we have noted elsewhere in this report, there were limitations to the CAD data, which provided challenges in terms of reporting and analyzing the data. All of the data shown in Tables 41 to 43, reflect the sum of the call time (call start to call end), not cumulative sum of unit time spent, which was not discernable within the CAD dataset. Put another way, the data in these tables reflects the minimal amount of work effort associated with the CFS, but it does not account for or calculate multiple units for each activity. In short, the data is unquestionably skewed downward.

Despite its limitations, the data provides us with an understanding of the distribution of activity between citizen- and officer-initiated volume, and within each section, we can also see the distribution of work between the categories of crime, service, and traffic. Further, the data provides us with some idea of the time spent on each incident for each categorical activity. Again, while these numbers are skewed downward, they provide an idea of the minimal time required for each incident.

In Table 44 below, we provide a list of the most frequent activities for GPD from 2012-2016,

TABLE 44: Agency Most Frequent Activities

CAD Call Category*	2012	2013	2014	2015
Administrative Duties	11,523	11,527	10,950	10,746
Traffic	7,566	8,549	7,669	7,247
Initiated Patrol	4,047	4,175	3,748	4,462
Person / Vehicle Contact	1,006	1,116	835	4,152
Dispatch Call	1,916	1,863	2,025	2,372
Agency Assist	1,590	1,583	1,844	1,907
Parking	454	745	928	1,610
Citizen Assist	1,277	1,535	1,436	1,499
Suspicious	1,190	1,205	1,428	1,472
Animal	965	1,347	1,388	1,360
Miscellaneous	872	864	811	1,169
Accidents	789	846	958	961
Ordinance	260	360	374	635
Disturbance	507	456	501	523
Alarm	661	770	779	474
Theft	388	365	358	389
Warrant Arrest	218	190	187	241
Liquor	115	288	259	214
Protective Custody	195	186	157	187
Person Crimes - Miscellaneous	175	197	147	164
Juvenile	181	185	211	152
Property Crime - Miscellaneous	212	118	125	134
DUI / DUID	90	117	113	123
Fraud / Forgery	138	126	124	123
Sex Offender	119	158	174	120
Criminal Mischief	123	143	119	111
Assault	107	98	106	107
Domestic Violence	87	82	94	69
Drug Violations	79	55	65	65
Motor Vehicle Theft	44	47	59	52
Burglary	78	57	49	42
Missing	32	38	30	40
Sex Offense	40	29	32	36
Crimes against Children	22	12	12	13
Weapon Call	13	20	7	10
Robbery	8	3	2	0
Grand Total	37,087	39,455	38,104	42,981

Call Type**	2016
Traffic Stop	2903
Area Check	2875
Busy – Misc. Activity	2074
Follow-Up	1167
Report Writing	840
Agency Assist - Ambulance	676
Traffic Monitor	585
Business Check	579
Vehicle Contact	533
Agency Assist - Fire	529
Citizen Assist	449
Suspicious Incident	391
Information Item	384
Suspicious Vehicle	380
Motorist Assist	377
Extra Patrol	371
Welfare Check	350
Accident	347
Suspicious Person	342
Ped Contact	323
Foot Patrol	318
Parking Complaint	308
Vehicle Maintenance	304
Reddi Report	301
Reckless Driving	282
Warrant Arrest	267
Theft Cold	238
Unverified Alarm	207
Business Alarm	203
Bar Checks	203
Shops	192
Equipment	191
School Zone Traffic Monitoring	178
Agency Assist - Jeffco	168
Traffic Hazard	168
Found Property	168
Total	20,171

*Source: 2015 Annual Report

**Source: 2016 CAD Data

Again, as we have noted previously in Tables 38 and 39, much of the data shown as most frequent here in Table 44 is administrative or related to traffic, and it is not necessarily part of the obligated workload for patrol. Still, the data shows a progressive pattern of activity that is increasing, suggesting that the overall workload is increasing, too.

Table 45 below breaks down citizen-initiated CFS in the three categories displayed in Tables 41-43 above, showing the top five most frequent CFS within each category. The most common criminal incident is suspicion (person, incident, or vehicle), with 18.39% of the total volume for criminal response. It is notable that the top five types of criminal incidents comprise only 26.78% of the agency total. This suggests that, other than suspicion, there is a very broad distribution of criminal CFS by category.

TABLE 45: Top Five Most Frequent Citizen-Initiated Activities by Category

	Count of Calls	% of Total
Crime		
Suspicious Incident	375	7.99%
Suspicious Person	307	6.54%
Theft Cold	232	4.94%
Suspicious Vehicle	181	3.86%
Noise Disturbance	162	3.45%
Service		
Agency Assist - Ambulance	654	13.93%
Agency Assist - Fire	512	10.91%
Follow-Up	441	9.39%
Citizen Assist	398	8.48%
Information Item	380	8.10%
Traffic		
Accident	320	6.82%
Reckless Driving	279	5.94%
Motorist Assist	170	3.62%
Traffic Complaint	146	3.11%
Traffic Hazard	137	2.92%
Grand Total	10337	100%

Source: 2016 CAD Data

Table 46 below breaks down officer-initiated CFS in the three categories displayed in Tables 41-43 above, showing the top five most frequent CFS within each category. Officer-initiated response to criminal CFS is very low. We would expect this type of distribution, since most criminal CFS occur based on a citizen-initiated call.

TABLE 46: Top Five Most Frequent Officer-Initiated Activities by Category

	Count of Calls	% of Total
Crime		
Suspicious Vehicle	199	1.77%
Warrant Arrest	116	1.03%
DUI	60	0.53%
Suspicious Person	35	0.31%
Liquor Violation	25	0.22%
Service		
Area Check	2,726	24.25%
Busy – Misc. Activity	2,074	18.45%
Report Writing	840	7.47%
Follow-Up	726	6.46%
Business Check	575	5.12%
Traffic		
Traffic Stop	2871	25.54%
Traffic Monitor	578	5.14%
Motorist Assist	207	1.84%
School Zone Traffic Monitoring	178	1.58%
Traffic Hazard	31	0.28%
Grand Total	15018	100.00%

Source: 2016 CAD Data

In the service call category, the most common activities are not typically recorded as officer-initiated service activity. As we have already mentioned, *Busy*, *Report Writing*, and *Follow-Up*, are typically recorded in this way. Additionally, area checks and business checks, are not usually regarded as *activities*, but rather, as aspects of discretionary patrol time. As for the traffic section, we note that 25.54% of the events are allocated to traffic stops, with 6.72% of the events reported as monitoring traffic, either in a school zone, or otherwise. Again, while these represent work activity, they are not typically considered officer-initiated activities.

In Table 47 below, we look at which citizen-initiated CFS take the most time, as opposed to those which are most frequent. As we have noted previously, motor vehicle crashes consume a lot of work effort. Here, looking at the hit and run activity in the crime area, and combining it with the motor vehicle crash data in the traffic area, we see that patrol is spending nearly 900 hours in this area (which excludes the counter reports that involve filing the report at the PD). Again, this is a significant time effort, and as we noted, we applaud GPD for dedicating resources to targeted crash mitigation.

TABLE 47: Top Five Most Frequent Citizen-Initiated Activities by Time Spent

	Total Call Time	% of Total
Crime		
Theft Cold	405:50:34	9.25%
Suspicious Incident	366:56:29	8.36%
Accident - Hit And Run	307:42:39	7.01%
Disturbance In Progress	303:35:58	6.92%
Warrant Arrest	225:16:42	5.13%
Service		
Agency Assist - Ambulance	605:47:22	13.80%
Welfare Check	325:19:47	7.41%
Follow-Up	317:28:02	7.23%
Citizen Assist	309:48:15	7.06%
Found Property	192:44:35	4.39%
Traffic		
Traffic Accident Unknown Injury	305:37:34	6.96%
Accident	259:10:44	5.91%
Accident - Counter Report	214:55:51	4.90%
Reckless Driving	168:18:42	3.84%
Motorist Assist	80:16:03	1.83%
Grand Total	9059:04:28	100.00%

Source: 2016 CAD Data

Similar to the table above, in Table 48 below, we provide a breakdown of time spent by officers on officer-initiated activities. As expected, traffic stops and traffic monitoring consume a large portion of the time of officers (788 hours, or nearly 9%). Again, we think it is important to reiterate here that the inclusion of certain data in this dataset, is skewing the numbers. The data shown in the service area of Table 48 below, is not typically included in officer-initiated activity calculations. Within the IACP model, some of this time is *Administrative*, and some is considered *Discretionary* time. Either way, if we remove this data and the associated time from this table, we are left with 2,813 hours of activity. If we calculate the time spent on traffic stops in relation to this adjusted total, traffic-related officer-initiated activity would comprise 28.01% of the hours shown.

We also think it is important to reiterate here, that the volume (in time spent) of officer-initiated activity is relatively low compared to other studies, and we attribute this to staffing level issues. Despite the concentrated effort of GPD on traffic, using the data in Table 48 below, those assigned to patrol (24 officers) spend an average of about 33 hours per year working traffic. Again, this number is quite low, and we would expect significant improvement in the time available to officer to engage in this type of proactive activity, if our additional staffing recommendations are implemented.

TABLE 48: Top Five Most Frequent Officer-Initiated Activities by Time Spent

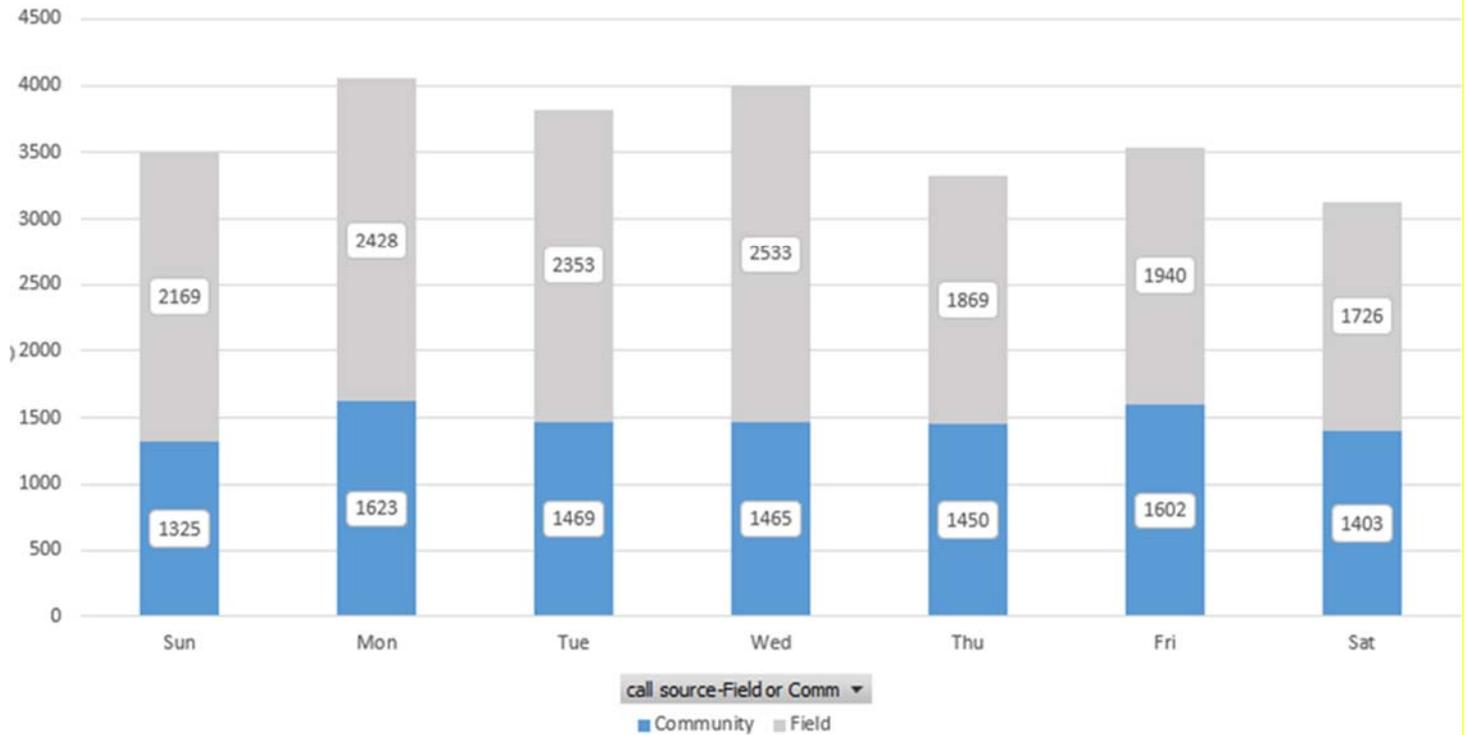
	Total Call Time	% of Total
Crime		
Warrant Arrest	151:06:46	1.69%
DUI	127:09:26	1.42%
Suspicious Vehicle	34:13:55	0.38%
Ordinance Violation	31:34:07	0.35%
Drugs Cold	16:21:14	0.18%
Service		
Busy – Misc. Activity	4970:53:07	55.51%
Report Writing	1590:45:14	17.77%
Area Check	508:49:00	5.68%
Follow-Up	412:55:22	4.61%
Administrative Duties	196:09:15	2.19%
Traffic		
Traffic Stop	518:29:38	5.79%
Traffic Monitor	269:29:40	3.01%
School Zone Traffic Monitoring	78:13:54	0.87%
Motorist Assist	28:49:33	0.32%
Accident	19:24:11	0.22%
Grand Total	10488:55:08	100.00%

Source: 2016 CAD Data

As we noted above in reference to Figure 9, it is important to examine work volume patterns from a variety of perspectives. Figure 11 below depicts the number of CFS by day of the week, showing both citizen-initiated CFS (Community) and officer-initiated (Field) activity. This figure presents a familiar pattern seen by the IACP in past studies. There are only slight variations in the totals of citizen CFS by day of the week.

Based on the data in Figure 11, Mondays and Fridays have the highest totals, with Saturday and Sundays showing the lowest CFS totals. The volume of officer-initiated activity is lowest on Saturday and on Thursday. However, due to the inclusion of data that does not typically fit into this category (report writing, follow-up), we cannot analyze the pattern well. We also note that officer-initiated activity is highest on Wednesday. Again, due to issue with the data, we cannot isolate the reason for this, but we suspect the high numbers shown on Wednesday are the result of this day of the week having the highest number of staff scheduled to work (due to the overlapping nature of the work schedule).

FIGURE 11: Calls by Day of the Week



Source: GPD 2016 CAD Data

In Table 49 below, we depict the data from Figure 11 above, based on the percentage of overall CFS volume. Again, there is a small deviation between the percentage of CFS on Monday at 15.70%, which is the highest, and Sunday at 12.82%, which is the lowest.

TABLE 49: Percentage of CFS Distribution by Day of the Week

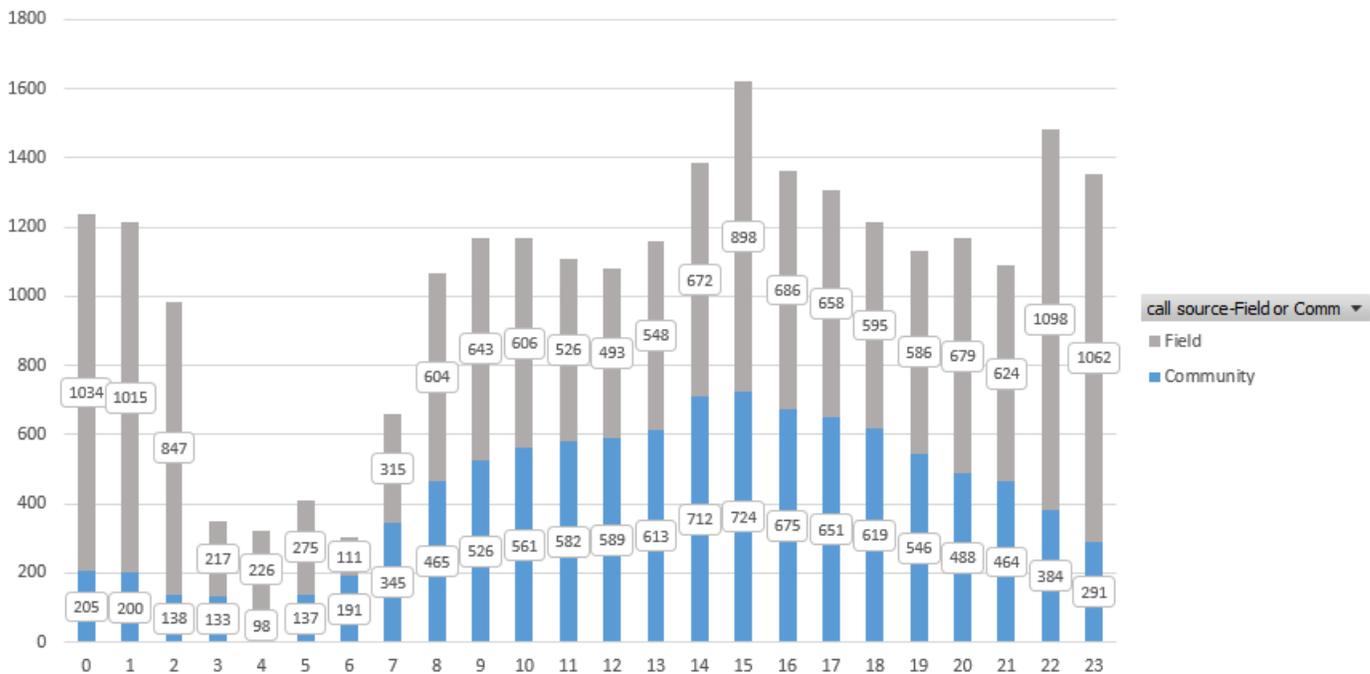
Day	CFS	Percent
Sunday	1325	12.82%
Monday	1623	15.70%
Tuesday	1469	14.21%
Wednesday	1465	14.17%
Thursday	1450	14.03%
Friday	1602	15.50%
Saturday	1403	13.57%
Total	10337	100.00%

Source: 2016 CAD Data

Figure 12 below shows the distribution of CFS by hour of the day, including both citizen-initiated CFS and officer-initiated activities. Again, this figure shows a familiar pattern of activity, which is similar to other studies that the IACP has conducted. Based on this table,

we can see that citizen-initiated CFS peak at around 3:00 p.m., dipping to their lowest total at about 4:00 a.m.

FIGURE 12: Calls by Time of Day



Source: GPD 2016 CAD Data

In looking at Figure 12, we can also see that the highest numbers of officer-initiated activity (regardless of purpose), occur when the citizen-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.

In Table 50 below, we depict the data from Figure 12, based on the percentage of overall CFS volume by hour of the day. We have separated the CFS data in Table 50 into three segments, which cover the hours of 0700-1700, 1400-0000, and from 2100-0700. We used these timeframes, because they most closely resemble the shift hours used by GPD.

The data in Table 50 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 we can see in this table, the bulk of citizen-initiated CFS occur between the first and second work shifts. In total, 87.91% of all the CFS volume occurs between 7:00 a.m. and 9:00 p.m. In contrast, the distribution of officer-initiated activity is much more equal, with the most noticeable spike occurring between the hours of 10:00 p.m. and 1:00 a.m.

TABLE 50: CFS by Hour by Percent

Citizen			Officer		
Hour	CFS Total	Percent	Activity	Percent	
0700	345	3.40%	315	2.11%	
0800	465	4.58%	604	4.05%	
0900	526	5.18%	643	4.31%	
1000	561	5.53%	606	4.07%	
1100	582	5.74%	526	3.53%	57.09%
1200	589	5.81%	493	3.31%	
1300	613	6.04%	548	3.68%	
1400	712	7.02%	672	4.51%	
1500	724	7.14%	898	6.02%	
1600	675	6.65%	686	4.60%	
1700	651	6.42%	658	4.41%	
1800	619	6.10%	595	3.99%	
1900	546	5.38%	586	3.93%	54.74%
2000	488	4.81%	679	4.55%	
2100	464	4.57%	624	4.19%	
2200	384	3.78%	1098	7.37%	
2300	291	2.87%	1062	7.12%	
0000	205	2.02%	1034	6.94%	
0100	200	1.97%	1015	6.81%	43.66%
0200	138	1.36%	847	5.68%	
0300	133	1.31%	217	1.46%	
0400	98	0.97%	226	1.52%	
0500	137	1.35%	275	1.84%	
0600	191	1.88%	111	0.74%	
Total	10146	100.00%	14907	100.00%	

Source: GPD 2016 CAD Data

In Table 51 below, we show the breakdown of patrol officer allocations by shift. Personnel allocations across the shifts are equal, except for the Sunday - Wednesday night shift, which has one less officer assigned to it. Although Table 51 shows equalized allocations, we know from discussions with staff, and other data, that the numbers reflected in Table 51 below, do not occur, more often than not. We will provide additional data and analysis on this below, as we discuss the work schedule in greater detail.

TABLE 51: Patrol Allocations by Shift

Patrol	Sergeant	Officers
Dayshift Sunday - Wednesday	1	4.5
Dayshift Wednesday - Saturday	1	4
Swing Shift Sunday - Wednesday	1	4
Swing Shift Wednesday - Saturday	1	4
Night Shift Sunday - Wednesday	1	3
Night Shift Wednesday - Saturday	1	4

Source: GPD Data

Table 52 below shows GPD response times for priority CFS for the years 2011 through 2014. We obtained this data from the 2013-2014 annual reports for GPD. The CAD data that we were provided did not include data sufficient for us to calculate CFS response times. Although the data shown here may be a bit dated, the response times reflected for priority CFS response are reasonable and acceptable, and they are consistent with other studies that the IACP has conducted. Absent other data to the contrary, we have no reason to believe that response times for priority CFS within Golden have changed.

TABLE 52: Response Times by Priority 2011-2014

Action	2011	2012	2013	2014
Received to Dispatch	1:14	1:23	2:08	1:45
Dispatched to Arrival	4:33	4:32	4:07	4:33
Received to Arrival	5:25	5:55	5:39	6:18
# of Priority CFS	518	753	456	543

Source: 2013-2014 GPD Annual Reports

Cover Cars

Another point of analysis in our studies, and one that relates directly to the obligated workload for patrol, concerns cover cars, or backup units. As we have noted in various areas, the CAD data had limitations. Although the dataset we received allowed us to see if there were multiple units on a CFS, and how many units were on the call, we have no way of knowing how much time each unit spent on the incident.

One of the data elements we collected directly from the officers as a part of this study, involved the number of times they responded to an incident for backup, and the amount of time they spent on the call in that capacity. Table 53 below reflects the amount of back-up response reported by officers during the two-day period of data collection.

TABLE 53: Back-Up Response

Activity	Totals	% of Time
Primary		
Minutes	2,790	68.80%
Incidents	74	66.67%
Back-Up		
Minutes	1,265	31.20%
Incidents	37	33.33%
Total		
Minutes	4,055	
Incidents	111	

Source: Self-reported survey data

This data in Table 53 was tabulated from 111 self-reported responses by patrol as a part of the patrol workload survey. Out of those incidents, officers reported responding as backup, 37 times. During those incidents, officers spent an average of 34 minutes assisting with the CFS. This amounts to a backup rate of about 33%, with approximately 31.2% of the reported incident time dedicated to backing up another officer. From five prior IACP studies, we know that the *average* primary response is 59% (41% for back-up). The *range* for primary response is 46% to 72%, and for back-up it is 28% to 54%. The data from the surveys show that GPD is within that range; however, this was a very brief survey period (two days), so it is possible that the backup numbers could vary if data was collected, available, or analyzed over a longer span. We should also note here, that our typical analysis examines backup response for both citizen- and officer-initiated activity. Because of limitations in the CAD data, we cannot examine the backup response for officer-initiated activity, and our workload survey did not collect this data. Accordingly, we are not able to provide that analysis.

In addition to considering the amount of time spent on CFS between primary and backup units, we also looked at which CFS included multiple-unit responses, and we provide these data in Table 54 below. IACP 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 54 below, we note that all of the categories listed appear to be serious enough to warrant the response of multiple personnel. We also feel that the average number of units responding is appropriate. It is important to point out here, however, that the numbers in Table 54 only reflect those officers assigned to patrol responsibilities. Due to the nature of how we cleaned the CAD data for our analysis, other

officers who might have responded, such as SROs, sergeants, or the CRO, would not be included in this table.

TABLE 54: Call Types Averaging Two or More Responding Units

Call Type	Count of Calls	Count of Responding PATROL Units*	Avg. Number Responding Units
Stab Wound	2	14	7.0
Shots Fired Just Occ.	1	4	4.0
Robbery Just Occ.	1	3	3.0
Sex Assault In Progress	2	6	3.0
Felony Menacing In Progress	3	8	2.7
Assault In Progress	4	10	2.5
Motor Vehicle Theft Just Occ.	6	15	2.5
Criminal Trespass In Progress	9	22	2.4
Burglary In Progress	17	39	2.3
Theft In Progress	7	16	2.3
Domestic Violence In Progress	64	141	2.2
Fight In Progress	26	53	2.0
Accident - DUI	21	42	2.0
Criminal Mischief In Progress	3	6	2.0
Criminal Tampering In Progress	1	2	2.0
Criminal Tampering Just Occurred	2	4	2.0
Domestic Violence Just Occurred	36	72	2.0
Felony Menacing Just Occ.	2	4	2.0
Fight Cold	1	2	2.0
Forgery	1	2	2.0
Fraud Just Occurred	2	4	2.0
Prowler In Progress	2	4	2.0
Restraining Order Violation Just Oc.	11	22	2.0
Sex Assault Just Occ.	1	2	2.0
Theft	1	2	2.0
Weapon Violation	7	14	2.0
Disturbance In Progress	143	279	2.0

*Includes patrol units only.

Although we will expand on this information later in the workload analysis portion of this section, we note that Table 54 shows 792 units involved in 376 CFS. We know this number is underrepresented, and we are aware that non-patrol and supplemental patrol units routinely assist on various CFS. We will provide additional analysis of these data as part of the overall workload analysis.

SECTION IV: PATROL WORKLOAD VS. OFFICER AVAILABILITY

As we have noted previously, our 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 us in our calculations, we obtained detailed leave data from GPD (average hours used by patrol, investigations, and sergeants, in 2016).

Table 55 below, which we have already referenced, helps us understand the amount of time patrol officers have available to answer CFS. Table 55 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. The table below shows that after subtracting leave categories from the total, the average officer is actually available to work 1,640 hours per year not 2,080 hours, as is often thought (understanding that this represents the cumulative average – and individual availability can vary greatly).

TABLE 55: Patrol Availability (Hours)

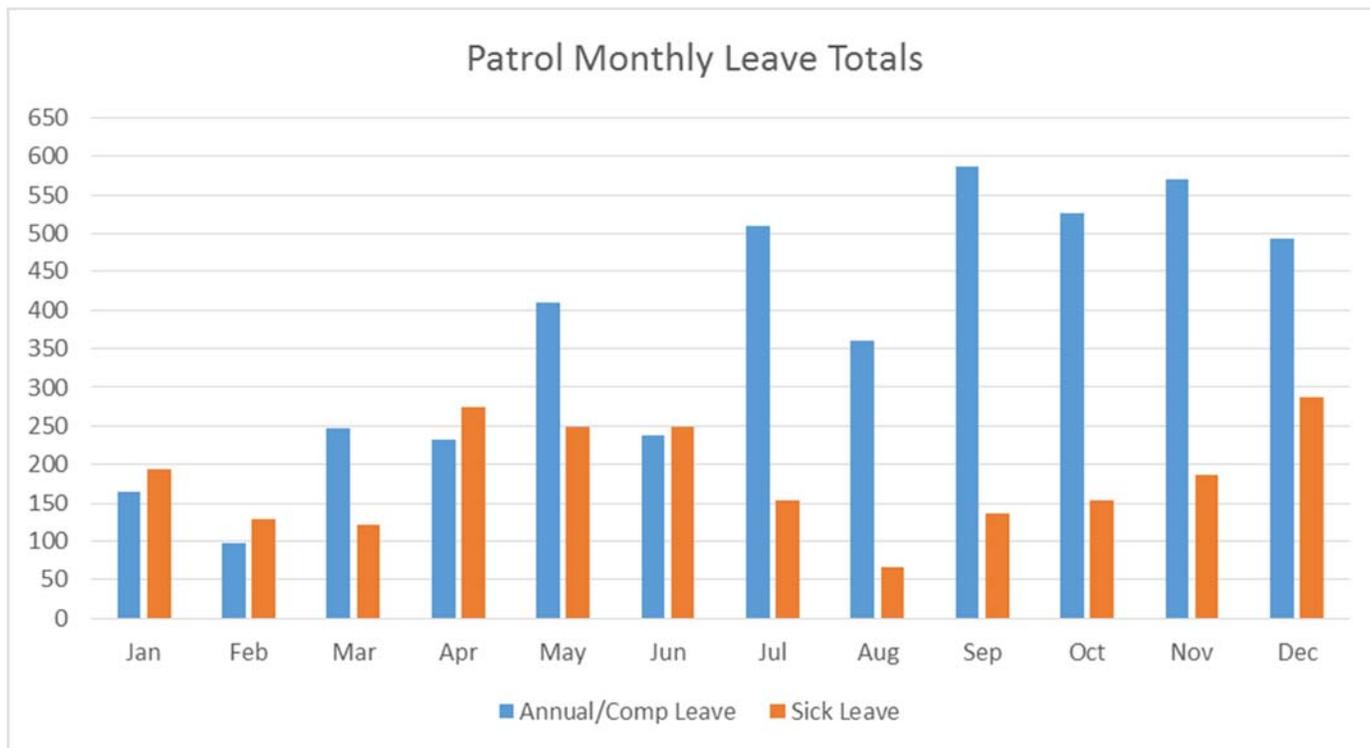
Total Annual Hours	2,080
<i>Leave Category</i>	
Annual Leave	165.89
Comp Time Used	18.93
Holiday	4.31
On Call Leave	7.15
Sick Leave	91.65
City Closure Leave	0.35
Team Lead Leave	4.75
Work Comp	0.27
Training Hours	146.23
<i>Sub-total (minus)</i>	<i>439.53</i>
Average Annual Availability (Hours)	1,640

*Includes Patrol and Investigations and the Sergeants Assigned

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, we show the patterns of sick leave and other annual leave, broken down by month.

FIGURE 13: Patrol Monthly Leave Totals



Source: GPD Provided Data

This figure shows that roughly twice the amount of annual leave time is used between July and December, as opposed to January to June. Accordingly, the work schedule should have the flexibility to adjust 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, it 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, we used the average availability for each officer displayed in Table 55. 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 2.23 (3,650/1,640 = 2.23). To determine the shift relief factor for one position over a 24-hour period (in three different shift periods), we multiplied this number times three. Therefore, the daily shift relief factor is

6.69 for one officer in each of the three shift blocks. Since the current scheduling model for GPD effectively staffs three officers for each shift block, then the number of officers required to staff the current schedule and allocation of personnel, without operating short or using overtime, is 20.07 (6.69 x 3). It is important to note that this calculation represents the number of personnel needed to staff the current schedule, assuming an *allocation* of four officers per shift, with the desire to staff a minimum of three officers per shift; this number also reflects shift overlaps. Although this number reflects how many personnel it would require to staff three officers per shift per day, it does not necessarily represent the number of personnel needed to respond adequately to workload demands. In actuality, if the *allocation* number was the actual *shift staffing* level, it would be very close. However, the shift relief calculation would then be 26.76 (6.69 x 4 officer/shift).

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 schedule 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, they can calculate personnel needs. Table 51 below is repeated here to highlight the number of patrol staff that are *allocated* to each shift within the department for the purpose of answering CFS. The numbers in Table 51 represent the number of staff *allocated*, not necessarily the number of positions those personnel are intended to fill. In fact, the intent is for these allocations to cover a minimum of three personnel per shift, not four, as this table suggests.

TABLE 51: Patrol Allocations by Shift (repeated)

Patrol	Sergeant	Officers
Dayshift Sunday - Wednesday	1	4.5
Dayshift Wednesday - Saturday	1	4
Swing Shift Sunday - Wednesday	1	4
Swing Shift Wednesday - Saturday	1	4
Night Shift Sunday - Wednesday	1	3
Night Shift Wednesday - Saturday	1	4

Source: GPD Data

We know from our conversations with staff, that although there are four officers *allocated* to each shift, along with a sergeant, the actual staffing levels are much lower. As we will see in Table 62 below, the actual daily shift average for patrol for GPD is 8.88 officers.

As is evidenced by our analysis above, determining the number of required personnel is a complicated process, as is understanding how to deploy them properly. We will provide additional details below, but it is our assessment that the GPD requires additional staffing to meet service demands. It is also likely that the department will need to make adjustments to the work schedule, in order to compensate for leave patterns.

In Table 56 below, we provide an analysis of the total number of CFS handled on average by GPD 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 466 CFS per year. When looking at the numbers for GPD, they initially reflect that the department is well within the norm of benchmark cities for individual officer handling of CFS; however, this is based on the availability of 29.5 patrol officers/first responders (to include the patrol sergeants).

TABLE 56: Population and CFS - Benchmark and IACP Study Comparisons

Benchmark City	Population	Total Calls for Service	First Responders	CFS Per First Responder
Overland Park Study*				
Average Totals (29 Cities)	164,692	72,729	124.41	521.02
IACP Study Cities**				
City 1	708,920	162,090	301	538.50
City 2	148,692	49,141	113	434.88
City 3	244,754	114,059	240	475.25
City 4	559,600	151,810	330	460.03
City 5	251,893	142,812	216	661.17
Averages	382,772	123,982	240	514

Golden, CO***	19,780	13,743	29.5	465.58
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Source: *<http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>

**IACP Study City Data

***Includes patrol, and supervisor CFS totals

However, after adjustment for hours lost in various leave categories (as reflected in Table 55), GPD has the equivalent of 23 officers available for citizen-initiated CFS. This adjusted number of available officers places GPD at 598 CFS handled by each patrol officer, which is on the higher end of the comparative norm totals. Additionally, Table 56 does not reflect the number of vacancies and/or non-operational personnel (e.g., injured, out on

medical or military leave). If these numbers were applied to the table, it would drive the annual CFS handled by each officer even higher.

Another way to calculate and analyze these totals is to use the amount of shifts available to determine the capacity of the officers. As we have indicated in Table 55 above, officers in patrol with GPD have approximately 1,640 hours available to work shifts, after removing leave time. Using 10-hour shifts as a baseline that equates to 164 shifts per officer, per year. If we divide the CFS per officer using the adjusted total of 598, each officer would handle roughly 4 CFS per day. Based on a time commitment of 52.58 minutes per CFS (as shown in Table 42), this equates to roughly 35% of the available time for officers (600 minutes available per day, with 210 minutes committed to four CFS each shift).

Workload Model and Analysis

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements. The primary standards employed for the GPD study follows:

- Operational labor
- Administrative labor
- Uncommitted time

Operational Labor

Operational labor is the aggregate amount of time consumed by patrol officers to answer calls for service 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 back-up 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%. In order to quantify the amount of workload volume, the IACP team conducted a thorough examination of CAD data provided by GPD.

In this section, we provide several different analysis models. In the tables and narrative below, we provide a brief overview of our calculations regarding determining the workload for patrol services. As noted, our model relies on removing workload that is not part of citizen-initiated calls for service, unless it is obviously part of the *obligated* workload (e.g. officer-observed criminal activity). We will describe each analysis method, but all are also shown in Table 60 below.

Our first analysis examined the number of obligated workload hours for patrol, as reflected in CAD for 2016. This included 9,059 hours of activity, as shown in Table 42 above (we show this as Model 1 in Table 60 below). However, we know this number is

low and inaccurate, since it only includes the sum of the time spent on the CFS, not the cumulative total of everyone who was there. In addition, we also know that a substantial amount of work effort is managed by other officers who are not routinely assigned to handle CFS as a primary duty. For our purposes, we call these officers *supplemental patrol*, as shown in Table 32 above. We refer to their CFS responses as *supplanting*, since the work effort of these individuals, *supplants* the patrol staff, and artificially lowers their work obligation.

Since we could not rely strictly on the data shown in CAD, as attributed to patrol, we took a different approach to calculating the total *obligated workload*. To do this, we looked at the volume of events recorded within CAD, and then we performed various time calculations against these totals.

Our first calculation used the self-reported CFS time reflected in the data provided by the officers who tracked two of their work shifts (see Table 35 above). The reported CFS time from this table was 35.59 minutes. We then used this time per incident, to calculate the totals in Table 57 below, shown as Model 2 in Table 60 below.

TABLE 57: Obligated Patrol Workload - Model 2

Patrol Workload Calculation - Model 2	35.59/CFS
Total 2016 CAD Hours	35,132
Removal of Non-Patrol workload	-6,342
Removal of Officer-Initiated Activity (Patrol)	-8,908
Removal of All Supplemental Patrol Hours	-13,299
Add Officer-Initiated Criminal CFS	500
Add Officer-Initiated Motor Vehicle Crashes	20
Sub-Total (Primary CFS Patrol Officers)	7,103
Add Supplemental Patrol Obligated Hours	3,134
Adjusted Patrol Workload	10,237

Source: IACP Data Analysis

From our analysis of the CAD data, there were 59,228 unique unit responses recorded (see Table 32 for reference on incident counts). Using this number, we multiplied the number of events times 35.59 minutes, resulting in 35,132 hours of workload. However, these hours reflect all of the workload in CAD, and because our model examines only the obligated workload (primarily citizen-initiated) for patrol, we needed to make several adjustments to the data.

We began by removing the non-patrol workload of 6,342 hours. We then removed all of the officer-initiated data for patrol (8,908 hours), and all of the supplemental patrol hours (13,299 hours). We then added back in the time that officers spent on self-initiated

activities related to criminal incidents and motor vehicle crashes (see Table 43 for the criminal incident total, and Table 48 for the motor vehicle crash total). The reason these hours are added back into the total is that, due to their nature, they would have resulted in a CFS for patrol, had they not been initiated by an officer on their own.

After making these calculations, we then looked at the supplemental patrol volume. Within that category, there were 5,283 citizen-initiated incidents. We applied the same time calculation to this total, which reflected 3,134 hours of workload. It is our assessment that the bulk of the workload within the supplemental patrol area, represents *supplanting*, and that if they were available, patrol officers would have responded to most of these events. Accordingly, we consider these incidents part of the obligated patrol workload, and we added them back into the overall total.

In addition to our overall experience in conducting these studies, and our observations of the data in this study, we also concluded that the data associated with those officers categorized as non-patrol, involves *supplanting*, based on a memorandum drafted by Captain Harvey, to Chief Kilpatrick, on August 17, 2015.

The department has several specialized duty units including investigations, school resource officers, community resource officer, K-9 officer and traffic officers. Patrol is the primary duty assignment requiring employees to respond immediately to emergency calls for service. As a result, minimum staffing is considered to be two patrol officers and one supervisor per shift. It is not uncommon for officers assigned to these special units to be called upon to work patrol to ensure minimum staffing levels are achieved.

The result of our calculations for Model 2 show that the adjusted patrol workload is 10,237 hours. However, we know this number is artificially low, because the average time per CFS as recorded in CAD, is 52.59 minutes (see Table 42). Because of this variation, we ran a new series of calculations, using 52.59 minutes as the per CFS average.

We used the same incident counts for patrol, supplemental patrol, and non-patrol, and calculated each line using the new per incident time. We reflect these calculations in Table 58 below, which we label Model 3 (also shown in Table 60 below). Based on these calculations, the total obligated workload is reflected as 14,812 hours.

TABLE 58: Obligated Patrol Workload – Model 3

Patrol Workload Calculation - Model 3	52.59/CFS
Total 2016 CAD Hours	44,801
Removal of Non-Patrol workload	-8,247
Removal of Officer-Initiated Activity (Patrol)	-10,397
Removal of All Supplemental Patrol Hours	-16,474
Add Officer-Initiated Criminal CFS	500
Add Officer-Initiated Motor Vehicle Crashes	20
Sub-Total (Primary CFS Patrol Officers)	10,203
Add Patrol Supplemental Obligated Hours	4,609
Adjusted Patrol Workload	14,812

Source: IACP Data Analysis

One area that is not clearly reflected within any of the workload analysis models concerns back up of patrol officers performing CFS duties. Based on data shown in Table 53 above, patrol officers reported backing up other officers 33.33% of the time. The time involved for each back up event was 34.19 minutes. Using this information, we calculated 33.33% of the patrol hours to be 3,006 events. Multiplying 34.19 minutes against this total, we concluded that a reasonable calculation for back up time is 1,713 hours. Accordingly, we added this total to Table 59 below, shown as Model 4 in Table 60.

TABLE 59: Obligated Patrol Workload – Model 4

Patrol Workload Calculation - Model 4	52.35/CFS
Total 2016 CAD Hours	44,801
Removal of Non-Patrol workload	-8,247
Removal of Officer-Initiated Activity (Patrol)	-10,397
Removal of All Supplemental Patrol Hours	-16,474
Add Officer-Initiated Criminal CFS	500
Add Officer-Initiated Motor Vehicle Crashes	20
Sub-Total (Primary CFS Patrol Officers)	10,203
Add Patrol Supplemental Obligated Hours	4,609
Add Back-Up for Patrol	1,713
Adjusted Patrol Workload	16,525

Source: IACP Data Analysis

Using the data we examined from CAD, and using the calculations and models we described above, we created Table 60 below, which comparatively presents all of these data.

TABLE 60: Obligated Workload – Patrol 30% Model

	Literal Explanation and Formula	Model-1	Model-2	Model-3	Model-4
A	Total Patrol Unit Obligated Hours - Citizen CFS	9,059	7,103	10,203	10,203
	Patrol Hours including Supplemental Hours - Citizen CFS		3,134	4,609	4,609
	Add Back-Up Estimate (33% of Patrol Activity)				1,713
	Sub-Total		10,237	14,812	16,525
B	Available Hours per Officer	1,640	1,640	1,640	1,640
C	Authorized Strength in Patrol	24.00	24.00	24.00	24.00
D	Current Patrol Hours Available (B*C)	39,360.00	39,360.00	39,360.00	39,360.00
E	Current % Obligated to Citizen CFS (A/D)	23.02%	26.01%	37.63%	41.98%
F	Target Obligated Workload (30%)	30.00%	30.00%	30.00%	30.00%
G	Officer Workload Hours Available at 30% (B*F)	492.00	492.00	492.00	492.00
H	Patrol Officers Required to Meet Target Workload (A/G)	18.41	20.81	30.11	33.59
I	Additional Primary CFS Response Officers Needed (H minus C)*	-6	-3	6	10

We have used the data from the various Models to populate Table 60 above. This table reflects the obligated workload in Section A, as collected from Models 1-4. Then, we use the available time per officer and the authorized strength in patrol to calculate the percentage of obligated workload, which is reflected in Section E of this table. We then calculate the number of patrol officers that would be required to achieve a 30% obligated workload level, and we reflect the total in Section I of the table.

In Models 1 and 2, which we know are an underrepresentation of the obligated workload volume for patrol, the table suggests that the patrol division is overstaffed. Again, this is clearly inaccurate, and it is not supported by the sum of the data and our overall analysis. In Model 3, the data suggests that the patrol division is understaffed by six officers, and lastly, Model 4 indicates that the patrol division is understaffed by ten officers.

As we have explained throughout the analysis of the workload data, there are various limitations, which prohibit us from making a clean analysis of the obligated workload for patrol at GPD. It is evident that some of the *supplemental patrol* data involves *supplanting* (likely most of it), but some of it likely does not (e.g., Reserve Officers), and it reflects activity that is relevant to the unit designated, and not part of the obligated patrol workload. In addition, there is likely some workload in the *non-patrol* area, which may actually be part of the obligated workload for patrol. We also suspect that some of the data in the *supplemental patrol* area, relates to back up, and these incidents would more appropriately be calculated at the back up rate (34.19 minutes), as opposed to the

standard CFS rate (52.58 minutes). It is also possible that the frequency and duration of back up as self-reported by patrol, is inaccurate, due to the small data collection period (two work shifts). Lastly, we expect that there is some duplication of data in our estimate for Model 4, particularly as it relates to back up.

In consideration of the data challenges, we also conducted a calculation using the data provided by the officers from the data collected from their two work shifts. We know from that data that the officers handled an average 37 CFS per day, with an average of back up at 18.5 incidents per day. If we extend these daily totals to a full calendar year, we would have 13,505 CFS totaling 11,835 hours, with 6,753 back up incidents, totaling 3,848 hours. These data would combine for 15,683 hours of total activity. Again, there are some limitations to this data, due to the short data collection period. We also do not know whether the daily CFS and back up totals, are indicative of the average level of these activities, across each day of the calendar year. However, the data totals are similar to those reflected in Models 3 and 4 above.

In our final assessment, we believe that the obligated workload for patrol is likely approximately 13,132 hours. We base this on the count of CFS that are in CAD for patrol (10,337), plus the CFS handled by the *supplemental-patrol* units from Table 32 (6,604). If we total these incidents, there are 16,941 events. If we calculate 66.66% of these incidents as primary CFS, and 33.33% as back up, the result is 13,132 hours (9,947 hours plus 3,185 hours). This volume translates into a 33.6% obligated workload for patrol. In order to reduce this workload obligation to 30%, it would require the addition of 3 officers in patrol. Coincidentally, adding 3 officers to patrol would match the staffing allocations shown in Table 51, although this would represent shift scheduling expectations, as opposed to shift allocations.

We have used several different calculations to attempt to accurately quantify the obligated workload for GPD, based on the available data, despite its limitations. We believe that our estimate of the actual workload is reasonable, and that it captures the combination of patrol effort, and the *supplanting* effort being provided by other officers within the department. Based on our analysis, we believe that the GPD needs to add three officers to the patrol division in order to effectively manage the workload.

We also feel compelled to add that it is critical that GPD examine their CAD data capacities, so that better data is available for future analysis. We recognize that GPD will be moving to a new CAD system with Jeffcomm, and we suspect that the new system will have these capacities. However, there are other data categorizations that GPD may wish to consider revising, and we would encourage department leaders to examine these areas and to make requests of Jeffcomm to may any appropriate revisions.

Administrative Labor

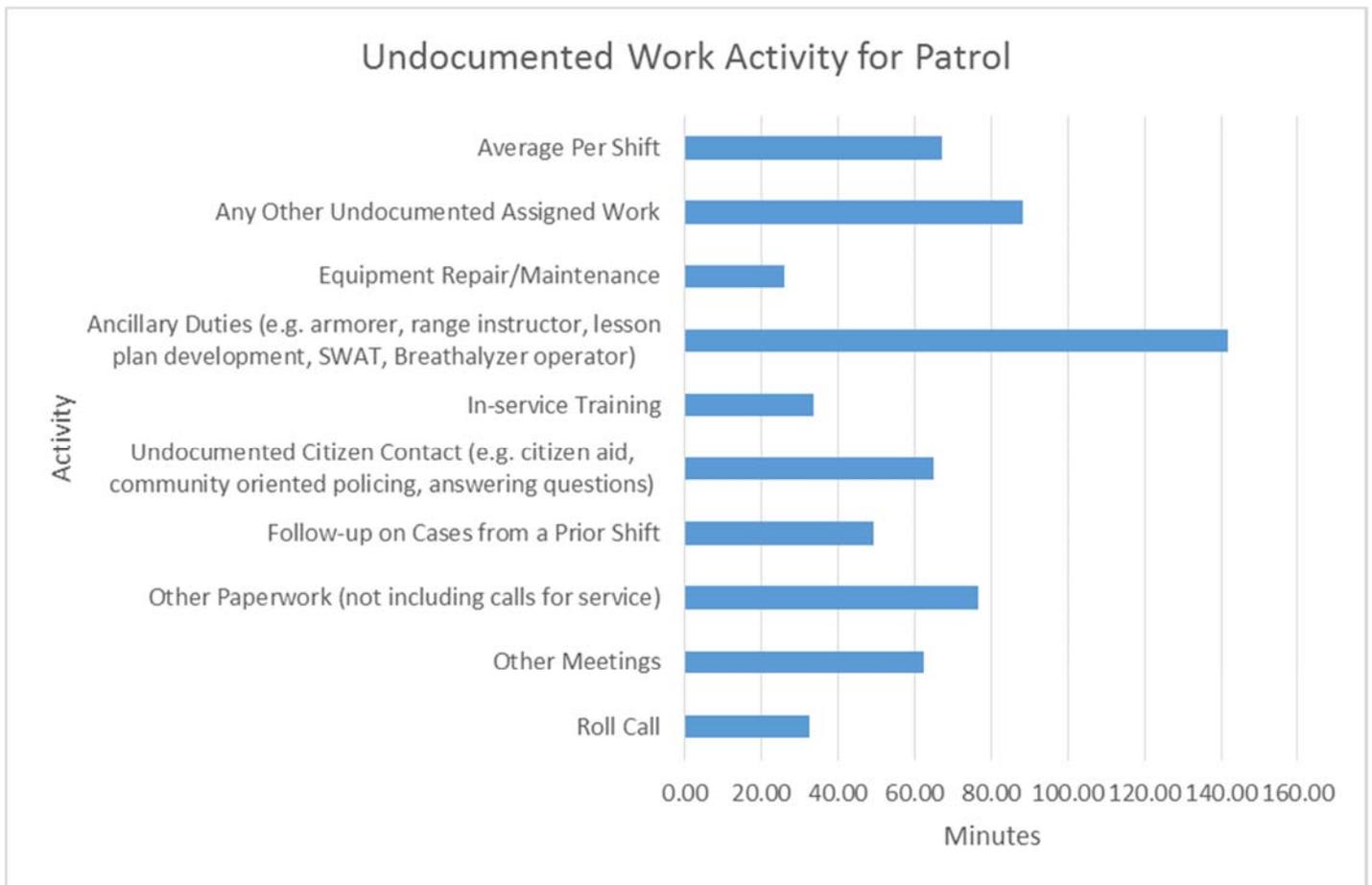
Precise information is not available in CAD for many administrative activities, due to variances in officer *call outs* for these activities. Nevertheless, our interviews and field observations suggest that administrative time appears to be at the norm. We estimate that administrative time generally accounts for approximately 25 – 30% of an officer’s average day, and such appears to be the case at the GPD. 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 (dayshift)
- On duty training, not otherwise captured
- Vehicle maintenance and fueling (15 minutes per day)
- Meetings with supervisors (variable)
- Special administrative assignments (variable)
- Personnel/payroll activities (health fairs, paperwork review and paperwork training (variable)
- Field Training Officer (FTO) time for both trainee and trainer (variable); on-duty training for officers
- Equipment maintenance (computer, weapons, radio); (variable)

In order to attempt to illustrate allocations of administrative time that are unaccounted for in CAD, we asked the patrol officers to complete a worksheet and survey during two of their patrol shifts (we reported some of these data in Tables 34 and 35 above). We asked officers to record time spent on certain activities and to report this back to us via an online survey. We received roughly 20 responses, and we have provided the results of the survey data in Figure 14 below.

The average time reported for supplemental work by each officer, for each shift, was approximately 67 minutes. This does not include reports associated with CFS. It is also noteworthy that this survey spanned only two of the officer’s normal shifts (we did not identify which shifts to use). While representative of the supplemental workload, we suspect that a longer period of analysis might provide varied results. Regardless, the numbers above help to demonstrate substantive administrative workload, which is otherwise not typically captured or considered. We recognize, as we have noted in other areas of this report, that the GPD captures certain *administrative* data, such as follow-up and report writing. However, the GPD may wish to refine this process to identify this data as administrative, as opposed to officer-initiated, and to capture additional data points, as determined.

FIGURE 14: Self-Reported Supplemental Workload



Source: GPD/IACP Survey

Uncommitted Time

The cumulative operational and administrative labor that officers must engage, 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 GPD, with its stated focus on exceptional service and community policing, no less than 40% uncommitted patrol time is ideal.

It has been our experience 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. If either the operational or administrative percentages are over 30%, the percentage of uncommitted time will be negatively affected. We note here that in our analysis of the CFS per officer ratios, outlined in Table 56 above, the obligated workload per officer averages about 35%. Again, we had similar findings in our workload model calculations.

Patrol Staffing

Those that we interviewed all indicated that the overall operation of the patrol division has improved in the past couple of years. Those we interviewed also indicated that recently, there have been several positive changes in the way things are done, and in the policies and procedures that are in place. One of the positive aspects identified by staff concerned the equipment they have available. Everyone that we interviewed was very positive and pleased with the amount and the quality of equipment they have, and they indicated that the equipment they have is assisting them in doing their jobs to the highest degree.

There was also a strong consensus that the department is good at working with the existing resources they have, and that they are also able to get additional help from other agencies such as the sheriff's office, state patrol, and neighboring police departments, when needed. Those we interviewed also indicated, as we noted above, that the patrol division has a good working relationship with the outside agencies. Additionally, it was evident from the interviews that the officers have a strong belief that they have a great deal of support from their community. Several mentioned that they are close to their community, and that they do their best to engage the community for community events, and just getting to know the members of their community, when they have the time and opportunity.

However, the biggest area of concern that we heard from everyone we interviewed, concerns the issue of staffing allocations to patrol. Many explained that they did not feel

there were enough officers on the street at any given time to ensure that citizen complaints are handled in a timely manner. As an additional important factor, many we interviewed raised concerns about officer safety for those officers working the street.

It was a common theme among those we interviewed that there is need for more officers to be assigned to the patrol shifts. We learned that the patrol shifts seldom have a full complement of officers working and available to handle calls for service. We were told that due to current processes in place, some officers that could be handling calls for service are often required to handle other duties. This could be due to community engagement duties, court transfers on certain days, or other duties that the patrol sergeants are given and/or required to do. Reportedly, this often takes officers and supervisors away from the street, and they are unable to assist with calls for service.

As we have indicated, based on the data in Table 60 and the corresponding narrative, it is our assessment that three additional officers should be added to the patrol division so that the obligated workload volumes can decrease to 30%; adding these positions would bring the allocation of personnel for patrol to 27 officers (excluding supervisors). It is also important to point out here that our recommendation of staffing at 27 officers reflects our assessment as to 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 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. Just as we discuss over-hires for the purpose of satisfying known attrition rates, we would also recommend using over-hires to manage any consistent non-operational vacancies. We do not have information from GPD regarding the number of personnel who are consistently considered non-operational (meaning that they are unavailable for work for 30-days or more). However, if GPD has a consistent number of non-operational positions, these are essentially vacant positions, which require also filling.

In addition to conducting the analysis above, we also examined the allocation of personnel within the GPD in terms of the percentage of distribution to patrol and investigations. Table 61 below shows that GPD compares favorably with other cities and towns generally, and IACP comparison study cities specifically. In Table 61, we use the number of patrol officers allocated to CFS, which is 23.5, plus the number of sergeants allocated to the patrol function, which is an additional 6 officers, for a total of 29.5 patrol personnel.

TABLE 61: Patrol and Investigation Assignment Comparisons

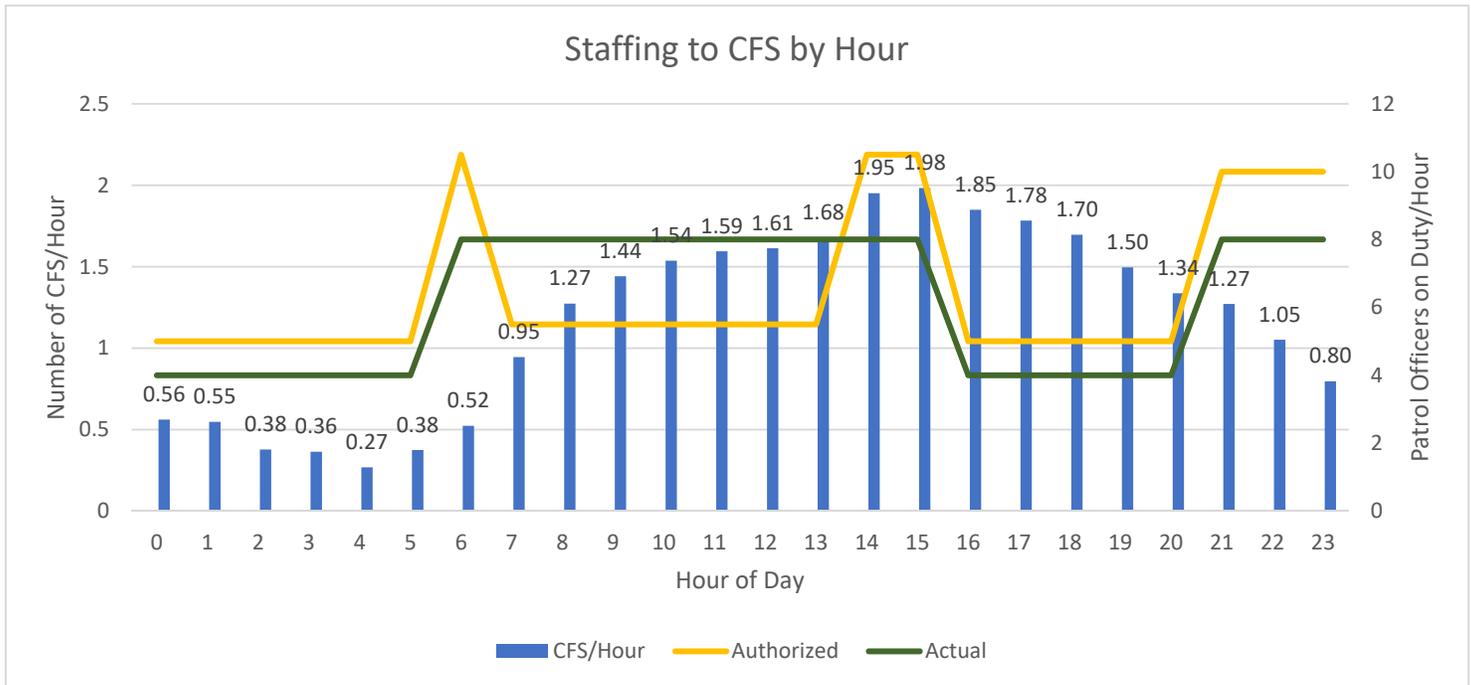
Comparisons	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark Cities Averages	230	128	56.42%	42	18.31%
IACP City #1	304	130	42.76%	45	14.80%
IACP City #2	512	221	43.16%	108	21.09%
IACP City #3	720	374	51.94%	157	21.81%
IACP City #4	755	295	39.07%	169	22.38%
IACP City #5	636	343	53.93%	123	19.34%
IACP Study Averages	585	273	46.18%	120	19.89%
Golden, CO	47	29.50	62.77%	6.50	13.83%

Source: 2015 Benchmark City Data - <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>
 Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant and above). *Investigations includes intelligence, task forces, narcotics, and general investigations.*

The data in Table 61 exclude those in specialty assignments (K-9, etc.), and those at the lieutenant level and above (in this case, the two captains and the chief). Based on these numbers, the GPD allocates 62.77% of its sworn officers to patrol. This is above the average among the benchmark cities, which is 55.52%. It is also the highest percentage of patrol personnel allocation that the IACP has seen in our recent studies. Although this percentage is higher than some other departments, it is our assessment that the allocation of personnel to patrol is appropriate, based on the needs of GPD. We also note here that the number of personnel assigned to investigations as a percentage of the workforce, is 13.8%, which is on the low end of the spectrum, but seems to be satisfying agency needs. We will discuss specific data related to investigations in Section VII of this report.

Figure 15 below provides a graphic visual snapshot of the staffing allocations and actual expected assignments for GPD, as compared to hourly CFS totals. Figure 15 uses the staffing allocations by shift, see Table 51. The actual totals come from the shifts/month data provided by GPD. It is important to note that all of the staffing totals in Figure 15 include patrol officers and sergeants. Although the sergeants are included in this chart, and they do answer CFS, the patrol officers are the primary CFS responders, and sergeants are secondary, generally responding only as back-up officers, or when primary CFS responders are not available.

FIGURE 15: City Average Staffing by Average Citizen CFS, by Hour of the Day



Source: GPD Provided Data; 2016 CAD Data

It is our observation that the design of the patrol schedule matches reasonably well with CFS volume, with the number of officers deployed increasing and decreasing with the ebb and flow of CFS. While not perfect, IACP observes that the staggered start times of shift assignments and utilizing 10-hours shifts is working well. We do note some disparity between the hours of 2:00 p.m. to 8:00 p.m. when CFS are peaking, and patrol deployment drops for brief periods. However, patrol deployment during this period never drops to the lowest levels seen in the early morning hours. Generally, the graph seems to support the current GPD officer deployment and ability to handle CFS. However, Figure 15 suggests that the schedule does not fully account for leave time, and the cyclical pattern of leave time use.

We asked GPD to manually calculate the actual work shifts for each month for 2014-2016, and we reflect this data in Table 62 below. This table separates patrol and supervisors, as well as parking, code enforcement, and park rangers. Based on the allocation of 23.5 officers to the patrol division, we would expect to see 4,888 total shifts for the year. This is based on 2,080 hours for the 23 officers (208 shifts x 23 = 4,784), and 1,040 hours for the part-time officer (104 shifts). Dividing 4,888 by 12 (the number of months), we would expect to see 407 shifts per month. However, when we look at the number of work shifts recorded for 2016, we see that the total was 3,214, which represents a loss of 1,647 work shifts. If we divide 3,214 work shifts between 365 days, the average number of officers working on a daily basis is 8.79. If we look at individual months, we see that in February, the daily shift average was 7.5, and in May, it was 7.67.

TABLE 62: Actual Shifts by Month and Category 2014-2016

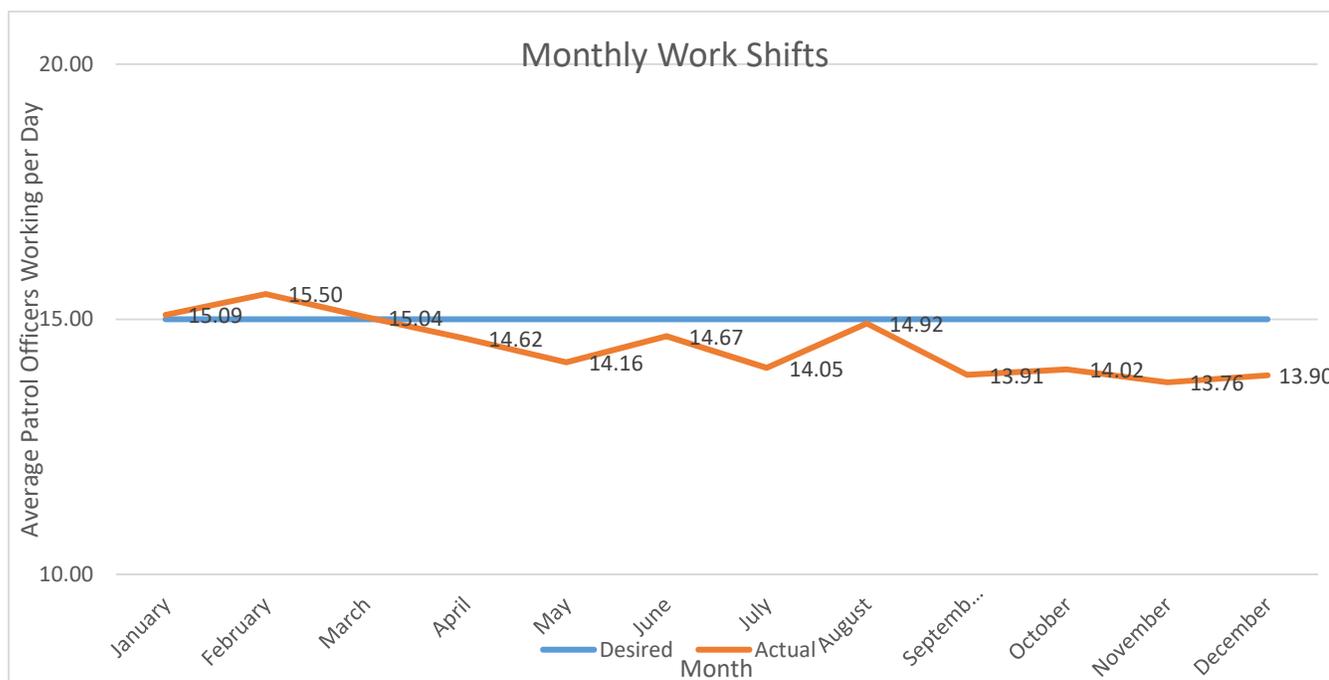
	2014						2015						2016					
	Patrol Officers	Sergeants	Lieutenant and Above	Parking Officers	Code Enf/Animal Control	Park Rangers	Patrol Officers	Sergeants	Lieutenant and Above	Parking Officers	Code Enf/Animal Control	Park Rangers	Patrol Officers	Sergeants	Lieutenant and Above	Parking Officers	Code Enf/Animal Control	Park Rangers
January	329	74	22	20	34	18	219	94	21	16	20	17	274	83	18	12	24	14
February	203	53	20	16	33	16	177	54	16	16	14	15	211	59	17	13	16	17
March	248	55	10	17	35	18	254	67	18	18	35	18	263	56	22	14	18	17
April	249	65	4	18	15	15	221	83	20	18	35	17	267	66	16	12	18	17
May	227	60	13	16	22	17	213	57	20	14	36	42	238	68	20	14	16	88
June	240	67	7	13	25	60	222	59	20	14	34	57	286	63	17	13	19	83
July	256	76	14	14	31	85	218	54	20	13	28	87	288	54	21	12	22	79
August	243	69	4	14	30	95	225	48	21	15	26	91	273	61	20	14	16	78
September	240	67	0	18	31	36	221	51	18	17	28	32	284	55	22	11	20	82
October	244	79	0	18	36	36	245	58	20	17	34	24	289	63	16	13	19	32
November	235	66	0	16	12	32	248	67	20	17	28	16	271	46	20	13	21	17
December	253	74	0	19	16	32	235	63	17	19	28	18	297	48	15	13	18	17
Totals	2,967	805	94	199	320	460	2,698	755	231	194	346	434	3,241	722	224	154	227	541

Source: GPD Provided Data

The data shown in Table 62 above, seem to support the concerns raised by those we interviewed, that despite the allocation of 23.5 personnel to the patrol division (excluding sergeants), the daily staffing numbers are below the desired levels.

To illustrate this further, we created Figure 16 below. To create this figure, we used the leave data that we gathered from GPD, calculating the totals by month. This figure is based on an average active number of 29 officers in patrol, including sergeants. Based on Figure 16, we can see that although the desired staffing level for each day is 15, which includes 5 officers per shift (assuming 4 officers and 1 sergeant), the daily average is closer to 14 per day. However, this table only reflects leave time, it does not account for other non-productive time, such as training. Removing additional non-productive time would reduce the daily totals by about 1.4 shifts per day.

FIGURE 16: Monthly Work Shifts Patterns



Source: GPD Provided Data; 2016 CAD Data

It is also important to point out here that the overlapping nature of the work schedule for GDP means that every officer works on Wednesday. Since half of the staff need to work in order to fill out the work schedule, the remaining half are *additional*, or *supplemental* staff on that day. Using the figure of 29 officers (23 officers and 6 sergeants) and taking half of that number, GDP is scheduling 754 additional shifts on Wednesday, which are not needed to fill out the work schedule. We are aware that these additional hours are used for training, special assignments, and other activities. However, we also believe there are better options for scheduling, which would prove beneficial for GDP.

Scheduling Options

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. For example, if a department had 10 officers working a 6-on, 3-off, 8.5-hour schedule, that would be 60 shifts over the 9-day cycle, or about 6.5 shifts per day. The issue here is that in this model, the agency has a *maximum* of 6 shifts per day, which means that the department either has to agree to operate with a smaller number of shifts when people want to take leave, or the department will have to use overtime to backfill any openings.

This type of schedule works fine if the department has enough people on the schedule to accommodate vacancies due to leave. We refer to this type of scheduling as over-scheduling, and 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 we have shown above, staff within agencies take leave in larger increments during certain portions of the calendar year (e.g., during summer months or 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 (such as the Wednesday condition described above). 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, 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.

On-Demand Scheduling

One alternative to using a balanced schedule is to use on-demand scheduling, or a *short-schedule*, in which officers actually owe time back to the schedule on a monthly basis. This type of schedule follows the Fair Labor Standards Act (FLSA) 7k exemption for public safety scheduling, and does not use the traditional 40-hour workweek to define the schedule, or payment of overtime.

There are myriad variations of short schedules, but the theory is rather simple. In a short schedule, the department schedules officers less hours than required during any given month. This results in a circumstance in which the employee owes the agency time, which the agency can schedule as the need demands (with appropriate advanced notice). 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 over-scheduling of staff is smaller, which creates more efficiency in terms of personnel usage.

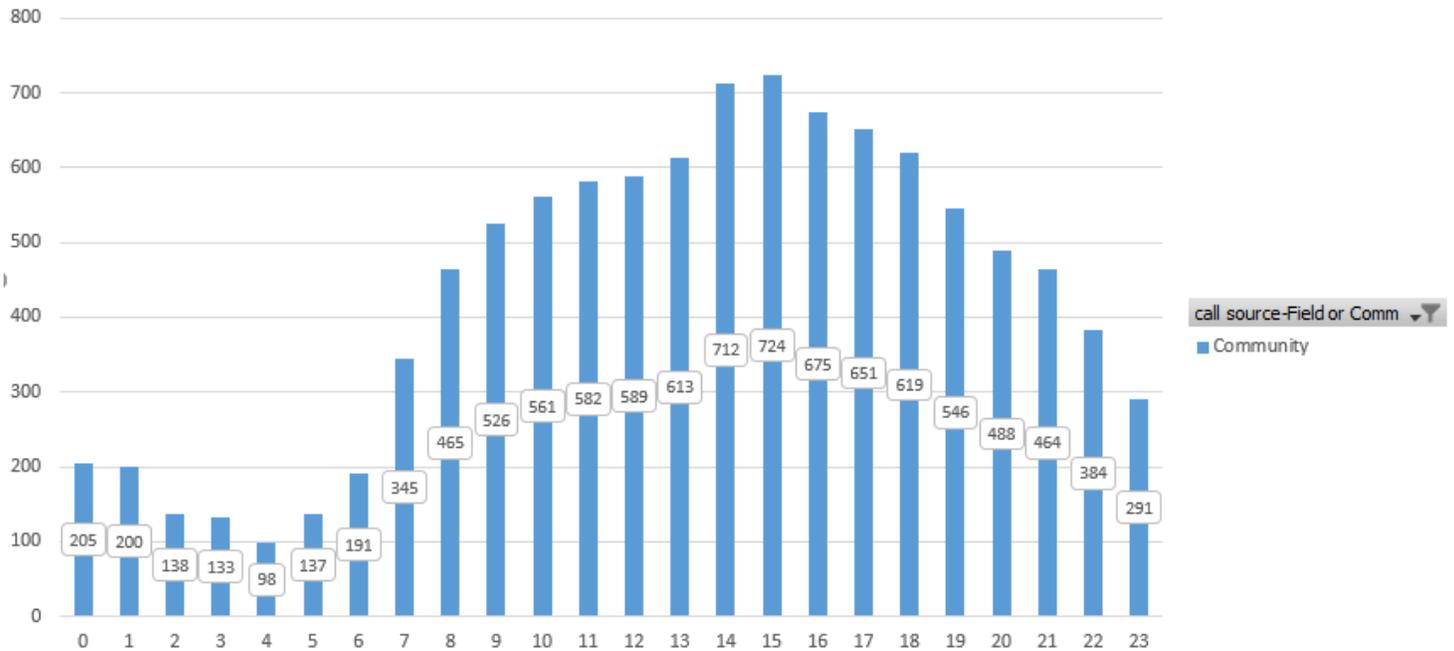
In contrast to a balanced schedule, when staff request leave time (for whatever purpose – other than unscheduled sick leave), and there are insufficient over-scheduled resources to accommodate the request, the agency can use *owed time* from staff to fill the void. This can provide tremendous flexibility 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. Owed hours can also be used to cover training time.

Although on-demand scheduling works and has value, there are a couple drawbacks to using this system. First, this is 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 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 and collect only 80 hours. The second issue is that using an on-demand schedule will likely reduce overtime greatly 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 this stops, they may face personal budget issues. Finally, as the pay reference above suggests, it is important to track the actual hours of staff, and this adds a layer of oversight to those constructing, working with, and monitoring the work schedule. This is more labor-intensive, and it requires constant attention in order to ensure that all officers and scheduling complies with FLSA regulations.

Despite these issues, the use of short scheduling has many benefits, and we encourage agencies to consider this as an option. The IACP has worked with agencies to develop this type of scheduling system, and if this is something that GPD wishes to consider, we can work with the department to outline some possible schedule options.

Figure 17 below, shows the citizen-initiated CFS by time of day. This figure is similar to the data shown in Figure 12, except that the officer-initiated activity has been removed from this Figure.

FIGURE 17: Citizen CFS by Time of Day - All Districts



Source: GPD 2016 CAD Data

Figure 18 below provides a color visual or heat map of what previous tables and figures have shown regarding peak and low periods of CFS. Red areas show the busiest periods and green areas are slower periods. The hours of 12:00 p.m. through 6:00 p.m. Monday through Friday are normal peak CFS hours. As noted previously, daily CFS totals are not significantly different.

FIGURE 18: CFS by Hour of Day - Heat Map

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Grand Total
0	41	32	24	20	18	24	46	205
1	41	27	13	24	29	27	39	200
2	23	19	17	21	17	12	29	138
3	23	20	20	14	16	17	23	133
4	15	13	18	13	12	12	15	98
5	15	17	19	19	29	20	18	137
6	17	21	37	33	32	33	18	191
7	35	65	53	60	55	49	28	345
8	45	73	85	73	58	75	56	465
9	46	86	90	82	83	77	62	526
10	54	107	73	89	77	86	75	561
11	76	98	73	85	92	79	79	582
12	67	100	95	90	84	83	70	589
13	80	93	88	84	80	99	89	613
14	70	128	105	107	97	112	93	712
15	91	107	128	94	103	122	79	724
16	78	106	101	92	90	125	83	675
17	96	108	90	89	93	111	64	651
18	89	117	66	90	75	102	80	619
19	72	81	82	69	93	74	75	546
20	93	63	48	66	57	74	87	488
21	62	62	66	57	58	71	88	464
22	57	44	45	53	64	64	57	384
23	39	36	33	41	38	54	50	291
Grand Total	1325	1623	1469	1465	1450	1602	1403	10337

Source: GPD 2016 CAD Data

Prioritize Patrol Staffing

We think it is important at this juncture to discuss the prioritization of patrol staffing. Few would argue that the core function of any police agency is the patrol division. Despite this, when staffing vacancies occur, even on a daily basis, these often result in reductions to the patrol operation. Although some specialty position staff have been used to supplement patrol (in keeping with Chief Kilpatrick’s statement), based on our interviews with staff, we also know that patrol has operated short with some regularity. When there are shortages in the patrol division, this works against the overall capability and effectiveness of the organization, and it ultimately results in service reductions. It also affects the capacity of patrol personnel to perform supplemental duties and community policing activities. The department should take a position that all patrol assignments are *essential*, backfilling any vacancies in patrol from less-essential roles (as

determined by the department) within the organization (excluding investigations – see below).

This recommendation builds upon our recommendation to add personnel and fully staff the patrol division. Again, we point out that the staffing recommendations we have offered represent the *operational* minimum, which is what we believe to be the minimal staffing level to ensure workload obligations remain at or below 30%, and the level that ensures patrol officers can effectively and efficiently perform their duties. It is our overall assessment that closing the workload to work capacity gap will allow officers to serve the community better. This means that officers will have more time to spend on a CFS when warranted (such as Domestic Violence D/V cases), and it means that officers will have more time to dedicate to community policing efforts. This is particularly important at this critical juncture in policing in America.

Establish Minimum Operational Patrol Staffing

A safe and effective patrol workforce is essential to maintaining a safe community. To ensure that officers are safe and effective, and to ensure that service levels are met, the department should establish minimum shift levels that correlate with the staffing recommendations of this study, and maintain these levels consistently. As we have discussed, there is a need to ensure full staffing in the patrol division, and other efforts to reduce the work burden for patrol will improve the functionality of that division.

We recommend setting an *operational* minimum staffing level (which we have identified as 27 officers), and then making sure that the patrol staffing level does not fall below this number. As indicated above, the GPD should hire at a rate that maintains our suggested total as the *minimum* staffing level; we will also address this later in the report. Once the department establishes these minimal levels, they must become a standard. Setting this standard involves a commitment to temporary reassignment of personnel, or using overtime to fill any gaps. This will ensure continuity of patrol operations, and the ability of patrol officers to engage in proactive projects, and not allowing obligated workload time to jeopardize them.

SECTION V: TRAFFIC ENFORCEMENT

We have already discussed traffic enforcement in Section I of this report, see Tables 18 and 20 above. Here we expand upon the initial discussion to include additional analysis of the traffic enforcement function.

The GPD uses a dual approach to traffic enforcement. The patrol division has general responsibility for working traffic, and they are expected to do so during the course of their shift, as workload allows. However, the GPD also has a dedicated traffic unit, which includes the SET sergeant, and three additional officers.

The purpose for the traffic unit is to provide a structured approach to dealing with traffic related issues, through enforcement in high accident areas, school zones, complaint locations and the continued apprehension of DUI drivers. The primary goal is to reduce injury accidents and to increase traffic enforcement within the city. A substantial amount of this enforcement is targeted at high crash locations throughout the city. There are four primary areas of focus for the traffic unit and patrol units, as they relate to traffic, DUI arrests, traffic citations, traffic warnings, and traffic monitoring.

The Traffic Unit is responsible for roughly half of all citations issued within the GPD on an annual basis. Data for the major areas of focus for traffic enforcement are shown here in Table 19, which has been repeated for convenience.

TABLE 19: Traffic Enforcement (repeated)

Traffic Enforcement	2012	2013	2014	2015	2016	Grand Total
DUI Arrests	108	146	134	143	134	665
Traffic Monitoring	131	275	265	1150	1674	3,495
Traffic Citations	3862	4117	4369	2456	3997	18,801
Traffic Warnings	3525	3458	2565	4605	4555	18,708
Grand Total	7,626	7,996	7,333	8,354	10,360	41,669

Source: GPD Data

As we have mentioned before, we applaud the GPD for their focused effort on traffic enforcement and improving roadway safety. There are noticeable increases in the recorded traffic enforcement categories shown in Table 19. As noted, we believe the number of warnings and traffic monitoring incidents are commendable, and we encourage GPD to continue these practices.

Motor Vehicle Crashes

As we have indicated previously, the number of annual motor vehicle crashes in the City of Golden is roughly 800 per year. These crash incidents consume roughly 900-1000 hours of police officer activity annually. This equates to the total available workload time for two officers in patrol. In Table 63 below, we provide additional details on the number of motor vehicle crash incidents, and the time spent in processing those events.

It is important to point out here that, as with other sections of the data, the time shown here only relates to the call duration, and the total time for that event. It does not show the cumulative time of the units that were on scene. For various reasons, most crash incidents have more than one unit on scene. Accordingly, it would not be unreasonable to estimate that the cumulative time spent on these incidents is 50% greater; perhaps even more.

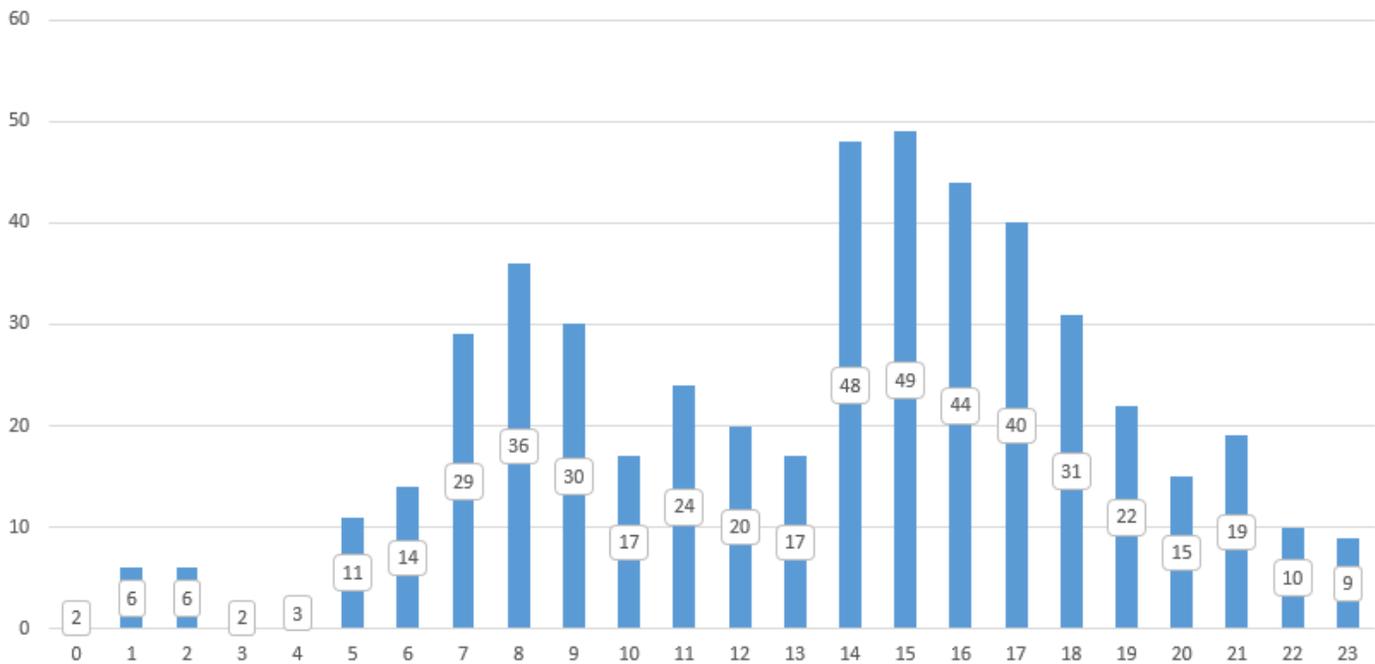
TABLE 63: Motor Vehicle Crash Response - Time Spent

Call Type	Time Spent	# of Incidents
Accident	259:10:44	320
Traffic Accident Unknown Injury	305:37:34	67
Traffic Accident With Injury	70:40:59	68
Total (On-Scene Response)	635:29:17	455
Accident - Counter Report	214:55:51	19

Source: GPD 2016 CAD Data

In Figure 19 below, we also provide a breakdown of motor vehicle crashes by time of day. This figure shows clear trends in crash times, which correspond to commuter hours and high traffic periods.

FIGURE 19: Motor Vehicle Crashes by Hour of Day



Source: GPD 2016 CAD Data

Figure 19 details a total of 504 motor vehicle crashes that occurred in Golden in 2016. Of those crashes, 284 (56.35%) occurred between 6:00 a.m. and 4:00 p.m., and 181 (35.91%) occurred between 4:00 p.m. and 10:00 p.m.

Based on data we received from GPD, the traffic unit works the following schedule:

- Sergeant: Tuesday through Friday 0700 - 1700
- Motorcycle Officer: Monday through Thursday 0600 - 1600
- Motorcycle Officer: Tuesday through Friday 0600 - 1600

- Unmarked traffic car Officer: Monday through Thursday 0900 – 1900

From our calculations, we see that 90% of the staff hours for the traffic unit occur between 6:00 a.m. and 4:00 p.m., with only 10% of their time scheduled after 4:00 p.m. Given the nature of the crash statistics, and the intent of this unit to reduce crashes, we believe the schedule is out of alignment, and in need of adjustment.

SECTION VI: ALTERNATIVE RESPONSE

We have discussed staffing within the patrol division, and as we have indicated, we believe augmentation to the patrol division is needed. However, additional department actions can further reduce the burden on patrol officers, enhancing their effectiveness in the process. These include the creation of a Telephone Reporting Unit (TRU) and encouraging its use by the public, and creating and engaging the use of online reporting. In aggregate, these recommendations could further reduce obligated demands on patrol, and the combination of these efforts would improve officer outputs.

Alternate Reporting

There are two primary methods for alternate reporting, TRUs and online reporting. We learned that GPD does not have a formal TRU, although some reports are filed through walk-ins to the lobby, including the filing of *counter reports* (walk-ins) for minor motor vehicle crashes. Additionally, GPD does not have online reporting; however, some crash reports can be filed online through a portal provided by the State of Colorado.

Online Reporting

Online reporting systems are not new, and many agencies have been using them successfully for low-level offenses. One agency that we recently studied recently started accepting online reports, and their system will allow for reports in the following categories:

- Vandalism
- Destruction of Property
- Theft up to \$5,000
- Theft from automobile
- Theft of auto parts and accessories
- Vehicle Tampering
- Attempted Auto Theft
- Credit/Debit Card Theft
- Identity Theft
- Lost Property
- Telephone Misuse

- Trespassing
- Noise Violations
- Loitering
- Disorderly Conduct
- Alcohol Violations

Many police reports, like the categories listed above, are conducive to online reporting. However, while we advocate for online reporting, we also urge caution in this regard for three reasons. First, many citizens still feel a need to engage the police directly, and an online reporting system may not be agreeable to them. We encourage agencies to make these systems available, but to leave the opportunity open for citizens 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 GPD might choose to place online. It is important to consider which reports to place in this queue carefully, keeping in mind that the police department should handle cases with witnesses and evidence, in person.

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 citizen knows the police department received their report. It also adds a personal touch that demonstrates a focus on customer service.

The IACP is aware that there are various products available, which can capture data of this type, even from older CAD and RMS systems. We would encourage GPD to pursue this matter further, to explore whether this may be an option.

Telephone Response Unit (TRU)

The GPD does not have a TRU; however, in the past (and currently) citizens could come to the lobby and receive a certain level of service from the dispatchers. Since this function is going away, this availability will be lost.

We are aware that there has been some discussion regarding the creation of a *desk officer* position at the police department to manage walk-ins and phone calls. Although we encourage the GPD to consider how to appropriately manage this function, we suspect that the volume of walk-ins, and phone calls to the police department by persons wishing to file a report, would not be sufficient to warrant staffing a full-time position, sworn or non-sworn. However, it has been our experience that although some of these types of

CFS require the assistance of an officer, many walk-ins and call-ins by the public can be managed with non-sworn personnel, or with existing personnel who are in the building (also, see our recommendation regarding the addition of a criminalist/data analyst position).

One way to facilitate this process and to ensure it is efficient, is to use an intake form, which is filled out by anyone wanting to file a report (or to speak with an officer) at the police department. Whether through the intake form, or through a brief phone interview, the point of contact at GPD can quickly determine what level of service the person needs. If appropriate, they can route the person to an officer, or a non-sworn staff member, to take the information. If the GPD would have an interest in such a process, the IACP can provide an example intake form.

Non-Sworn Personnel

We also want to add here that GPD uses *Reserve Officers* to assist the police department with a variety of community needs. These officers are all *professional* reserve officers, who are certified under Colorado POST (the peace officer licensing agency in Colorado). There are currently four reserve officers working for GPD. Each of these officers is expected to volunteer roughly 150 hours per year to the department, in addition to attending all required training for ongoing licensure. Each reserve officer is also required to work two large-scale events per year. Reserve officers are generally required to work directly with, and under the supervision of a full-time licensed officer, unless special permission is granted.

The use of reserve officers, who are unpaid, is an excellent way for the department to increase its ability to manage large-scale or community events, traffic enforcement, and other department needs. In fact, we note that in Table 32, reserve officers logged 2,414 citizen-initiated events. Again, as we have noted previously, these efforts are likely *supplanting* the patrol division. Still, the use of these volunteers is a positive element of the department, and we encourage GPD to continue to use and expand upon this very valuable resource.

RECOMMENDATIONS

Recommendation: Examine and Revise CAD Data Collection

Chapter IV Section III Calls for Service Analysis

Priority 2

Details:

As we have indicated in numerous areas within this report, the CAD data available for this study had a variety of limitations. We are aware that GPD is moving to a new CAD system that will interface with Jeffcomm, and we expect that the new CAD system will have the capacity to capture and report the data that we sought, but were unable to obtain for this study. Still, we would encourage GPD to talk with Jeffcomm to ensure that the

requisite data will be collected, and that it will be available to GPD for analysis at a future date.

We also noted that GPD officers use a variety of call out codes to check out at the police department, or to do reports, for example. Under the current system and CAD program, these efforts are recorded as officer-initiated activity. For a variety of reasons, which we have expressed within this report, we would recommend adjusting the data collection process in CAD, so that these items are recorded as administrative time, and that only true officer-initiated activity is recorded as such. We would also recommend that GPD consider any other officer-initiated or administrative data that they wish to capture, and to work with Jeffcomm officials so that these data are collected for future use.

Recommendation: Increase Patrol Staffing

Chapter IV Section IV Patrol Workload vs. Officer Availability

Priority 1

Details:

Based on our assessment of the data available, we have determined that the GPD should add three officers to the patrol division workforce. This recommendation takes into account the shift relief factor required to staff four officer positions per shift, per day, and it also responds to the workload demands, as we have calculated them. We have provided substantive analysis to support this recommendation in the section above.

Recommendation: Prioritize and Establish Patrol Staffing Levels

Chapter IV Section IV Patrol Workload vs. Officer Availability

Priority 1

Details:

There can be little debate that the patrol function is of primary and paramount importance to the effective delivery of police services within a law enforcement agency. Despite the importance of this function, patrol divisions within police agencies often operate shorthanded. This can be due to leave or training, or it can be due to vacancies. In a memo from Chief Kilpatrick to Captain Harvey on August 17, 2015, the chief explained minimum staffing “to be two patrol officers and one supervisor per shift.” In the same memo, the chief indicated that those within specialty units, should be expected to step into a patrol role, as needed. The statements of the chief are directly connected to this recommendation, which is that the police department should set minimum operational standards for patrol, and adhere to them, even if this means using officers from other areas to cover any vacancies.

Based on our workload model and analysis, we believe that the patrol division should have 27 full-time patrol officers assigned to it; this represents an increase of three officers. This would allow for four patrol officers to be assigned to each of the three shifts, in addition to the sergeant and the lieutenant (a new position we are recommending). Given the proper work schedule, this level of staffing is achievable, and sustainable, and we

recommend that GPD consider establishing this standard, once fully staffed. Further, we recommend the prioritization of patrol, to the extent that if a long-term vacancy occurs, specialty service personnel should be used to backfill patrol, until such time as the division is back to full strength. We wish to point out here that if the department is allowed the use of over-hires, this scenario is unlikely to occur with regularity.

Recommendation: Examine the Work Schedule for Revision
Chapter IV Section IV Patrol Workload vs. Officer Availability
Priority 2

Details:

Although the current work schedule does allocate personnel in a manner that attempts to respond to hourly service demands, we believe the overlapping structure on Wednesdays is inefficient and in need of revision. We are aware that GPD uses this day for training, and a variety of other special projects; however, even when put to good use, the regular level of staffing on a single day is not an effective use of resources.

There are numerous schedules available, which spread out overlap days, or which eliminate them altogether, through a different model. We encourage the GPD to examine other work schedules and models, and to consider a revision of the current work schedule, so that it makes the most effective and efficient use of patrol resources.

Recommendation: Revise Work Schedule for Traffic Unit
Chapter IV Section V Traffic Enforcement
Priority 2

Details:

One of the primary functions and purposes of the traffic unit is to reduce motor vehicle crashes, and particularly, those that involve a personal injury. In our analysis of the crash data, we observed that nearly 36% of the crashes in Golden occur between 4:00 p.m. and 10:00 p.m., yet the traffic unit only dedicates 10% of its resources to this time. We also note that a secondary responsibility for the traffic unit involves apprehension of DUI offenders. Historically, most DUI arrests are made in the evening hours, which the traffic unit does not cover.

We recommend that the GPD examine the work schedule for the traffic unit, in consideration of responding to and preventing crashes, but secondarily, to consider the expectations for the unit in DUI enforcement.

Recommendation: Consider and Implement Alternative Response Strategies
Chapter IV Section VI Alternative Response
Priority 2

Details:

We learned that GPD does not have an online reporting capability, or a formal telephone response unit, although some reports are filed through walk-ins to the lobby, including

the filing of *counter reports* for minor motor vehicle crashes. We also recognize that the loss of the communications center at the GPD will reduce the ability of staff to directly interface with walk-ins at the police department.

The use of Alternative Response reporting has proved successful in other agencies, and we would encourage GPD to consider implementing this type of a solution for two reasons. First, it helps to meet the needs/demands of that segment of the population, who would prefer to engage the services of the police department online (when appropriate), and second, because it can mitigate growing demands on the services that the patrol division provides.

Our recommendation also includes consideration of the process of engaging walk-ins at the police department. In many agencies, when a citizen wishes to speak with an officer, one of the on-duty patrol personnel are called to meet with them. Once this occurs, the officer often discovers that someone within the building could have quickly managed the incident, without the need to pull the officer from the street. One mechanism for defining the needs of a walk-in, and for efficiently directing that need to the appropriate staff member, is to use an intake form or process that assists staff in making this determination. We would encourage GPD to consider how the loss of the communications center staff will affect their ability to manage walk-ins, and what process will be used to effectively assist those customers.

Community Policing

This section outlines a variety of efforts by the GPD to engage with the public in various community oriented policing activities. Based on our discussions with staff, our observations, and our review of the organizational goals, community policing is a core organizational strategy and philosophy of the GPD.

Although there are myriad definitions for community policing, The President's Task Force on 21st Century Policing report indicates 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."¹⁰ The report suggests 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.¹¹

We believe that although the GPD has been effective and intentional with respect to various community policing efforts, those within the patrol division have struggled to engage in meaningful community policing activities, due to workload and staffing constraints. We also believe that our recommendations on staffing and work schedule design, will afford officers a greater opportunity to put the principles of community policing into practice with more regularity.

Like traffic safety, to promote and engage the community policing philosophy, GPD uses a dual approach. GPD has a Community Services Section, which staffs one full-time sworn Community Resource Officer, who is dedicated to community policing activities.

¹⁰ Final Report of The President's Task Force on 21st Century Policing - http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

¹¹ https://www.durham.police.uk/About-Us/Documents/Peels_Principles_Of_Law_Enforcement.pdf

The GPD also encourage these activities through the other specialty units, particularly the patrol division. One of the main stated purposes of the Community Service Section, and the Community Resource Officer, is to provide police services that are consistent with the mission, vision, and values of the organization, through community-based policing and community engagement. To understand what the GPD does in this regard, we asked the department to provide us with information that highlights their community policing efforts; we provide an overview below.

Community policing was a significant and intentional focus for the patrol section in 2016. The department stressed finding ways to get the officers out of the patrol vehicles so that they could engage with members of the community. To accomplish this, Captain Harvey met individually with each sergeant, and as a group they discussed ways to improve this activity. In monitoring the activities of patrol since these discussions and meetings, there have been noticeable improvements, however, command staff feel that more can be done, and this issue remains a focus in 2017, and beyond. Although the data is incomplete, there were a number of activities recorded in CAD, which relate to community engagement. During the first 11 months of 2016, the department tracked the following activities:

- 317 Foot Patrols
- 161 Bar Checks
- 686 Business Checks
- 68 Public Relations Events
- 390 Citizen Assists/Pedestrian Contacts

The department also encourages patrol officers to find and participate in projects related to community engagement. In one example, the Sunday day shift team has worked with those in the religious community to provide an active presence in the local churches in Golden. Patrol officers established a coalition with the church leaders and they attended the pastor planning meeting, where officers were introduced, and where they outlined how the department could increase the feeling of safety during church activities. This connection was well received, and the project and partnership is ongoing.

As another example of community engagement, in 2015 the department created the first of its kind Golden Safety Academy. Patrol Officer Page teamed up with Community Resource Officer Fowler to work on an educational outline and then began actively recruiting participants. 2016 marked the first year of this program and it has had as many as 27 participants each month.

Another community effort involved working with the Beverly Heights Neighborhood regarding noise and traffic related issues on Lookout Mountain Road. The patrol division had been working on this project throughout 2015 and into 2016. To work to resolve the issue, the department significantly increased officer presence and traffic enforcement efforts in the area. Unfortunately, the problem persisted, and those from the

neighborhood approached the City Council on the matter. At the recommendation of the City Manager, the police department headed an ad hoc committee to look into potential long-term solutions. This committee was made up of residents, public works leadership, police department leadership, noise experts, and representation from the City Council. As a result, three meetings were held with very positive outcomes. A formal plan has been detailed to the City Council for approval and implementation in 2017.

Another positive program designed to enhance community engagement, with a public safety focus, is Project Sober Hero. Officer Lizakowski and Sergeant Porter have implemented this program, which is designed to reduce drunk driving. If an officer stops a car in which there is a person with a group that is dedicated to be the sober driver, they are rewarded with a voucher that allows them to pick a gift card to one of several business in Golden. To date, 22 vouchers have been given out to sober heroes in 2016. The second part of this project involved a partnership that was developed with Metro Taxi. Metro Taxi donated an old taxi cab to the police department, which was outfitted with both Golden Police markings, and Metro Taxi logos. This moving billboard is a great visual public awareness announcement, and it will be used at special events to increase awareness about the issue of drunk driving.

Staff also provided us with an example of community engagement that involves the traffic unit. As a result of noting traffic congestion and other quality of life issues, a sub-committee was formed to deal with the concerns associated with the monthly Super Cruise event, which has been in existence for 15 years. The department created a committee made up of homeowners, business owners, Super Cruise leadership, the City Council, and police leadership, including the traffic unit sergeant. The group met several times and came up with several solutions which were implemented in 2016. At year-end the group reconvened and agreed that there was marked improvement in issues identified and targeted.

Engagement of the community from the Community Service Section included planning and publicizing two adult police academies, and attending numerous community safety fairs and meetings. Other activities included tours of the police department for school children, scouts and disabled citizens, attendance at senior safety and services meetings at the District Attorney's Office, and meetings with senior citizens at the Front Porch, to present information on scams and how they can keep themselves safe. GPD officers also attended numerous merchant meetings, both downtown and on South Golden Road, and they also presented approximately 10 Alcohol Awareness classes to liquor establishment employees and community volunteers.

In addition to the above, GPD staff have worked numerous city and department events including the 4th of July, National Night Out, Buffalo Bill Days, Fine Arts Festival, Golden Music Festival, USA Pro Challenge Bike Race in 2015 and the Golden Gallup and Giddy Up events. Staff have also conducted two youth police academies, led the Empowerment

Project presentation at Golden High School, and participated in bike and walk to school events.

The department also continues to connect with the community through the use of social media. Numerous posts have been made regarding public safety announcements, updates on major criminal events and information on wanted persons. In addition, posts have included various public interest stories involving animal rescues, wildlife videos, or other educational and advisory information. The department has also used social media to announce different activities, and to promote programs such as the Clear Creek Clean Up, Walk and Bike to School events, the adult, youth, and safety police academies, Drug Take Back programs, DUI Awareness, featuring the partnership with Metro Taxi, National Night Out, Community Safety meeting at the high school, and several officer/community engagement photos and stories.

SUMMARY

Based on our review of the above, our review of the goals of the department, and our interviews with staff, both supervisory and non-supervisory, it is evident that the GPD has a strong commitment to community policing and community engagement. We also applaud the department for creating an atmosphere that promotes the importance of community policing throughout the organization, as opposed to one specific unit. Although we recognize the value of having a Community Resource Officer, neither this person, nor this unit, is solely responsible for community policing for the agency, and it is evident that is not the case in Golden.

Despite our positive observations about the level and frequency of community policing that the GPD engages, we learned that the department does not have any specific requirements or expectations for patrol staff, and there are no formal mechanisms for recording community policing efforts. This is true for all members of the department. We believe there would be substantive value in creating a system that records and tracks community policing efforts for the department. Such a system would further promote community policing as a philosophy, and it would also act as an accountability mechanism for staff.

RECOMMENDATIONS

Recommendation: Improve Documentation of Community Policing Activities

Chapter V Section I Community Policing

Priority 3

Details:

During the course of our study, we learned that the GPD does not routinely collect data regarding community policing activities within the department. Although there is some qualitative and quantitative data available, this data is incomplete. Additionally, because of the lack of this type of reporting system, there is no current reporting requirement for patrol officers, who are best-positioned to engage in this type of activity.

We recommend that GPD develop a system for reporting community policing activities throughout the department. We also recommend that the department establish activity expectations for staff, particularly patrol, and the tracking of these efforts. Given our staffing recommendations, we expect that those within the patrol division will have the capacity to perform these duties consistently, and establishing an expectation, along with a tracking mechanism, will ensure that they are accomplished, and that the efforts are identifiable.

CHAPTER VI: EMERGENCY COMMUNICATIONS

At the time of this study and report, the GPD had its own dispatch center that was responsible for dispatching police, fire, and EMS personnel within the City of Golden. The GPD dispatch center is authorized one supervisor and ten dispatcher positions. However, the GPD will be moving to a joint dispatch center with Jefferson County, called Jeffcomm. This dispatch center will service five police agencies and three fire departments. It is our understanding that those employed with Golden at this time, have been offered an opportunity to move to Jeffcomm, and that some personnel are going to do so.

As a part of our study and analysis, we examined various communications protocols for GPD. We report these here, with the understanding that some of these may change with the move to Jeffcomm. However, most of the protocols we observed appear to match typical communications protocols, so we would expect that most, if not all of these, will remain constant.

Dispatching Calls

We were told that dispatchers try to give calls to the assigned district unit first, if that unit is available. If not, then the CFS is routed to the other district unit, or the roving unit. If none of these personnel are available, they will try to give the call to a motors unit. Failing that, the protocol is for the dispatcher to contact the sergeant for guidance. Based on what we were told anecdotally, the motors units and sergeants tend to handle many CFS, due to staffing limitations and availability.

During our discussion with communications center personnel, we also discussed the SET team units, particularly parking, park rangers, and code enforcement. We learned that some CFS for these units do come through dispatch, and that dispatch will send the appropriate personnel. However, we also learned that there is not always clarity regarding who should handle a particular CFS, and at times, they have sent a park ranger to handle an animal CFS, simply out of necessity. We discussed the possibility of combining these units, and dispatch personnel indicated that this would be easier from the dispatch perspective, and it might even be more significant after the move to Jeffcomm.

Back Up

The dispatch center does not follow any particular policy with regard to multiple unit dispatching on CFS. However, they have a typical protocol. If the CFS is in-progress, they dispatch two units. If the CFS just occurred, they typically dispatch two units, but this is discretionary. For motor vehicle crashes and cold CFS, only one unit is dispatched.

We were also told that in some cases, parking, code enforcement, or other units, may respond to a CFS to help block a road on a crash, or in other circumstances and situations. This information affirms our suspicions that other personnel, including supplemental patrol, and non-patrol units, are *supplanting* the patrol workload.

In our discussions, we asked about over-response to CFS. We were told that there is some self-dispatching by officers, and dispatch has noted occasions in which there were more units on a scene than was necessary. However, were told that this does not seem to be a significant issue, and that the sergeants monitor this issue.

Priorities

The dispatch center does use a priority system, which technically has seven priorities, but there are four that are used primarily. Those include in-progress, just occurred, cold, or informational. Each of these priorities has a color code, which is visible to the dispatcher when the CFS information is populated in their system.

Jeffcomm

We also discussed the impending move to Jeffcomm. Various staff have been meeting to discuss and work through issues, such as unifying call signs among the agencies, and establishing other uniform protocols. As noted, the move to Jeffcomm will result in a loss of personnel for GPD, and more importantly, the ancillary work that those personnel currently perform. This will require the GPD to closely examine current workload practices, to ensure that the work currently being done by dispatch, is redistributed when the merger is complete.

SUMMARY

It appears that the dispatch center has good protocols and practices in place for dispatching GPD personnel. We have every reason to believe that these will transfer to the new Jeffcomm environment, and if done properly, they should meet department needs. As we noted above, it is apparent from our discussions, that *supplanting* of the patrol division is occurring, and this is skewing the overall workload totals.

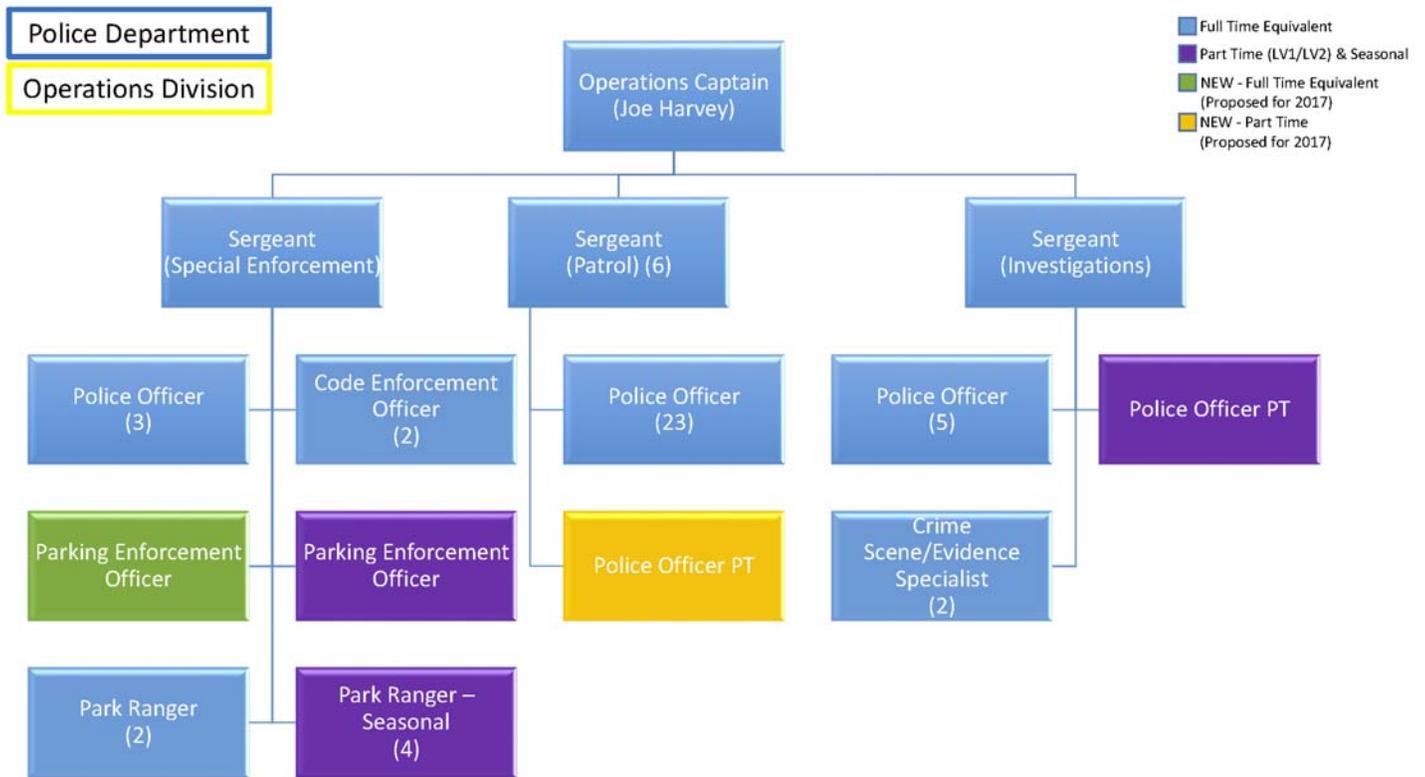
We think it is important to point out the significance of this move, and the operational changes that will occur as a result. It has been our experience that a change of this nature can be overwhelming. We would encourage the department to thoughtfully consider the transition process, and to ensure that substantive training of personnel occurs, early and often, throughout that process. We would even encourage the development of *super-users* within the department. Super-users are personnel who are training at a high level, so that they can act as an immediate resource to other personnel who are in need, particularly in the evenings and on the weekends.

CHAPTER VII: INVESTIGATIONS AND STAFFING

Criminal Investigations Section

Second only perhaps to patrol, the investigative function of any police organization is vitally important to operational and organizational success. The GPD uses a centralized structure for criminal investigations. Figure 20 below shows the organizational reporting structure and personnel allocations of the centralized investigations units of the GPD.

FIGURE 20: Investigations Bureau Organizational Structure



The purpose of the Criminal Investigation Section is to provide support to the Patrol Section, through investigation of all felony cases, complex misdemeanor cases, and some complex juvenile cases. In addition, this group is responsible for liquor compliance, sexual offender registration, and intelligence. Regular daily activities include active follow-up and investigation on assigned cases, completing felony return cases (72-hour rush filings), phone calls, active lead investigations, meetings, testifying in court, coordinating investigations with patrol, following up on evidence leads, interviewing and interrogating witnesses, victims, and suspects, and typing reports, writing warrants, and filing cases with the District Attorney. The Criminal Investigations Section has two units, Criminal Investigations, and Crime Scene and Evidence.

Criminal Investigations

The purpose of the Criminal Investigators is to actively investigate all cases as assigned. This includes crime scene investigation, interviewing and interrogation of involved people, seeking out all potential and developed leads of a criminal nature with the goal of determining who committed the crime, developing probable cause, if possible, so that the case can be filed with the 1st Judicial District Attorney. This unit employs one sergeant, five full-time detectives (including the detective assigned to the drug task force), and one part-time sworn officer who assists with investigations.

West Metro Drug Task Force

The Detective assigned to the West Metro Drug Task Force works all drug-related follow-up cases in the City of Golden, assists with other drug-related criminal investigations throughout Jefferson County, and works on other major drug trafficking operations, including working jointly with other Federal organizations regarding drug related events.

Crime Scene and Evidence Section

The purpose of the Crime Scene and Evidence Section is to provide crime scene processing and evidence collection. In addition, the team maintains all evidence and found property to include chain of custody, storage, and final dispositions. Evidence requiring additional lab processing is taken to the appropriate outside lab. This unit has two full-time non-sworn personnel.

Staffing

Determining appropriate staffing levels within the investigations division, and particularly staffing for criminal investigations, is complicated; however, this section provides our assessment of the staffing needs of the investigations function within the GPD, which we will outline in detail below.

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.

There are many considerations involved in determining investigative staffing. It is our assessment that no process fully assesses these needs, due to a wide range of variables. However, we have used a variety of calculations and analyses to draw our conclusions,

and the narrative below outlines our findings. Generally speaking, our assessment relies on workload and work outputs, and we will examine these further in this chapter. Our process also relies on our collective experience in assessing staffing levels within police agencies, and on national and other comparative data we have at our disposal.

Table 64 below reflects a total of 6.5 sworn detectives assigned to the criminal investigations function for GPD, and 2 non-sworn personnel who handle crime scene and evidence responsibilities.

TABLE 64: Criminal Investigations Section Staffing Levels

Position	2017
Sergeant	1
Detective	5.5
Crime Scene/Evidence	2
TOTAL	8.5

Source: GPD Provided Data

Work Schedules

The Criminal Investigation Detectives works 4 10-hour days as outlined below:

- The Investigation Sergeant and two Detectives work Monday through Thursday, primarily 0600 – 1600
- The Detective Corporal and one other Detective work Tuesday through Friday, primarily 0600 – 1600
- The Detective assigned to the West Metro Drug Task Force works a four 10-hour day schedule, the days of which are flexible, depending on investigation needs.

The two Criminalist work 4 10-hour days as outline below:

- One Criminalist works Monday through Thursday 0700-1700
- One Criminalist work Tuesday through Friday 0600-1600

Based on a normal work schedule, investigators are scheduled to work 2,080 hours per year. However, leave and vacation time, 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 1,640 hours per year, see Table 65 below (this is the same data used for patrol).

TABLE 65: Investigations Availability (Hours)

Total Annual Hours	2,080
<i>Leave Category</i>	
Annual Leave	165.89
Comp Time Used	18.93
Holiday	4.31
On Call Leave	7.15
Sick Leave	91.65
City Closure Leave	0.35
Team Lead Leave	4.75
Work Comp	0.27
Training Hours	146.23
<i>Sub-total (minus)</i>	<i>439.53</i>
Average Annual Availability (Hours)	1,640

*Includes Patrol and Investigations and the Sergeants Assigned

As with patrol, we will use this number to calculate available time in other portions of this section.

Policies and Procedures

The GPD has a number of policies governing activities operations of the criminal investigations unit. For our study, we reviewed several GPD policies, which include:

- Chapter 2: Organization, Management, and Direction
- Chapter 47: Domestic Violence
- Chapter 50: Investigations
- Section 220.001: Case Management
- Chapter 53: Juveniles
- Chapter 57: Missing Persons

In our review of these policies, we found them to contain relevant information and guidance, as they relate to the topical areas. Chapter 2 outlines the chain of command and organizational structure, Chapter 57 outlines various obligations and processes for investigating missing persons cases, including NCIC entry and other protocols, and Chapter 53 covers a wide range of topics associated with juveniles, to include interrogation, placement, and alternatives to arrest. We also reviewed some additional policies provided by GPD, which we consider ancillary to the investigative function. Again, we found all these policies acceptable and reflective of appropriate practices. However, we will expand on our review of the other policies.

In our review of the domestic violence policy, we noted the orientation toward advocacy for the victim, to include a referral, which we commend. We also learned that GPD uses a lethality assessment for victims as part of their domestic violence response protocols. This process involves a research-based assessment of the victim and the surrounding circumstances and history, to aid authorities in determining the likelihood of this victim being seriously injured or killed by the assailant in a future incident. Although this type of assessment typically occurs at the patrol level, we have included the reference here, due to the crossover that often occurs between patrol and investigations on domestic violence cases. The use of lethality assessments has been gaining popularity with law enforcement agencies, and we would encourage commend GPD for incorporating this aspect of the investigative process as part of their policy and practices regarding domestic abuse cases.

In our review of the policies relating to Investigations (Chapter 50), and Case Management (Section 200.001), we observed a very good set of protocols for guiding those involved in the investigations unit. Those policies include various standard operating procedures (SOPs) relating to investigation, interviewing, and line-ups, an overview of the reporting and investigation expectations, and the use of the case management system within records to monitor and track cases. However, one of the more notable elements of these policies relates to determining case priorities, based on a specific protocol.

In Section 220.001 on Case Management, GPD policy lays out a set of guidelines to follow in determining which cases to assign for follow up investigation. Priority points are assigned to each case, based on gravity of the offense, probability of resolution based on weighted solvability factors, urgency of action, and supervisory priority/judgment. Based on these numeric markers, cases are designated as A, B, or C priority cases, with investigative review occurring within 10, 20, or 30 days, respectively. Cases that have zero, or very low points, are identified as R cases, meaning they will only receive a review, but they will be monitored for 90 days, in case their status changes.

In our review, this is one of the most comprehensive, yet understandable, case assignment prioritization models that we have observed. We regularly discuss case solvability factors with agencies, and many use them. However, this protocol adds the elements of offense seriousness and urgency, and combined with the solvability factor calculation, this provides a very broad frame for case review and prioritization. It is unclear to what extent this policy is formally followed with each case, but we applaud the structure and level of review that it suggests in the process.

Workload and Caseloads

In this section, we will provide various data and tables that outline the workload and caseloads of those who conduct investigations within the GPD. These data emanate from

various sources, to include 2016 CAD data, and other data supplied by GPD. When using varied sources for data, we often find that there are discrepancies and variations among and between these data, and a close comparison of these tables will reveal that fact. Regardless, we do not feel that these variances significantly affect our analysis.

In Table 66 below, we provide an accounting of the number of cases reviewed and assigned to the criminal investigation division for the past five years.

TABLE 66: Cases Reviewed/Assigned by Year

Year	Cases Reviewed	Cases Assigned	Assigned Pct. Change
2012	1156	358	
2013	1023	280	-21.79%
2014	1051	390	39.29%
2015	1114	390	0.00%
2016	1093	248	-36.41%

Source: GPD Data

In looking at Table 66, we can see that the number of case assignments in 2016 was down substantially from 2015 and 2014. However, the number of cases reviewed has remained fairly consistent over the five-year period.

In Table 67 below, we provide the total number of cases assigned to investigators, based on case type. In looking strictly at the case assignment totals in Table 66 above, we are left with the question as to why there was such a sharp reduction in case assignments in 2016 compared to 2014-2015, and the other years. In fact, case assignments in 2016 were the lowest they have been over the five-year period we reviewed.

Reductions in case assignments, as reflected in Table 66 and 67, may occur due to numerous factors. These could include, but are not limited to the quality of the preliminary investigation, deterioration of community trust (and cooperation), and/or capacity issues. In our analysis, we found no data to suggest that any of the above were present at GPD, and no other clear explanation for this downward trend. However, we made one notable observation regarding the data in Table 67, which may partially explain this shift.

In 2016, GPD had the lowest rate of Part I crime case assignments over the five-year period we examined. Again, Part I crimes are those considered most serious, and they are typically the most solvable, due to the nature of the offense and the likely presence of evidence. There is a similar pattern in 2013, which showed the second lowest rate of Part I crime case assignments over the five-year period. Although we cannot be certain, it is likely that the seriousness of the offense, combined with the case prioritization process

outlined in policy (as we noted above), contributed significantly to the lower case assignment levels.

TABLE 67: Cases Assigned by Type

Crime	2012	2013	2014	2015	2016	Average	% Change 2015-2016
Homicide	0	2	2	0	2	1	N/A
Sex Offense Part A	16	12	20	19	19	17	0.00%
Sex Offense Part B	4	3	3	2	1	3	-50.00%
Robbery	2	2	0	0	2	1	N/A
Assault	14	7	17	16	18	14	12.50%
Theft	33	33	48	62	21	39	-66.13%
ID Theft	8	8	1	15	2	7	-86.67%
MV Theft	10	8	19	3	15	11	400.00%
Burglary	35	17	28	23	11	23	-52.17%
Arson	2	2	0	2	0	1	-100.00%
Sub-Total	124	94	138	142	91	118	-35.92%
1st Degree Trespass	21	10	12	14	11	14	-21.43%
Child Abuse	7	2	3	7	2	4	-71.43%
Criminal Mischief	13	7	6	10	10	9	0.00%
Criminal Tampering	2	0	0	0	0	0	N/A
Death Investigation	14	8	22	19	10	15	-47.37%
Drug Violations	8	7	20	23	23	16	0.00%
DV Cases	3	0	4	6	2	3	-66.67%
Embezzlement	1	0	0	0	0	0	N/A
False Imprisonment	0	2	0	0	0	0	N/A
Forgery	9	2	6	1	0	4	-100.00%
Fraud	28	22	29	31	17	25	-45.16%
Kidnapping	1	1	0	1	0	1	-100.00%
Menacing	3	1	0	3	3	2	0.00%
Misc. Case	9	16	9	10	5	10	-50.00%
Missing Persons	5	0	5	4	0	3	-100.00%
Pornography	1	2	1	2	2	2	0.00%
Prostitution	0	0	0	4	0	1	-100.00%
Sex Offender Reg.	106	102	114	110	68	100	-38.18%
Stalking	1	0	0	0	0	0	N/A
Suicide	2	4	21	3	4	7	33.33%
Totals	358	280	390	390	248	333	-36.41%

Source: GPD Provided Data

We also asked GPD to provide us with data regarding their case clearance rates for cases assigned to investigations, and we have provided that data below in Table 68.

TABLE 68: Case Assignment, Clearance, and Arrests

Crime	2014				2015				2016			
	Assn.	Clrd.	Arrest	Closed %	Assn.	Clrd.	Arrest	Closed %	Assn.	Clrd.	Arrest	Closed %
Homicide	2	0	2	100.00%	0	0	0	N/A	2	0	2	100.00%
Sex Offense Part A	20	4	1	25.00%	19	3	5	42.11%	19	3	4	36.84%
Sex Offense Part B	3	1	1	66.67%	2	1	3	200.00%	1	2	1	300.00%
Robbery	0	0	1	N/A	0	0	0	N/A	2	0	2	100.00%
Assault	17	0	18	105.88%	16	0	16	100.00%	18	1	18	105.56%
Theft	48	14	33	97.92%	62	7	33	64.52%	21	6	28	161.90%
ID Theft	1	0	1	100.00%	15	3	9	80.00%	2	0	1	50.00%
MV Theft	19	5	8	68.42%	3	0	2	66.67%	15	4	8	80.00%
Burglary	28	1	10	39.29%	23	2	10	52.17%	11	0	3	27.27%
Arson	0	0	4	N/A	2	0	2	100.00%	0	0	0	N/A
Sub-Totals	138	25	79	75.36%	142	16	80	67.61%	91	16	67	91.21%
				N/A								
1st Degree Trespass	12	0	5	41.67%	14	5	4	64.29%	11	1	3	36.36%
Child Abuse	3	2	3	166.67%	7	1	5	85.71%	2	0	6	300.00%
Criminal Mischief	6	5	6	183.33%	10	3	12	150.00%	10	3	8	110.00%
Criminal Tampering	0	0	0	N/A	0	1	0	N/A	0	3	0	N/A
Death Investigation	22	0	0	0.00%	19	0	0	0.00%	10	0	0	0.00%
Drug Violations	20	2	60	310.00%	23	2	63	282.61%	23	2	63	282.61%
DV Cases	4	10	42	1300.00%	6	3	40	716.67%	2	8	54	3100.00%
Embezzlement	0	0	0	N/A	0	0	0	N/A	0	0	0	N/A
False Imprisonment	0	0	0	N/A	0	0	0	N/A	0	0	0	N/A
Forgery	6	0	5	83.33%	1	0	1	100.00%	0	1	0	N/A
Fraud	29	5	10	51.72%	31	3	6	29.03%	17	5	3	47.06%
Kidnapping	0	0	0	N/A	1	0	0	0.00%	0	0	0	N/A
Menacing	0	0	4	N/A	3	1	3	133.33%	3	1	6	233.33%
Misc. Case	9	10	15	277.78%	10	4	29	330.00%	5	2	19	420.00%
Missing Persons	5	3	0	60.00%	4	1	0	25.00%	0	1	0	N/A
Pornography	1	0	0	0.00%	2	0	1	50.00%	2	0	1	50.00%
Prostitution	0	0	0	N/A	4	1	3	100.00%	0	0	0	N/A
Sex Offender Reg.	114	0	1	0.88%	110	0	0	0.00%	68	0	1	1.47%
Stalking	0	0	0	N/A	0	0	0	N/A	0	0	0	N/A
Suicide	21	0	0	0.00%	3	1	0	33.33%	4	0	1	25.00%
Total	390	62	230	74.87%	390	42	247	74.10%	248	43	232	110.89%

Source: GPD Provided Data

Although the data in Table 68 above provides some idea of the number of cases that were cleared by charging or arrest, the data is inaccurate, most likely due to reporting practices. In several cases, the number of arrests (which would be considered a case closure) exceeds the number of cases assigned. We suspect that this is the result of comingling case arrests for cases that were not assigned to investigations. This pattern is consistent across the three-years of data we were provided. Accordingly, it is difficult to discern the success rate of case investigations from this data. We would encourage GPD to refine this practice, so that this analysis is more usable in the future.

Detective Caseloads

In Table 69 below, we provide an overview of the annual caseload assignments to the investigations unit. We have provided the data in Table 69 (and Tables 70 and 72) in three variations. The first includes the total number of personnel assigned to investigations, to include the sergeant and six full-time investigators (although this number is really 5.5). The second variation excludes the sergeant from the equations, and the third removes both the sergeant and the detective assigned to the drug task force. We have provided these variations to illustrate how the number of personnel assigned to case investigations, affects the workload. We are aware that the task force detective does not currently investigate cases for GPD, as that detective only works drug task force cases. In addition, we are also aware that the sergeant assigned to investigations does not currently carry a caseload, or serve as a primary investigator on any cases. However, leadership at GPD is making a change in this regard, and the sergeant of this unit will now be expected to carry a caseload of some level, to build and sharpen their investigative skills, to contribute to unit objectives, and to keep fresh and current in their investigative practices.

TABLE 69: Average Annual Caseloads per Detective

Investigations Personnel	2012	Cases Per Invest.	2013	Cases Per Invest.	2014	Cases Per Invest.	2015	Cases Per Invest.	2016	Cases Per Invest.
Investigators w/Sergeant	358	51	280	40	390	56	390	56	248	35
Investigators w/o Sergeant	358	60	280	47	390	65	390	65	248	41
Investigators w/o Sgt. or Task Force Detective	358	60	280	47	390	65	390	65	248	50

Source: GPD Provided Data

Based on the data provided as shown in Table 69, the number of cases assigned per detective in 2016, even using the lowest number of personnel, is 50. When case assignments were at their peak in 2014-2015, the total number was 65.

In Table 70 below, we calculated the average amount of hours each investigator has available for each case. This model engages the workload hours available as calculated in Table 65 above. Like case clearance rates, there are no set standards for case assignments. To illustrate this, in other studies conducted by the IACP, the range of monthly case assignments for investigators was between 3.3 and 9.6. Admittedly, these are broad ranges, but they point to the imperfect nature of calculating investigative caseloads.

TABLE 70: Investigative Capacity per Detective – Model 1

	2016 Cases Assigned	Number of Detectives	Annual Cases per Detective	Monthly Avg. per Detective	Avg. Available Hours per Year	Avg. Hours Available per Month	Avg. Hours Available per Case
Investigations with Sergeant	248	7	35.43	2.95	1640	136.67	46.29
Investigations without Sergeant	248	6	41.33	3.44	1640	136.67	39.68
Investigations without Sergeant or Task Force Detective	248	5	49.60	4.13	1640	136.67	33.06

Source: GPD Provided Data

One of the numbers reflected in Table 70 above is the total number of hours available for each investigator for each case. However, the data in Table 70 assumes two important things. First, it assumes that the investigations unit was fully staffed for the duration of the year. Second, it assumes that investigators use all of their available time (excluding leave time) to work on cases. We are aware that neither of these is true. To understand overall workload and capacity better, we provide additional information below.

Other Workload Data

Based on our observations and interviews with detectives and supervisory personnel, we know that other duties and responsibilities consume a substantial amount of daily activity for investigators. To quantify investigative and non-investigative work efforts, we provided an Internet-based survey to the detectives; we did not collect any identifiable information in the survey. Within the survey, investigators were asked to quantify the percentage of time they spend conducting various activities. Table 71 below shows the results of the workload question from the survey.

In addition to providing the data in Table 71 below from the self-reported survey that relates to GPD, we have also provided supplemental data from some additional sources. We have included the self-reported data from four recent studies conducted by the IACP, which we have listed as City #1 through City #4 in the table below. The IACP also

recently completed the first of its kind, national survey of police investigators, using the same survey completed by the GPD investigators. More than 900 investigators, including nearly 350 supervisors, completed the survey, and we have included their data in this table as well.

TABLE 71: Investigations Survey

Category Options	Golden	City #1	City #2	City #3	City #4	National Survey Averages		
	Avg. Pct.	Avg. Pct.	Avg. Pct.	Avg. Pct.	Avg. Pct.	Det.'s	Supervisors	Total
Administrative/Other	4.00	6.56	9.22	11.79	7.71	5	8	7
Arrest	1.20	3.49	2.06	5.74	3.20	3	3	3
Community Contact	2.40	1.16	3.75	6.17	2.82	3	3	3
Crime Lab	0.20	0.58	0.65	0.58	0.20	3	1	1
Crime Scene Processing	4.20	0.60	0.45	0.89	2.89	4	4	3
Court/Trial Prep	1.40	3.74	3.05	2.89	2.68	2	2	2
District Attorney Follow-Up	6.00	2.64	3.06	2.07	1.70	2	1	1
Evidence Views/Disposition	1.20	1.24	1.23	1.00	2.54	2	1	1
Interviews	6.00	9.98	5.42	5.52	8.86	9	8	8
Investigations	15.00	22.76	20.39	16.81	19.65	21	14	14
Legal (e.g. Search/Arrest Warrant)	8.00	6.52	5.83	5.52	4.31	3	3	3
Meetings	6.80	6.07	5.99	3.58	2.77	4	4	5
Phone Calls/Emails	9.40	6.86	9.66	8.11	8.15	8	8	7
Report Writing	26.00	13.29	9.03	11.15	19.41	22	16	16
Supervisory Duties	0.00	0.42	6.84	4.67	4.51	0	14	15
Surveillance	2.00	4.63	2.81	4.47	1.98	4	4	4
Teaching	2.00	1.32	0.58	0.76	0.74	1	1	1
Threat Assessment	0.40	0.54	1.00	0.92	0.68	1	1	1
Training	2.00	1.44	3.30	1.44	1.63	2	2	2
Travel/Driving	1.80	6.17	4.36	5.92	3.55	3	2	3
Total	100.00	100.01	98.68	100.00	99.98	102	100	100

Source: IACP/GPD Survey

Results come from a national survey (2016), involving 906 responses, which includes 347 supervisors. Note that the GPD Supervisor was excluded from this data.

The comparative data in this table is very useful, particularly because there is a lack of standardized data relating to investigations units. When we examine the GPD data against the comparisons, we note that report writing, crime scene, legal, and district attorney time is high, while time spent on investigations is relatively low. It is important to note that these numbers are somewhat subjective, and limited, based on how investigators understood them 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.

It is also noteworthy that those queried reported that investigation activities only consume about 15% of their time. Admittedly, some of the other categories of work relate to investigations (e.g. phone calls, report writing, legal), but the breakdown of work, and the limited percentage of time actually spent investigating cases, is remarkable, and worthy of understanding by supervisors evaluating the work and case progress of investigators. We would also add here that some of the other areas quantified by those completing the survey were higher than other averages we have seen (e.g., report writing, District Attorney follow-up). It is our assessment that investigators are using their time effectively, and the 15% level is not inordinately low. Still, we would encourage the investigations sergeant to monitor these levels going forward, and to make recommendations for adjustments, as appropriate.

One aspect of work that we did not identify in Table 71 above is community policing. The fact that certain officers work in the investigations unit does not mean they cannot or should not engage in community policing efforts. Those assigned to investigations tend to include some of the most tenured and capable officers in the department. Accordingly, they have much to contribute from a community policing perspective. Police agencies in general, and GPD in particular, would benefit from engaging detectives in the community policing process. Whether this occurs independently or collaboratively, we encourage this practice. However, doing so will reduce further the available hours detectives have available for investigative work, so integrating detectives into the community policing process should be done with an understanding of how this shifts the work burden, and the need for additional personnel in the investigations bureau.

TABLE 72: Investigative Capacity per Detective – Model 2

	2016 Cases Assigned	Number of Detectives	Annual Cases per Detective	Monthly Avg. per Detective	Avg. Available Hours per Year	Avg. Hours Available per Month	Avg. Hours Available per Case
Investigations with Sergeant	248	7	35.43	2.95	1182	98.50	33.36
Investigations without Sergeant	248	6	41.33	3.44	1182	98.50	28.60
Investigations without Sergeant or Task Force Detective	248	5	49.60	4.13	1182	98.50	23.83
Five Detectives Excludes Sex Offender Registration	180	5	36.00	3.00	1182	98.50	32.83

Source: GPD Provided Data

Using the data from Table 71 above, we determined that GPD investigators spend approximately 22% of their time on non-investigative activities (within the four orange categories), and this equates to approximately 458 hours. These self-reported supplemental duty figures from GPD are also consistent with other IACP studies, which range from 20%-25%, and the national survey, which suggests investigators across the U.S. spend about 18% of their time on the same activities. Based on the loss of hours to leave time from Table 65, and with the removal of these non-productive hours, investigators have only about 1,182 hours per year to investigate cases, see Table 72 above.

What we are showing in Table 72 above is likely what would be a 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 we consider the actual productive work time per case, the above numbers, even those from Tables 71 and 72, cover a significant amount of work effort. Still, these calculations demonstrate why it is so difficult to assess investigative staffing, and they also illustrate how quickly investigator productivity can deteriorate, when they are tasked with multiple and competing objectives.

We also want to point out that in Table 72 above, we have provided one additional calculation. Within the case assignment numbers, GPD also includes *sex offender registration* as a case assignment category. Unless there is a sex offender registration violation (as opposed to a registration), this type of event would not generate substantial work. Accordingly, we have provided a breakdown of the work that includes and excludes this data.

In the same survey in which we asked investigators to quantify and self-report their non-investigative time, we also asked them to provide data related to their current and preferred caseloads; we reflect their responses in Table 73 below.

TABLE 73: Self-Reported Current and Preferred Investigative Caseload

	Golden	National	Golden	National	# of GPD
Investigations Caseload	Current Load	Avg.	Preferred Load	Avg.	Responses
Fraud/Financial Crimes	No Data	18	No Data	11	No Data
Homicide/Violent Crime	No Data	15	No Data	9	No Data
Other Crimes Against Persons	No Data	18	No Data	12	No Data
Property Crimes	No Data	18	No Data	11	No Data
General Investigations	10	14	9	9	4
Other Specialized Unit	No Data	13	No Data	9	No Data
Task Force	12	10	5	7	1
Vice/Narcotics	No Data	11	No Data	7	No Data
Total					5

*Supervisor from GPD excluded from these data

The self-reported actual caseloads for investigators at GPD are very similar to those reported nationally. In addition, the self-reported preferred caseloads are very similar to those reported nationally.

Based on our discussion with staff at GPD, we were told that the average duration for an open case for the criminal investigations unit is 67 days. If we use the data from Table 69 above, we can see that annual case assignment totals have been between 47-65 cases per year, from 2012 to 2016. This equates to 4-6 cases per month, per investigator. It also coincides with the self-reported case volumes reported in Table 73 above.

In Table 74 below, we provide additional survey data from GPD and IACPs national survey of investigators. In the top portion of Table 74, we asked investigators to identify what they felt the expected case closure timeline was within their agency, based on the listed categories. In the bottom portion of Table 74, we asked investigators to identify what they felt would be an optimal timeline for case closures in the same categories.

TABLE 74: Self-Reported Case Closure Expectations in Days Active

Current and Reported	Golden	Golden	IACP	Natl.	Golden	Golden	IACP	Natl.
Case Closure Timelines	0-30	Pct.	Cities	Pct.	31-60	Pct.	Cities	Pct.
Serious Persons Crimes	3	50.00%	38.94%	54.95%	2	33.33%	18.14%	17.77%
Other Persons Crimes	0	0.00%	22.73%	38.16%	3	60.00%	46.59%	40.32%
Property Crimes	0	0.00%	33.53%	30.04%	2	40.00%	31.14%	35.72%
Fraud/Financial Crimes	0	0.00%	15.04%	17.98%	2	40.00%	28.57%	25.17%

Current and Reported	Golden	Golden	IACP	Natl.	Golden	Golden	IACP	Natl.	Golden # of
Case Closure Timelines	61-90	Pct.	Cities	Pct	Over 90	Pct.	Cities	Pct.	Responses
Serious Persons Crimes	0	0.00%	19.03%	11.68%	1	16.67%	23.89%	15.61%	6
Other Persons Crimes	2	40.00%	24.43%	14.61%	0	0.00%	6.25%	6.90%	5
Property Crimes	2	40.00%	27.54%	19.76%	1	20.00%	7.78%	14.48%	5
Fraud/Financial Crimes	2	40.00%	27.07%	27.39%	1	20.00%	29.32%	29.46%	5

Optimal	Golden	IACP	Natl.	Natl.	Golden	IACP	Natl.	Natl.
Case Closure Timeline	0-30	0-30	0-30	Pct.	31-60	Cities	31-60	Pct.
Serious Persons	66.00%	25.42%	413	52.02%	16.50%	25.42%	170	21.41%
Other Persons	40.00%	26.67%	283	37.78%	40.00%	41.67%	296	39.52%
Property Crimes	0.00%	36.07%	212	28.08%	50.00%	50.82%	302	40.00%
Fraud/Financial	0.00%	24.32%	127	17.16%	20.00%	0.00%	232	31.35%

Optimal	Golden	IACP	Natl.	Natl.	Golden	IACP	Natl.	Natl.	Total Natnl.
Case Closure Timeline	61-90	61-90	61-90	Pct	Over 90	Over 90	Over 90	Pct.	Responses
Serious Persons	0.00%	25.42%	99	12.47%	16.50%	23.73%	112	14.11%	794
Other Persons	20.00%	20.00%	115	15.35%	0.00%	11.67%	55	7.34%	749
Property Crimes	50.00%	8.20%	161	21.32%	0.00%	4.92%	80	10.60%	755
Fraud/Financial	80.00%	18.92%	206	27.84%	0.00%	13.51%	175	23.65%	740

Source: IACP Survey/GPD Survey

In terms of current expected case closure timelines, GPD investigators generally reported closure timelines that were shorter in duration than national averages. With respect to optimal closure rates, GPD investigators generally reported shorter optimal case closure periods for person crimes, and longer periods for property crimes. Again, GPD staff advised IACP that their case closure rates are 67 days on average. Historically, we know that property crimes cases often remain open for an extended period, while person crimes typically have a shorter investigation life span. Accordingly, in our view, the 67 day average is not unreasonable.

As we have noted previously, the GPD has 6.5 sworn staff assigned to investigations, see Table 61 below, which we have repeated for convenience. The percentage of officers assigned to investigations for GPD is 13.83%, which is the lowest percentage the IACP

has encountered in our recent studies, and it is lower than the benchmark averages. However, our analysis relies on workload factors, as opposed to percentages. So, although comparisons are helpful in analyzing the reasonableness of the personnel allotments, they do not firmly establish what is proper for each agency.

TABLE 61: Patrol and Investigation Assignment Comparisons (repeated)

Comparisons	Total Officers	Assigned to Patrol	Percent of Officers	Assigned to Investigation	Percent of Officers
Benchmark Cities Averages	230	128	56.42%	42	18.31%
IACP City #1	304	130	42.76%	45	14.80%
IACP City #2	512	221	43.16%	108	21.09%
IACP City #3	720	374	51.94%	157	21.81%
IACP City #4	755	295	39.07%	169	22.38%
IACP City #5	636	343	53.93%	123	19.34%
IACP Study Averages	585	273	46.18%	120	19.89%
Golden, CO	47	29.50	62.77%	6.50	13.83%

Source: 2015 Benchmark City Data - <http://www.opkansas.org/maps-and-stats/benchmark-cities-survey/>
 Patrol excludes specialty assignments (e.g., K-9, Traffic) and division commanders (Lieutenant and above). *Investigations includes intelligence, task forces, narcotics, and general investigations.*

Criminal Investigations Summary and Discussion

From our observations, analysis, and interviews, it appears that the criminal investigations division operates highly effectively and efficiently. However, we heard from staff that with a couple of changes, the unit could be more effective. Some we interviewed indicated that although they are not overworked, they do carry a full caseload. They explained that if there was another person assigned to investigations, this would spread out the caseload, and allow each member of the division to be able to spend more time on each of their cases, to ensure that they are thoroughly investigated and nothing is missed.

Those we interviewed also indicated that they do not have an effective software program to help them with their report writing and dictation. Because of this, at times, they spend more time writing their reports than necessary, time which could be better spent on other areas of their investigations. Those we spoke with indicated that having updated software for report writing would help them prepare and present a more thorough and complete report, and at the same time, reduce the amount of time they spend on a case.

Lastly, some of those we interviewed pointed out that the agency currently has a lot of younger officers in patrol that have not yet developed into what would be considered a seasoned veteran officer. Because of this, in some situations, they may miss a step or

something significant during their preliminary investigation, which is important to the overall case. When this occurs and the case is assigned for investigation, detectives have to spend time conducting follow up, or going back to re-interview victims, witnesses, or possible suspects, than what might have been necessary if the initial officer would have obtained the requisite information at the time of the initial investigation.

Despite comments to the contrary by staff, based on our overall analysis of the workload for investigators at GPD, we do not believe there is a need to add staffing to this area. We note that investigators have an average of roughly 30 hours of actual investigation time available per case, which is sufficient, particularly for the level of general investigations the agency and unit performs. We also note that investigators currently receive roughly 4-6 new cases per month, and given the case closure rate, this amounts to a monthly caseload of approximately 10-12 cases. Although we recognize that a reduce workload may be desirable, the volume appears reasonable, and it is consistent with other agencies we have studied, and with national trends.

With regard to the comments about report writing and the need to be more efficient, we could not agree more. Although the data is self-reported, we note that GPD investigators indicated they spend about 26% of their time writing reports. This number is somewhat higher than what we have seen with other agencies, and if it is possible to improve the efficiency of this process, we would encourage GPD to take advantage of that opportunity.

As was pointed out previously, GPD has many officers with limited experience, and those we interviewed echoed this observation. This lack of experience can contribute to incomplete preliminary investigations, simply because officers lack the understanding, experience, or knowledge of what the next logical step might be in the process. In Section II above, we discussed the need for a formal mentoring program for GPD, to include line-level officer skills. We would encourage GPD to use that formal mentoring program to develop investigations skills in staff, particularly those who have less experience.

Crime Victim Advocate

As a part of our study, we asked about victim services. We were told that the GPD partners with an advocacy group that services most of the agencies in Jefferson County. These highly trained volunteer advocates work directly with the victims, guiding them through the process of the entire case. The victim advocates also work directly with prosecutors. GPD has found this to be a very effective process, and one that services victims well.

We also reviewed GPD policy 25: Victim and Witness Services. The policy appropriately reviews statutory requirements for victim services, and it outlines the relationships between the GPD and the advocacy service. In addition to the policy, we also reviewed

data regarding advocacy services provided to GPD. We noted that there were 377 victim services offered in 2016. These services related to felony, misdemeanor, and non-criminal assistance.

Based on our review of these numbers, the policy, and the approach to domestic violence by GPD, it is apparent that advocacy and victim services are an important aspect of operational protocols for GPD, and these processes appear to be meeting demands.

Criminalist/Crime Scene

Currently there are two criminalists assigned to assist to the criminal investigations division. Their duties are very involved and diverse in nature and include taking in and logging all evidence and property from all divisions of the agency. This includes all evidence from any crime scene or criminal case, and all property that may be confiscated and held as found property, or for safekeeping. The criminalists are also responsible to responding to and processing crime scenes. After evidence is collected and transported to the police department, they must process the evidence and record the results in reports that become part of the investigations. In cases that involve evidence that cannot be processed at the police department, the criminalists transfer the evidence to the county or state crime lab for analysis. Another one of their duties is to transfer all evidence that is needed in court for trial purposes; this is required on a regular basis. The criminalists are also responsible for preparing evidence for court, and for returning or destroying evidence and property that is no longer required to be held. In addition to the above responsibilities, we also heard that the GPD is in the process of equipping officers with body cameras. Once this occurs (if this occurs), the criminalists will reportedly be responsible for handling and storing all the body cam evidence.

Based on our observations and what we heard from staff, the criminalists are well trained and have consistently been able to get the job done. However, there have been concerns raised about their ability to keep up with the current and growing work demands. The evidence vault currently houses roughly 18,000 pieces of evidence, and the ebb and flow of evidence requires substantive effort. We are aware that there has been internal discussion regarding adding another criminalist position. Although we recognize the stated workload and responsibilities associated with these positions, we do not feel that there is a sufficient basis or workload to add this position in a full-time capacity. However, as we will discuss below, we believe a split position may be appropriate.

Data Analysis

During the course of our study, we examined the capture, analysis, and use of crime and response data within GPD. Data driven strategies to policing and personnel deployments have become a standard throughout the policing industry, and these processes have proved to contribute to the effective and efficient use of organizational resources.

Although we are aware that the GPD uses certain crash data to guide traffic enforcement efforts, we were told that this data is limited to location and time of crashes, and it does not fully consider the causal factors associated with the crashes. We also found that the GPD does not routinely use crime data for resource deployments, and crime prevention and enforcement strategies, and as we have noted in numerous sections of this report, there is a need to improve data capture and the reporting of those data.

We believe that the department would benefit from a person to perform crime and other data analysis on a more dedicated basis. This person would assist in producing live and accurate data to help drive GPD resources toward reducing crime, identifying criminal activity, and providing data driven and predictive policing strategies, based on real and timely crime trends and information. As with the criminalist discussion above, we are not convinced that the duties and responsibilities needed, warrant a full-time position. However, we believe that there is a need for multiple additional services, which a full-time non-sworn person could fulfill.

As we have noted previously, we recognize that the closure of the communications unit at the GPD will result in a reduction of staff available to assist with walk-ins and phone reports. We also recognize that there are ongoing and growing needs for the criminalists, and that the department also should be doing more with data analysis and data driven policing strategies. We believe that the sum of these duties could be accomplished through the addition of a full-time non-sworn position, and we recommend this staff addition.

RECOMMENDATIONS

Recommendation: Examine Ways to Improve Report Writing Efficiency

Chapter VII Workloads and Caseloads

Priority 3

Details:

Based on our discussions with investigative staff, we were told that the report writing function for the detectives is inefficient, and that they lack the proper software and/or equipment. Those we interviewed indicated that these limitations have caused an undue amount of time to be spent on report writing, and it is their assertion that adding the right software and equipment would add efficiency to this task.

The IACP did not study the report writing practices of the detectives. However, the fact that they have self-identified this issue, is sufficient for us to recommend that the department look into the current process in use, to identify if there are ways to add efficiency to report writing for detectives. As an aside, if this proves successful for the detectives, it may be work examining this issue for other staff, as well.

Recommendation: Prioritize Criminal Investigations Staffing
Chapter VII Investigations Staffing

Priority 1

Details:

As we have noted with regard to the patrol division, we believe it is important to fully and consistently staff the investigations division. We have indicated that there is no need to supplement this division with additional staff; however, the unit will operate most effectively with full staffing. Accordingly, we recommend the prioritization of investigations staffing, second only to prioritizing staffing of the patrol division.

Recommendation: Add a Criminalist/Data Analyst Position
Chapter VII Criminalist/Crime Scene

Priority 3

Details:

As we have noted above, there is an ongoing and growing need for criminalist services at GPD. This includes managing and processing evidence, to include management of the evidence vault. As body worn camera evidence is added to the department, this will also contribute to the workload of the criminalists.

In addition to these additional workload issues, we are also aware that GPD does not have a robust data analysis process, and that the department does not fully engage data driven policing practices. This is due in part to limitations in the data available to the GPD, but more significantly, the department lacks a staff member with the time and expertise to carry out this function.

Lastly, we are aware that the loss of the dispatch center at GPD will result in additional workload demands, for which no staff have been identified. This will include walk-ins to the lobby, as well as phone calls by those requesting information, or asking to file a simple report.

We believe that the combination of these work demands, warrants the addition of a non-sworn staff member. It is our assessment that this staff addition, would provide the capacity to manage the additional workloads identified, and it would also serve as a backup position, for when the criminalists are unavailable or on leave.

CHAPTER VIII: RECRUITMENT AND RETENTION

As the law enforcement profession currently faces great challenges, we at the IACP believe that one critical element is garnering and maintaining public trust, which includes, in part, staffing policing agencies with officers that 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.¹² 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.¹³

Because of the importance of attracting and hiring quality personnel, the IACP has engaged considerable resources in analyzing and evaluating recruiting and hiring processes used by agencies. In this section, we overview some of the hiring and recruiting processes in use by the GPD, and we offer our insights and recommendations from some of our more recent work on this subject.

Recruitment and Selection

The GPD has a written recruitment plan, which specifies recruiting those individuals who:

- Best fit the needs of the organization as well as the organization fitting the needs of the individual; and
- Possess the highest quality combination of skills and abilities to perform the required job duties of a police officer.

In addition to these stated goals, the plan also states that the “department will work toward having an ethnic, racial and gender workforce composition in approximate proportion to the makeup of the available workforce in the department’s service community.”

¹²<http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough> (Posted: January 7, 2017)

¹³ Final Report of the President’s Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services; Published 2015; page 52

The recruitment plan identifies the areas where they will advertise, to include multiple traditional and web-based methods, and it also outlines the relationships between GPD and various educational and law enforcement training institutions. It is our assessment that the GPD is using a broad strategy in their recruiting efforts, and that it has been successful. We also note that the recruitment plan is thorough, and revised and updated annually.

As part of our analysis, we reviewed the 2015 recruitment annual report. We found the report to be informative, and that it provided a thorough breakdown of the current efforts of the department, as well as information from recent history. We noted a table in the report, which identified the sources applicants used to learn of an opening with GPD, and we have reproduced that data in Table 75 below.

TABLE 75: Applications by Source (reproduced from GPD memo)

Process	City Website	City Employee	Governmentjobs.com	Indeed.com	Other
2015-2	11	4	20	14	10
Process	City Website	City Employee	Governmentjobs.com	Indeed.com	Other
2015-4	33	2	48	32	6
Process	City Website	City Employee	Governmentjobs.com	Indeed.com	Other
2015-6	4	3	8	8	2
Process	City Website	City Employee	Governmentjobs.com	Indeed.com	Other
2015-11	41	8	91	53	30

Source: 2015 GPD Recruitment Annual Report Memo

NOTE: "Other" sources include but are not limited to Law Enforcement Academy postings, Jobing.com, Police One, Discover Policing, referrals, and other online or print job boards.

In short, the data from this table suggests, as the IACP has found in other studies, that online and social media sites are dominating the landscape as it relates to recruiting efforts. The internal GPD report indicates that no significant changes to the recruitment strategy are planned, and there does not appear to be a need to do so.

Retention

For many U.S. police departments, and for GPD, 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, we recognize 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 1/30th calculation rate. Of course, we also know 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 there can be myriad factors that affect officers leaving. However, we can compare data from other sources to assess the level of attrition in different agencies. In Table 76 below, we show attrition rates from six recent IACP studies. These rates include all separations combined, including voluntary resignation, retirement, and discharge. The range of attrition for these agencies was between 5.27% and 10.23%; the average rate was 7.70%.

TABLE 76: Overall Attrition Rates - IACP Management Study Cities

IACP Sample City Studies	Average Annual Attrition	Actual Annual Attrition Rate Pct.	*Expected (3.33%)	Difference per year
Example City #1 (720 officers)	47	6.53%	24	23
Example City #2 (512 officers)	27	5.27%	17	10
Example City #3 (755 officers)	48	6.36%	25	23
Example City #4 (310 officers)	28	9.03%	10	18
Example City #5 (577 officers)	59	10.23%	19	40
Example City #6 (636 officers)	57	8.81%	21	39

Source: IACP Studies

In Table 22 below (repeated here for convenience), we provide attrition data from six recent management studies conducted by the IACP, separated by category. Based on this table, the average retirement rate for those agencies was 2.66% over a five-year period, and the range is between 2.30% and 4.19%. Total separations for these agencies was 7.13%. In addition, voluntary separations among these agencies was 3.52% on average. Based on the data in this table, GPD has a resignation rate of 5.89%, a retirement rate of 1.78%, and a discharge rate of 2.67%. For all of these rates, the GPD is in a disfavored position.

TABLE 22: GPD Sworn Separations/Comparisons to IACP Studies (repeated)

Reason	2012	2013	2014	2015	2016	Total	Average	Pct. of Personnel
Discharged	1	1				2	0.40	0.89%
Medical Discharge	1	1	1		1	4	0.80	1.78%
Resigned		1	8	1	3	13	2.60	5.78%
Retired	2	1			1	4	0.80	1.78%
Grand Total	4	4	9	1	5	23	5	10.22%

Source: GPD Data

IACP Study Cities (6)

Reason	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Voluntary Resignation	2.30%	3.31%	3.72%	4.19%	4.10%	3.52%
Retirement	2.57%	3.08%	2.39%	2.49%	2.76%	2.66%
Discharged	1.19%	0.92%	0.65%	0.95%	1.03%	0.95%
Grand Total Percentages*	6.06%	7.31%	6.76%	7.63%	7.89%	7.13%

In Table 22 above, we can see that the GPD has experienced an annual sworn attrition rate of five over the past five years. From the table, it appears that 2014 and 2015 were both anomalies, but the average (rounded up) is five.

In trying to understand attrition rates more generally, the IACP turned to another source, see Table 77 below.

TABLE 77: Law Enforcement Turnover Rates - Comparative Studies

LEMAS 2003 Study	% of Officers
Resignations	2.81
Retirements	1.94
All Voluntary Separations (retirements and resignations)	4.76
Total Turnover (all categories)	6.13
CSLLEA 2008 Study	% of Officers
Resignations	2.86
Retirements	1.85
All Voluntary Separations (retirements and resignations)	4.71
Total Turnover (all categories)	6.06

Data from 261 extra-large agencies, 300-1,999 officers.¹⁴

¹⁴ Rates and Patterns of Law Enforcement Turnover: A Research Note, Jennifer Wareham, Brad W. Smith, and Eric G. Lambert. Criminal Justice Policy Review, published online 23 December 2013
DOI: 10.1177/0887403413514439

In a recent study (2013), three researchers examined separation data collected from two different studies, which were conducted in 2003 and 2008. The researchers combined and compared these data, examining various separation categories, and breaking down attrition rates in a variety of methods. Based on our review of these data, GPD has a higher resignation rate (5.89%) and overall turnover rate (10.22%); however the retirement rate at GPD is comparable to the agencies from these studies.

We think it is important to point out here that the voluntary attrition rate in Golden, which is comparatively high, may simply be a reflection of the geographic area, job market, and other factors that affect retention (such as pay or other perks). We found the staff at GPD engaging and pleasant, and virtually everyone we spoke with at the department indicated that it is a great place to work (this was also reflected in the department surveys). We certainly encourage GPD to continue to explore the reasons behind the voluntary attrition rate, and to make any necessary adjustments. However, we also need to reiterate that the attrition rate affects the ability of the department to maintain full staffing levels, and due to the time required to recruit, hire, and train a new officer (about a year), it is not advisable to wait until attrition occurs, to address it.

We recommend a proactive approach that plans for attrition, based on historical patterns, and one that ensures adequate staffing along the way. This requires an adjustment in the authorized hiring level for the police department.

SUMMARY

As we mentioned in Section I of this report, the GPD has done a good job of building diversity within the department, and the gender ratio at GPD is relatively high, compared to the law enforcement field. However, building and maintaining diversity and gender balance is an ongoing process, and one that the GPD should continue to monitor and strive to achieve.

In analyzing the best practices from the survey agencies in IACPs recent project, the following common core themes emerged as critical to their success in recruiting and hiring the most qualified personnel as sworn police officers, who are both reflective of their communities, and possess the skills and abilities needed for 21st century policing.

- Efficient and effective hiring process
- Significant police department involvement in all phases of hiring process
- Extensive use of social media and electronic recruiting
- Tracking applicant sources of interest

Although these concepts may not be new, their importance is affirmed by our findings. As a reference, the IACP also recommends that the GPD review the recently released joint

report by DOJ and EEOC titled, Advancing Diversity in Law Enforcement.¹⁵ The IACP also has additional data from our hiring and recruiting project, which we can provide to the GPD to support this review and analysis process.

RECOMMENDATIONS

Recommendation: Obtain Authorization for Over-Hires for Sworn Personnel

Chapter VIII Retention

Priority 1

Details:

As we have outlined in this report, there is a need to both sworn and non-sworn staff to the police department. It is our assessment that the most efficient operational staffing level for sworn personnel for the GPD is 51 officers. This includes the existing staff of 47 officers, 3 additional patrol officers (for a total of 27 assigned to CFS in patrol), 1 patrol lieutenant, and 1 SRO. However, the attrition rate at GPD for sworn personnel, which has been consistent, works against the overall efficiency of the agency. Due to the lag time associated with hiring and training sworn personnel, the GPD will never achieve full staffing, unless they are authorized to hire at a higher level.

For our purposes, we have identified the *minimum operational level* for the GPD to be 51 sworn officers. Any reduction in this number ultimately works against the efficiency and effectiveness of the organization. Accordingly, in order to ensure that the agency is consistently staffed at 51 officers, the city will need to establish a new *authorized level* for hiring purposes. This number should fully account for the annual attrition rate, and any non-operational rate (due to military leave or prolonged out of duty status). At present, the annual attrition rate is 5. Ideally, the City of Golden should authorize the police department to hire at an *authorized level* of 56. Based on historical patterns, the department will never actually be paying 56 sworn officers, since some will invariably leave during the course of hiring and training new personnel.

We recognize that hiring at this level, and the staffing additions we have recommended, come at a substantial cost. However, it is our assessment that staffing at this level will provide the most efficient and effective use of resources, and that it will position the police department to meet the public safety needs of the community.

¹⁵ <https://www.eeoc.gov/eeoc/interagency/police-diversity-report.cfm>

Recommendation: Examine Core Attrition Causes

Chapter VIII - Retention

Priority 2

Details:

Although GPD tracks the stated reasons for attrition (e.g., retirement, resignation, discharge), the department does not engage in a process that thoroughly examines the core factors that contribute to unwanted separations, whether those result from an amicable separation, or one that is forced.

Although there are no firm numbers that quantify the cost of hiring and training an officer, some have suggested that the process costs at least \$50,000. When officers are hired, and they fail in the academy or FTO process, the costs can be substantial. The costs are even greater, when personnel leave after the department invested substantially in their development. If, through a thoughtful and careful analysis, the department could reduce these attrition numbers, by any measure, the cost savings and operational benefits to the department would be dramatic. Accordingly, we recommend that GPD implement a thorough process to study these separations on an ongoing and permanent basis.

CHAPTER IX: FINDINGS AND RECOMMENDATIONS

The following provides a listing of all the recommendations from this study in chronological order.

Chapter II Section II Accountability, Ethics, and Integrity

Priority 2

Details:

Based on feedback we received from staff, the IA process is generally considered fair. However, some we spoke with indicated that the investigations can be unduly lengthy, resulting in additional stress for officers. We also heard from staff that the IA investigator is the person who makes the initial determination of fact in these investigations, and that the police chief has the ultimate authority on such matters, without any potential for an appeal.

We would recommend that the agency examine the policies and practices of the Professional Standards/IA function, to determine whether adjustments might be warranted. We would recommend consideration of regular communication with those under investigation at prescribed intervals, who makes the factual determination regarding an alleged violation, and consideration of an appropriate appeals mechanism. These recommendations contribute to a sense of procedural justice for officers, which would ultimately bolster feelings in staff that the process in use is fair, equitable, timely, and consistent.

Recommendation: Provide Leadership Training for Supervisors

Chapter II Section III Leadership

Priority 2

Details:

During the course of our interviews, we learned that although leadership training has been provided for some supervisors, it has not been a consistent practice, nor has there been a consistent leadership track provided. We understand that the department has already started looking at this issue, and we recommend establishing a baseline of leadership training for all supervisors and ensuring that all supervisors receive proper leadership training.

We also want to point out that in most agencies, it is common for supervisors to receive their initial leadership training after promotion. We believe in a process of developing leaders and leadership skills, prior to formal appointment to a leadership position. Accordingly, we recommend providing leadership training opportunities to those who have an interest, and those who show promise as future department leaders, prior to consideration or appointment to a formal leadership position.

Recommendation: Establish a Policy Review Committee

Chapter II Section III Leadership

Priority 2

Details:

A strong set of guiding rules and procedures is a critical need for the efficient and effective operation of any police agency and the GPD has an extensive set of guidelines. However, 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. We are aware that the GPD often reviews proposed policies with appropriate members or groups of the department, and we applaud this practice. However, this practice is not outlined in policy, and we feel it should be formalized. Accordingly, we recommend that GPD establish an internal policy advisory committee, comprised of line-level officers and supervisors, along with suitable command-level personnel. The purpose of this unit would be to review existing policies for revision, and to assist leadership in developing new policies, as needed.

Recommendation: Establish a Formal Mentoring Program

Chapter II Section VI Mentoring and Coaching

Priority 2

Details:

The GPD has never filled a command-level position from within, and to some extent, this may be partially attributable to the lack of a personnel development program. The development of personnel is an important responsibility of senior leadership, and a formal mentoring program will establish a process for intentional focus on this aspect of leadership.

We believe that there are several layers of opportunity for the implementation of a mentoring program. These include processes that focus on line-level officer skills, first-line supervisor skills, and mid-level supervisor development. We encourage GPD to establish a formal mentoring program that covers these areas, as well as others leadership might identify.

Recommendation: Strategize Approaches to Improve the Organizational Climate

Chapter II Section IX Workforce Survey

Priority 3

Details:

The cultural survey and organizational climate questionnaire provided significant feedback concerning employee perceptions of the operational culture and leadership at GPD. The nature of the Organizational Climate survey provides leaders with a vantage point to understand both current and desired conditions within the agency, as perceived by staff. Leaders should analyze these responses and identify strategies that contribute to categorical improvements.

Recommendation: Adjust the Organizational Structure and Add Positions
Chapter III Section I Organizational Structure

Priority 1

Details:

At present, the position that oversees the Community Services Section is a sergeant. This same person is responsible for the Professional Standards/IA function of the department. We recommend that the sergeant position be converted to a lieutenant position, to balance the responsibilities of the position with the appropriate rank, and to increase the rank level of the person responsible for internal affairs and complaint investigations. Again, this would be a conversion of the current sergeant position to the rank of lieutenant; it does not involve adding any staff.

We also recommend adding a lieutenant position to the patrol section, to provide additional command-level support to patrol, and to the Operations Captain. This position would be within the patrol section, with the expectation that the lieutenant work varied shifts to provide command-level supervision during varied times of the day, on weekends, and at special events. This is a staffing addition, which we would recommend be considered as a part of our overall staffing recommendations.

We will provide additional details in the next section of this report, but we are recommending the merging of the Code Enforcement, Parking Enforcement, and Park Ranger units.

Due to the elimination of the dispatch center at GPD, a large portion of the responsibilities for the Support Services Captain will effectively be reduced. We believe there is a need to balance the command responsibilities between the two captain positions, and we recommend moving the Criminal Investigations Section under the Support Services Captain.

We wish to point out here that our recommendations concerning the organizational structure of the GPD are merely one mechanism to accomplish a balance of oversight throughout the divisions and sections of the agency. Although we believe our recommendations are appropriate and reasonable, we also note that there may be other considerations within the department, which might support a revised approach. Accordingly, we acknowledge that our recommendations are merely one possible solution, and we would be supportive of alternatives offered by the department that accomplish the same objectives.

Recommendation: Monitor Work Demands in Records
Chapter III Section III Support Services, Specialty Programs, and Assignments
Priority 1

Details:

The closure of the dispatch center within GPD will not only displace workers, it will result in a reallocation of work responsibilities. Some of these duties will shift to the Jeffcomm center, while others will need to be absorbed internally with the GPD. In most cases, these additional duties will be transferred to the records unit. It is important that staff at GPD monitor these operational shifts, so that those within the records unit do not become overburdened. We recommend that leadership carefully monitor these changes, to assess any staffing needs that might emerge.

Recommendation: Add One Full-Time School Resource Officer Position
Chapter III Section III Support Services, Specialty Programs, and Assignments
Priority 2

Details:

The GPD currently has two full-time officers assigned to SRO positions. These officers currently serve the high school and middle school in Golden. However, the Connections Learning Center (CLC) is not currently served with a full-time position, even though the student population presents a significant demand for police services. Due to limitations in time availability with the current SROs, patrol staff and others have been used to cover the service demands at the CLC. This process, while effective in addressing emergent needs, does not fully engage the *service and resource* aspects of a dedicated SRO. In addition to the CLC, we also note that there are other schools within Golden, which are minimally serviced, or not serviced at all, by the current SRO unit.

We recommend that the city consider adding another full-time officer position to the SRO unit of the police department. We also recommend that the GPD examine their use of the SROs, to find ways to provide SRO services to all of the schools, even if each SRO has a primary assignment/responsibility. Lastly, we recognize the substantial cost of staffing an SRO position, and we would encourage the city to seek a financial contribution from the school district(s) to assist with the funding of these positions. There is substantive data that shows the community benefits associated with the use of SROs within the school system, and we believe that the schools that benefit from these services, should have some financial commitment to their use.

Recommendation: Merge Parking, Code Enforcement, and Park Ranger Units
Chapter III Section III Support Services, Specialty Programs, and Assignments
Priority 1

Details:

Within the Special Enforcement Team, there are three sub-units, each of which are performing overlapping job duties. These include Code Enforcement, Park Rangers, and Parking Enforcement. Based on our review of these units, their mission, and the needs of

the organization/community, we believe that these units should be merged. This will assist with more consistent staffing/scheduling, and it will provide sufficient personnel to manage the overall volume. We recommend renaming this unit – perhaps the Community Services Unit (CSU), and the conversion of one non-sworn position to a supervisory role. The CSU supervisor would be responsible for working a regular schedule, and for scheduling other staff within the unit. The CSU supervisor would report to the SET sergeant.

We recommend staffing this unit with six full-time non-sworn personnel. We also recommend that the *seasonal* staff that are normally hired as Park Rangers, continue to have singular responsibilities that include only Clear Creek and other parks, as assigned. All full-time personnel within this unit should be cross-trained to manage any of the job duties that fall within the scope of the unit. However, we would also recommend that the CSU supervisor assign staff to specific responsibilities (parking, parks, etc.) on a daily basis. We think it is also important to examine the scheduling of these personnel, and to remove the overlapping schedule days.

Lastly, although the department provided us with substantial data regarding the activities of these units, we believe there is additional work they perform that is undocumented. This could include various proactive duties, foot patrols, bike patrols, or follow-up relating to code enforcement. We recommend that the department examine these practices, and that additional tracking and reporting procedures are developed to aid the department in monitoring the ongoing workload.

Recommendation: Examine and Revise CAD Data Collection

Chapter IV Section III Calls for Service Analysis

Priority 2

Details:

As we have indicated in numerous areas within this report, the CAD data available for this study had a variety of limitations. We are aware that GPD is moving to a new CAD system that will interface with Jeffcomm, and we expect that the new CAD system will have the capacity to capture and report the data that we sought, but were unable to obtain for this study. Still, we would encourage GPD to talk with Jeffcomm to ensure that the requisite data will be collected, and that it will be available to GPD for analysis at a future date.

We also noted that GPD officers use a variety of call out codes to check out at the police department, or to do reports, for example. Under the current system and CAD program, these efforts are recorded as officer-initiated activity. For a variety of reasons, which we have expressed within this report, we would recommend adjusting the data collection process in CAD, so that these items are recorded as administrative time, and that only true officer-initiated activity is recorded as such. We would also recommend that GPD

consider any other officer-initiated or administrative data that they wish to capture, and to work with Jeffcomm officials so that these data are collected for future use.

Recommendation: Increase Patrol Staffing

Chapter IV Section IV Patrol Workload vs. Officer Availability

Priority 1

Details:

Based on our assessment of the data available, we have determined that the GPD should add three officers to the patrol division workforce. This recommendation takes into account the shift relief factor required to staff four officer positions per shift, per day, and it also responds to the workload demands, as we have calculated them. We have provided substantive analysis to support this recommendation in the section above.

Recommendation: Prioritize and Establish Patrol Staffing Levels

Chapter IV Section IV Patrol Workload vs. Officer Availability

Priority 1

Details:

There can be little debate that the patrol function is of primary and paramount importance to the effective delivery of police services within a law enforcement agency. Despite the importance of this function, patrol divisions within police agencies often operate shorthanded. This can be due to leave or training, or it can be due to vacancies. In a memo from Chief Kilpatrick to Captain Harvey on August 17, 2015, the chief explained minimum staffing “to be two patrol officers and one supervisor per shift.” In the same memo, the chief indicated that those within specialty units, should be expected to step into a patrol role, as needed. The statements of the chief are directly connected to this recommendation, which is that the police department should set minimum operational standards for patrol, and adhere to them, even if this means using officers from other areas to cover any vacancies.

Based on our workload model and analysis, we believe that the patrol division should have 27 full-time patrol officers assigned to it; this represents an increase of three officers. This would allow for four patrol officers to be assigned to each of the three shifts, in addition to the sergeant and the lieutenant (a new position we are recommending). Given the proper work schedule, this level of staffing is achievable, and sustainable, and we recommend that GPD consider establishing this standard, once fully staffed. Further, we recommend the prioritization of patrol, to the extent that if a long-term vacancy occurs, specialty service personnel should be used to backfill patrol, until such time as the division is back to full strength. We wish to point out here that if the department is allowed the use of over-hires, this scenario is unlikely to occur with regularity.

Recommendation: Examine the Work Schedule for Revision
Chapter IV Section IV Patrol Workload vs. Officer Availability
Priority 2

Details:

Although the current work schedule does allocate personnel in a manner that attempts to respond to hourly service demands, we believe the overlapping structure on Wednesdays is inefficient and in need of revision. We are aware that GPD uses this day for training, and a variety of other special projects; however, even when put to good use, the regular level of staffing on a single day is not an effective use of resources.

There are numerous schedules available, which spread out overlap days, or which eliminate them altogether, through a different model. We encourage the GPD to examine other work schedules and models, and to consider a revision of the current work schedule, so that it makes the most effective and efficient use of patrol resources.

Recommendation: Revise Work Schedule for Traffic Unit
Chapter IV Section V Traffic Enforcement

Priority 2

Details:

One of the primary functions and purposes of the traffic unit is to reduce motor vehicle crashes, and particularly, those that involve a personal injury. In our analysis of the crash data, we observed that nearly 36% of the crashes in Golden occur between 4:00 PM and 10:00 PM, yet the traffic unit only dedicates 10% of its resources to this time. We also note that a secondary responsibility for the traffic unit involves apprehension of DUI offenders. Historically, most DUI arrests are made in the evening hours, which the traffic unit does not cover.

We recommend that the GPD examine the work schedule for the traffic unit, in consideration of responding to and preventing crashes, but secondarily, to consider the expectations for the unit in DUI enforcement.

Recommendation: Consider and Implement Alternative Response Strategies
Chapter IV Section VI Alternative Response

Priority 2

Details:

We learned that GPD does not have an online reporting capability, or a formal telephone response unit, although some reports are filed through walk-ins to the lobby, including the filing of *counter reports* for minor motor vehicle crashes. We also recognize that the loss of the communications center at the GPD will reduce the ability of staff to directly interface with walk-ins at the police department.

The use of Alternative Response reporting has proved successful in other agencies, and we would encourage GPD to consider implementing this type of a solution for two reasons. First, it helps to meet the needs/demands of that segment of the population, who

would prefer to engage the services of the police department online (when appropriate), and second, because it can mitigate growing demands on the services that the patrol division provides.

Our recommendation also includes consideration of the process of engaging walk-ins at the police department. In many agencies, when a citizen wishes to speak with an officer, one of the on-duty patrol personnel are called to meet with them. Once this occurs, the officer often discovers that someone within the building could have quickly managed the incident, without the need to pull the officer from the street. One mechanism for defining the needs of a walk-in, and for efficiently directing that need to the appropriate staff member, is to use an intake form or process that assists staff in making this determination. We would encourage GPD to consider how the loss of the communications center staff will affect their ability to manage walk-ins, and what process will be used to effectively assist those customers.

Recommendation: Improve Documentation of Community Policing Activities
Chapter V Section I Community Policing

Priority 3

Details:

During the course of our study, we learned that the GPD does not routinely collect data regarding community policing activities within the department. Although there is some qualitative and quantitative data available, this data is incomplete. Additionally, because of the lack of this type of reporting system, there is no current reporting requirement for patrol officers, who are best-positioned to engage in this type of activity.

We recommend that GPD develop a system for reporting community policing activities throughout the department. We also recommend that the department establish activity expectations for staff, particularly patrol, and the tracking of these efforts. Given our staffing recommendations, we expect that those within the patrol division will have the capacity to perform these duties consistently, and establishing an expectation, along with a tracking mechanism, will ensure that they are accomplished, and that the efforts are identifiable.

Recommendation: Examine Ways to Improve Report Writing Efficiency
Chapter VII Workloads and Caseloads

Priority 3

Details:

Based on our discussions with investigative staff, we were told that the report writing function for the detectives is inefficient, and that they lack the proper software and/or equipment. Those we interviewed indicated that these limitations have caused an undue amount of time to be spent on report writing, and it is their assertion that adding the right software and equipment would add efficiency to this task.

The IACP did not study the report writing practices of the detectives. However, the fact that they have self-identified this issue, is sufficient for us to recommend that the department look into the current process in use, to identify if there are ways to add efficiency to report writing for detectives. As an aside, if this proves successful for the detectives, it may be work examining this issue for other staff, as well.

Recommendation: Prioritize Criminal Investigations Staffing

Chapter VII Investigations Staffing

Priority 1

Details:

As we have noted with regard to the patrol division, we believe it is important to fully and consistently staff the investigations division. We have indicated that there is no need to supplement this division with additional staff; however, the unit will operate most effectively with full staffing. Accordingly, we recommend the prioritization of investigations staffing, second only to prioritizing staffing of the patrol division.

Recommendation: Add a Criminalist/Data Analyst Position

Chapter VII Criminalist/Crime Scene

Priority 3

Details:

As we have noted above, there is an ongoing and growing need for criminalist services at GPD. This includes managing and processing evidence, to include management of the evidence vault. As body worn camera evidence is added to the department, this will also contribute to the workload of the criminalists.

In addition to these additional workload issues, we are also aware that GPD does not have a robust data analysis process, and that the department does not fully engage data driven policing practices. This is due in part to limitations in the data available to the GPD, but more significantly, the department lacks a staff member with the time and expertise to carry out this function.

Lastly, we are aware that the loss of the dispatch center at GPD will result in additional workload demands, for which no staff have been identified. This will include walk-ins to the lobby, as well as phone calls by those requesting information, or asking to file a simple report.

We believe that the combination of these work demands, warrants the addition of a non-sworn staff member. It is our assessment that this staff addition, would provide the capacity to manage the additional workloads identified, and it would also serve as a back-up position, for when the criminalists are unavailable or on leave.

Recommendation: Obtain Authorization for Over-Hires for Sworn Personnel

Chapter VIII Retention

Priority 1

Details:

As we have outlined in this report, there is a need to both sworn and non-sworn staff to the police department. It is our assessment that the most efficient operational staffing level for sworn personnel for the GPD is 51 officers. This includes the existing staff of 47 officers, 3 additional patrol officers (for a total of 27 assigned to CFS in patrol), 1 patrol lieutenant, and 1 SRO. However, the attrition rate at GPD for sworn personnel, which has been consistent, works against the overall efficiency of the agency. Due to the lag time associated with hiring and training sworn personnel, the GPD will never achieve full staffing, unless they are authorized to hire at a higher level.

For our purposes, we have identified the *minimum operational level* for the GPD to be 51 sworn officers. Any reduction in this number ultimately works against the efficiency and effectiveness of the organization. Accordingly, in order to ensure that the agency is consistently staffed at 51 officers, the city will need to establish a new *authorized level* for hiring purposes. This number should fully account for the annual attrition rate, and any non-operational rate (due to military leave or prolonged out of duty status). At present, the annual attrition rate is 5. Ideally, the City of Golden should authorize the police department to hire at an *authorized level* of 56. Based on historical patterns, the department will never actually be paying 56 sworn officers, since some will invariably leave during the course of hiring and training new personnel.

We recognize that hiring at this level, and the staffing additions we have recommended, come at a substantial cost. However, it is our assessment that staffing at this level will provide the most efficient and effective use of resources, and that it will position the police department to meet the public safety needs of the community.

Recommendation: Examine Core Attrition Causes

Chapter VIII - Retention

Priority 2

Details:

Although GPD tracks the stated reasons for attrition (e.g., retirement, resignation, discharge), the department does not engage in a process that thoroughly examines the core factors that contribute to unwanted separations, whether those result from an amicable separation, or one that is forced.

Although there are no firm numbers that quantify the cost of hiring and training an officer, some have suggested that the process costs at least \$50,000. When officers are hired, and they fail in the academy or FTO process, the costs can be substantial. The costs are even greater, when personnel leave after the department invested substantially in their development. If, through a thoughtful and careful analysis, the department could

reduce these attrition numbers, by any measure, the cost savings and operational benefits to the department would be dramatic. Accordingly, we recommend that GPD implement a thorough process to study these separations on an ongoing and permanent basis.

CHAPTER X: SUMMARY

In our examination of the Golden Police Department, we found a highly functional agency, with staff and leadership who are dedicated to the mission of public safety, and to providing the best service they can to the citizens of Golden. We were impressed with numerous aspects of the police operation, which we have highlighted throughout this report. One operational aspect of this police agency, which we found remarkable, was the focused attention on continuous improvement. In our conversations with staff, we heard numerous times that there was a previous issue with a particular process or practice, but that it had been changed and improved. This level of self-analysis is rare, and it is indicative of a leadership team that is highly focused on quality.

As a community of 20,000 people, some might mistake the City of Golden for a *small* town. From a population and geographical land mass perspective, this might even be an accurate statement. However, as a suburban node of the Denver metropolitan area, Golden is but one section of a very large community, which knows no geographical boundaries. Accordingly, the police department deals with the same type of crime and criminal elements, which are found in a much more densely populated or urban community. These elements, combined with the main thoroughfares that traverse the city, bring a level of activity and work volume, that is elevated and somewhat disproportionate, compared to similarly sized cities, which are not part of a larger metropolitan area.

In our overall analysis, we concluded that the police department, and the community, would benefit from additional staff. This is particularly true with regard to providing patrol services. Our recommendations intend to provide staffing levels that support the community policing philosophy that the department continues to promote, and which will afford staff ample time to engage those activities on a consistent basis, and in a very intentional manner. We also have included staff recommendations for positions that will provide supplemental support to the police department and the community. We have also suggested examining various work schedules, to improve personnel distribution.

The loss of the communication center at the police department will provide some challenges for staff, as they seek to redefine and reassign various work that were previously completed by dispatch personnel. This move also suggests the need to shift some operational oversight responsibilities, which includes making some changes to the organizational structure. Our analysis considered current personnel assignments, spans of control for supervisory staff, and the overall layout of supervisory roles and reporting responsibilities. Based on this analysis, there is a need to make adjustments to several positions, including the addition of a lieutenant rank. Our recommendations also include merging the parking, code enforcement, and Park Ranger units, and revising the supervisory structure.

One of the areas identified internally by police department leadership, concerned the need for staff development, and particularly, the need to create an atmosphere in which personnel from the department could learn and grow in experience and capability, such that the department would be positioned to hire command staff, and a chief of police, from within, which has not occurred previously. Our recommendations include adding a lieutenant rank to support this process, and formalizing the mentoring program for staff.

As we conducted our analysis of the data we were provided by department staff, we discovered several limitations, which we have outlined within the report. We expect that many of the noted concerns will be resolved when the police department moves to Jeffcomm, and a new dispatch software system. However, we also noted that the department has routinely used data-driven strategies for personnel deployments, or as a mechanism to address crime patterns. Given the substantial workload for the department, and the challenges in balancing personnel resources against those demands, it is important to engage the most effective and efficient strategies available.

Overall, we were impressed with the staff, leadership, and operation of the Golden Police Department. It is evident that organizational leaders have a philosophy of continuous improvement, and that they routinely exercise this concept as part of their activities.