


**CITY MANAGER'S OFFICE MEMORANDUM**  
**#43-2022**

**DATE:** Aug. 22, 2022

**TO:** Honorable Mayor Meredith Leighty and City Council Members

**FROM:** Heather Geyer, City Manager 

**SUBJECT:** Community Co-Production Policing Advisory Board Assessment

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**PURPOSE**

To present City Council with findings from the BerryDunn Community Co-Production Policing (CCPP) Advisory Board Assessment.

**BACKGROUND**

City Council requested that an outside party conduct an assessment of the CCPP Board. The assessment is a tool for City Council in evaluating how best to assist the CCPP Board in moving forward to accomplish the board's purpose under its establishing ordinance. This assessment was prompted by significant turnover on the board and feedback and concerns from former board members that City Council wanted to take a deeper dive into.

On May 23, 2022, City Council passed a resolution to pause the activities of the CCPP Board for 90 days while the assessment was conducted. BerryDunn was hired to do the assessment. BerryDunn completed the 360 assessment of the Northglenn Police Department (NPD) that led to the adoption of the CCPP philosophy of law enforcement by NPD and creation of the board.

The BerryDunn project team was led by Michele Weinzetl and Fred Fletcher. They conducted multiple interviews with past and present board members and City Council members. The findings from the assessment are included in Attachment 1. The assessment was provided to City Council on July 29 to allow adequate time for review. Additionally, City Manager Heather Geyer emailed current CCPP Board members on Aug. 15 to inform them of when the report would be included in the Council packet.

**BUDGET/TIME IMPLICATIONS**

Weinzetl will present the assessment findings to City Council on Aug. 22. The recommendations outlined in the assessment come with budget implications. Following formal presentation of the assessment to City Council and based on Council direction, staff can develop estimated costs associated with implementation of the recommendations.

The cost of the assessment is not to exceed \$24,850 and is being funded by one-time funds from the General Fund Reserve.

**STAFF RECOMMENDATION**

Staff is seeking direction from City Council on the proposed recommendations.

**STAFF REFERENCE**

If Council members have any questions, please contact Heather Geyer, City Manager, at hgeyer@northglenn.org or 303.450.8706.

**ATTACHMENTS**

1. Assessment
2. Presentation



# City of Northglenn, Colorado

CCPP Review



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**Submitted On:**

July 29, 2022

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## Section 1: Background and Environment

### 1. Establishment of the Northglenn Community Co-Production Policing Advisory Board

In July of 2020, BerryDunn completed a sophisticated operational assessment of the Northglenn Police Department (NPD). That assessment process resulted in BerryDunn introducing the City of Northglenn (City) to a model for the collaborative co-production of policing. This model is called Community Co-Production Policing (CCPP) and was developed by BerryDunn, along with national experts. CCPP is described generally as follows:

CCPP merges and unifies police agencies and communities through multiple collaborative pathways, resulting in shared responsibilities in areas such as guidance, oversight, and the development of policies, operational strategies, public safety priorities, and other shared goals. CCPP expands the focus of traditional community-oriented policing (COP) and includes a greater level of community participation and involvement in key policing strategies that affect the community. The key distinction is that although COP is informative, interactive, allows for community input, and is often collaborative with regard to problem solving, CCPP involves a greater level of influence and involvement by the community regarding the overarching policing strategies and priorities that ultimately affect those being served by the police agency. From a co-production policing perspective, influence and involvement from the community form the foundation for trust and confidence in the police agency and agreement in the processes, procedures, and practices used in pursuit of public safety for those who live in or visit the community. This level of involvement serves as a persistent external accountability process, which helps ensure consistent alignment between community desires and expectations and the actions the police use to meet them.

The City determined the CCPP model reflected the core values and goals the City shares with the broader Northglenn community. Consequently, the City committed to developing and supporting a customized implementation of CCPP and promptly began work towards that goal. Although BerryDunn assisted with establishing the Board and with some preliminary Board training, the City pursued this model independently.

### 2. Implementation of Northglenn CCPP Advisory Board

In late 2020, Northglenn enacted Article 4, Chapter 8 of the Northglenn Municipal Code, formally creating the Northglenn CCPP Advisory Board (Board). That Code (4-8-1) states:

- (a) The City finds and determines that the creation of the CCPP Board is intended to provide a resource to further the City's goal of aligning the provision of police services and resources with the community vision for public safety, including addressing the following:
- (1) Reducing the potential separation between the community and those responsible for policing it;
  - (2) Increasing transparency in terms of accountability, policymaking, and strategizing regarding the reduction of crime in the community; and
  - (3) Empowering residents to get involved in shaping the vision for public safety services, while also equipping those who police the community with the resources they need to effectively provide such services.

The codified goals of the Board are:

- Increasing community trust by sharing decisional authority with the community in substantive policing matters;
- Enhancing public safety through the creation of public trust; and
- Improving racial diversity and equity in the process of policymaking regarding public safety in order to create greater understanding regarding community safety strategies.

The new code stipulates basic functional components of the Board, such as basic organization and rules; member composition, qualifications, obligations, and removal parameters; and procedures for meetings. The remainder of Board operations are reserved for determination by the Board itself. The City developed a web page for the Board<sup>1</sup> which states the overarching goals for CCPP:

- **Reducing fractionalism** – correcting the inharmonious separation which has occurred between the community and those responsible for policing it
- **Creating transparency** – there can be no more secrecy in accountability, policymaking, or in determining strategies to address and reduce crime and disorder
- **Balance of influence** – empowering residents to get involved in shaping the vision for public safety services while also equipping those who police the community with the resources they need to effectively provide services

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<sup>1</sup> [https://www.northglenn.org/public\\_safety/police/police\\_advisory\\_board.php](https://www.northglenn.org/public_safety/police/police_advisory_board.php)

These goals describe desired outcomes which reflect the codified goals of the Board included in the City ordinance and stated above. Shortly after creating the Board via ordinance, the City began actively recruiting and selecting Board members and conducted its first official meeting in April of 2021.

### 3. Accomplishments of Northglenn Community Co-Production Policing Advisory Board

The Board began work immediately after its formation and engaged in substantive work which included but is not limited to the following actions:

- Created foundational documents for the Board in the form of by-laws
- Participated in an 11.5 hour mini-academy to learn about policing in Northglenn
- Reviewed and provided input on body-worn camera (BWC) policy
- Hosted a hate crimes forum
- Reviewed crisis response unit (CRU) proposals
- Hosted a series of five community listening sessions
- Participated in Safe Street Halloween in October

### 4. Current Status of Northglenn Community Co-Production Policing Advisory Board

BerryDunn noted that the Board experienced a significant amount of turnover during its first year (some of which was due to natural attrition). This turnover created gaps in knowledge and relationships. These gaps risked negatively impacting effectiveness and sustainability of the Board and the advancement of its goals. Consequently, the City decided to place Board operations on deliberate pause in order to engage a professional consultant as an independent party to collect data, assess function of the Board, solicit feedback from current and former members and other parties with direct knowledge of Board activities, and provide input on how to improve the cohesiveness and effectiveness of the Board in support of desired outcomes.

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## Section 2: CCPP Review Project

### 1. Objectives and Scope of Work

Subsequent to the decision by the City to place Board operations on pause, the City contracted with BerryDunn to assess the operations of the Board and offer suggestions for enhancing its effectiveness. BerryDunn was specifically asked to review and evaluate:

- Board structure, bylaws, and governance processes
- Board selection and on-boarding processes
- Council and staff liaison roles and how they support processes
- Board collaboration, interactions, and relationships
- Board operations and effectiveness

### 2. Process

BerryDunn conducted two multi-day on-site visits to conduct data collection. The BerryDunn team who conducted the data collection and assessment of the Board were the same two BerryDunn consultants who conducted the original operational assessment and introduced the CCPP model to the City. Accordingly, the BerryDunn team brought an in-depth knowledge of the CCPP model, the Northglenn Police Department, and the community it serves to the Board review process. BerryDunn conducted multiple interviews of stakeholders who have firsthand knowledge of Board operations, including current Board members, former Board members, City staff, Board liaisons, and Council Members. The observations in this report are all based on direct feedback provided by those stakeholders with direct knowledge of Board operations, including the challenges encountered.

### 3. Observations regarding Northglenn Community Co-Production Policing Advisory Board

Interviews of stakeholders elicited significant factual observations and recollections which were supplemented by personal insight and opinions of those stakeholders. BerryDunn identified several primary themes under which all of the many observations could be categorized. Those themes provide tremendous insight into the initial operations of the board and opportunities to address needs and gaps in performance for future Board contributions. Specifically, stakeholders with direct, firsthand knowledge and experience of the Board consistently revealed that Board efficacy could be increased by improving efforts in the following three main areas:

- Stronger shared understanding of a common vision and purpose

- Improved on-boarding process with more clearly documented procedures
- More active and deliberate planning for Board operations to outline short- and long-term goals and strategies

## Common Vision

The Board never successfully developed a mutual understanding, commonly shared vision, and practical purpose for the Board. Overwhelmingly, the most commonly and strongly reported theme among stakeholders was that Board members did not feel they shared a commonly understood mission or purpose. Many stakeholders reported they lacked clarity on the practical mission and ultimate vision for the Board, that the Board lacked meaningful direction about how much control they have over determining activities and efforts, and that there was not a common understanding of desired short- and long-term operational goals or intended processes. Numerous factors contributed to this condition, including the inability to hold in-person meetings, the absence of various Board members from meetings, an early focus on onboarding and training that left little time for team and relationship development, and Board turnover, among others. Regardless of its origins, this lack of a common vision and purpose contributed to feelings of division, ineffectiveness, and lack of control.

There is significant sentiment among stakeholders that the Board was not empowered to be as independent as many members were led to believe it should be, and that activities and direction may have been guided by City officials more than was anticipated. Board members felt they were not initially well-supported in developing the skills and tools necessary to navigate crucial, if difficult, conversations in a productive manner. An outside facilitator was eventually utilized for diversity, equity, and inclusion orientation and this experience was universally reported to be beneficial and well-received. The deliberate ‘reset’ conducted for the Board with the engagement of a professional, independent facilitator was universally well-received and reported to improve Board operations and Board relationships.

Additionally, some suggested to BerryDunn that the CCPP Board’s experience contrasts sharply with that of the City’s Diversity, Inclusion, and Social Equity (DISE) Board, which reports a clear and common purpose and has experienced fewer instances of operational and relationship challenges. BerryDunn notes that although these two boards are similar and there are some common intersections between them, each has a different mission, which complicates direct comparisons and reported successes.

## Board Member Selection and On-Boarding

Selection processes and on-boarding were inconsistent and lacked clarity. The criteria and standards for selection were not shared with Board members and remained unclear; this contributed to a lack of understanding about role expectations, and hindered Board members’ ability to engage each other as effectively as they would like or to develop prospects for future



Board participation. On-boarding, orientation, and training mechanisms did not substantially develop a clear and commonly-shared understanding of Board goals, member roles, short- and long-term goals, or operational expectations. Additionally, the manner and mechanisms for orientation, education, and communication had the potential to feel as if they were biased favorably towards the NPD instead of remaining neutral and supporting an independent posture for the Board. While most, if not all, respondents acknowledged this possibility for the appearance of bias, there was consensus that any such bias was not intentional, despite a recognition that the process may have produced unintended consequences.

Board members did not receive substantive training on the practical aspects of how to run and administer a board effectively and efficiently. This led to Board meetings that felt inefficient and an environment in which the Board did not feel empowered to direct activities such as who spoke to the Board, which topics were covered, and how long guest speakers contributed to the work sessions.

## Meaningful Board Operations

The Board did not maximize, articulate, and document operational procedures for either short- or long-term operational horizons. Board members expressed eagerness to engage in meaningful activities and a desire for a clear framework that supports Council- and Board-desired outcomes in a more efficient and effective manner, supported by clearer rules and procedures about Board operations and supported by a well-documented operational plan. Many Board members expressed confusion and lack of clarity about what they should actually have been doing and what they were empowered to do. Many members reported they wanted to take more deliberate action to engage the broader community in order to develop two-way feedback mechanisms to educate the community about the Board and to hear what the community would like to see the Board address. This confusion and frustration caused feelings of inefficiency and frustration as there was a gap in knowledge about processes and procedures for the Board and the perception of power differentials, based upon who had information and access to the City and the NPD.

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## Section 3: Recommendations

This section includes BerryDunn’s high-level and sub-point recommendations. Each of these recommendations relate to the project scope and the common themes observed during BerryDunn’s overall assessment of Board conditions.

### 1. Develop and Maintain a Common Vision

- The City should establish a clear vision for CCPP and the Board. This should be a two-part process:
  - The first step in this process should include a half-day visioning session with the City Council, City manager, and police chief, to clarify the Council’s intent and overall vision for the board.
  - The second step in this process is to hold a similar half-day session with the Board (at a later date), to develop pathways, goals, and objectives for the Board that support Council’s vision.
- Given the importance of Board autonomy and the recommendation below (in paragraph 3) for regular reports and interaction between the Council to the Board, the City should consider whether there is an ongoing need for a council liaison on the Board. A staff liaison could manage regular communications as needed, and other formal reporting could be done by the Board chair.
  - If the Council chooses to maintain a liaison on the Board, BerryDunn recommends assigning a new Council member, to coincide with resetting the vision, purpose, and next steps of the Board.
- The Board should engage a professional facilitator to support Board operations and, importantly, model and mentor facilitation for Board leadership and membership.
  - The goals of providing this independent, third-party facilitation are two-fold:
    - The first is to help the Board develop productive and efficient working relationships and processes to support its practical work.
    - The second goal is to help the Board develop the necessary knowledge, skills, and abilities to allow it to eventually and independently navigate critical, if difficult, conversations in a productive manner.
      - The goals of this independent facilitation should also include developing Board cohesiveness around a shared understanding of Board vision and goals which contribute to Board operations and activities in support of desired outcomes.

- The professional facilitator should help the Board and its members learn how to navigate polarized opinions, understand the importance of crucial conversations, create safety in dialogue, and develop relationships that contribute to respectful interactions.
- The professional facilitator should provide for specific team-building experiences.
- Because of the infrequency of Board meetings, BerryDunn suggests engaging a professional facilitator to assist the Board Chair with running the meeting, managing Board tasks and conversations, and developing a cadence for long-term Board meetings and interactions. BerryDunn recommends the City engage a facilitator for a minimum period of one year, with consideration of extending this service, based on need.
- The Board should clarify and articulate any liaison, council, and/or administrative support roles and how those roles and persons should support desired Board outcomes.
  - Any liaison and administrative support role parameters should clearly indicate the purpose of those roles is to provide an efficient flow of information, support the Board's operations, and provide for efficient operations through administrative support and communication.
  - It should be clear that liaison roles are not intended to direct or influence Board activities or decisions.

## 2. Implement Effective and Transparent Selection and On-Boarding

- The Board should clearly articulate what it means by its stated objective of a desire for diversity, in all connotations of that concept.
- The City Council and Board should collaborate to develop and refine interview questions for prospective Board members that explore diversity of thought, diversity of lived experience, and sensitivity/openness to alternate perspectives.
- The City Council should provide more active clarity to Board members and prospective Board members on the selection process and selection criteria for Board members.
- The City Council should articulate a clear preference for professional Board members to also be community residents if at all possible.
- The City Council should create a permanent position for a DISE member on the CCPP Board to provide a consistent and permanent conduit for flow of information regarding diversity, inclusion, and social equity issues.

- The City Council and Board, with assistance as needed from the Police Department, should collaborate to create a formal, documented on-boarding process in the form of a written manual which includes a Board ‘playbook’ or set of standard operating procedures for the Board.
- The Board should designate a veteran Board member as a trainer or mentor for each new oncoming Board member with on-boarding duties articulated in the formal on-boarding procedures.
- City Management, the Police Department, and the Board should collaborate to develop a series of short videos to consistently orient new Board members on the fundamental aspects/terminology of policing and the organization of the NPD; the origin of the Board; the importance of diversity, inclusion, and social equity; and the history and nature of the Northglenn community, particularly relative to its relationship with policing. These videos should include voices from community advocates as well as from City officials, and should discuss the interests of diverse community stakeholders.
- The city should provide for a professionally-facilitated annual Board orientation to provide opportunity for shared education on purpose, processes, and procedures, while also contributing to building Board cohesiveness. That education and training should include how a Board should be run to ensure that even Board members without previous board experience understand how boards typically operate and how this Board, in particular, operates.

### 3. Plan and Implement Meaningful Board Operations

- Consider having Board meetings in community locations to help community members feel safe and comfortable attending, and to ensure Board operations reflect its intention to build relationships and feedback mechanisms with the community. Those locations should include locations designed to highlight minority and traditionally marginalized or underserved communities.
- The Board should institute procedures for regular reporting to Council, including written reports and in-person presentations.
- The Board should be reminded they have complete autonomy over Board operations, including who appears, who presents, and how long outside guests speak at meetings, in order to improve the efficiency of Board meetings and support the independence of the Board and its leadership.
- The Board should prepare a formal plan for mid- to long-term activities, projects, and operations to provide structure and guidance for Board members, increase deliberate community interactions, develop opportunities for broader community input, and identify

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future areas of focus. One promising starting point would be to focus on the completion of the recommendations in the recent operational assessment.

- The Board should develop processes, which it controls, to strategize opportunities to collaborate with the police department about areas of focus and pathways for meaningful contribution from Board in police operations.

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## Section 4: Overall Summary

Northglenn enjoys a healthy relationship with its community and that relationship is reflected in the participation in CCPP efforts and the constructive feedback provided by those with knowledge of CCPP operations. While members expressed frustration with the pace, progress, and internal relationships of the Board in its first year, the overall sentiments were of hope and enthusiasm. Stakeholders identified the following three main themes that need to be addressed:

- Maintain a Common Vision
- Implement Effective and Transparent Selection and On-Boarding
- Plan and Implement Meaningful Board Operations

All stakeholders expressed a desire to continue with co-production policing utilizing the CCPP model, and there was a great deal of optimism and enthusiasm for the possibilities provided by this approach. Furthermore, stakeholders helped illuminate possible productive measures that will help address the areas of concern. These recommendations provide a practical path forward for CCPP in Northglenn.



CITY OF  
**Northglenn**

## **Community Co-Production Policing: A Model for Reform**



August 22, 2022



## Agenda

- **1** Introductions
- **2** Project Scope
- **3** Findings and Recommendations
- **4** Questions & Discussion

*Feel free to ask questions as they arise.*



# Project Scope

## Areas of Inquiry

- ▲ Board structure, bylaws, and governance processes
- ▲ Board selection and on-boarding processes
- ▲ Council and staff liaison roles and how they support processes
- ▲ Board collaboration, interactions, and relationships
- ▲ Board operations and effectiveness



# Findings and Recommendations

- ▲ Develop and Maintain a Common Vision
  - Visioning sessions
- ▲ Engage a professional facilitator to support Board operations and, importantly, model and mentor facilitation for Board leadership and membership
  - Building relationships
  - Navigating difficult conversations
- ▲ The Board should clarify and articulate any liaison, council, and/or administrative support roles and how those roles and persons should support desired Board outcomes
  - Liaisons should support the board but not influence it



# Questions and Further Discussion

## **Michele Weinzetl**

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