



THE FEASIBILITY OF
AN OFFICE OF
NEIGHBORHOOD
SAFETY IN THE CITY
OF DENVER

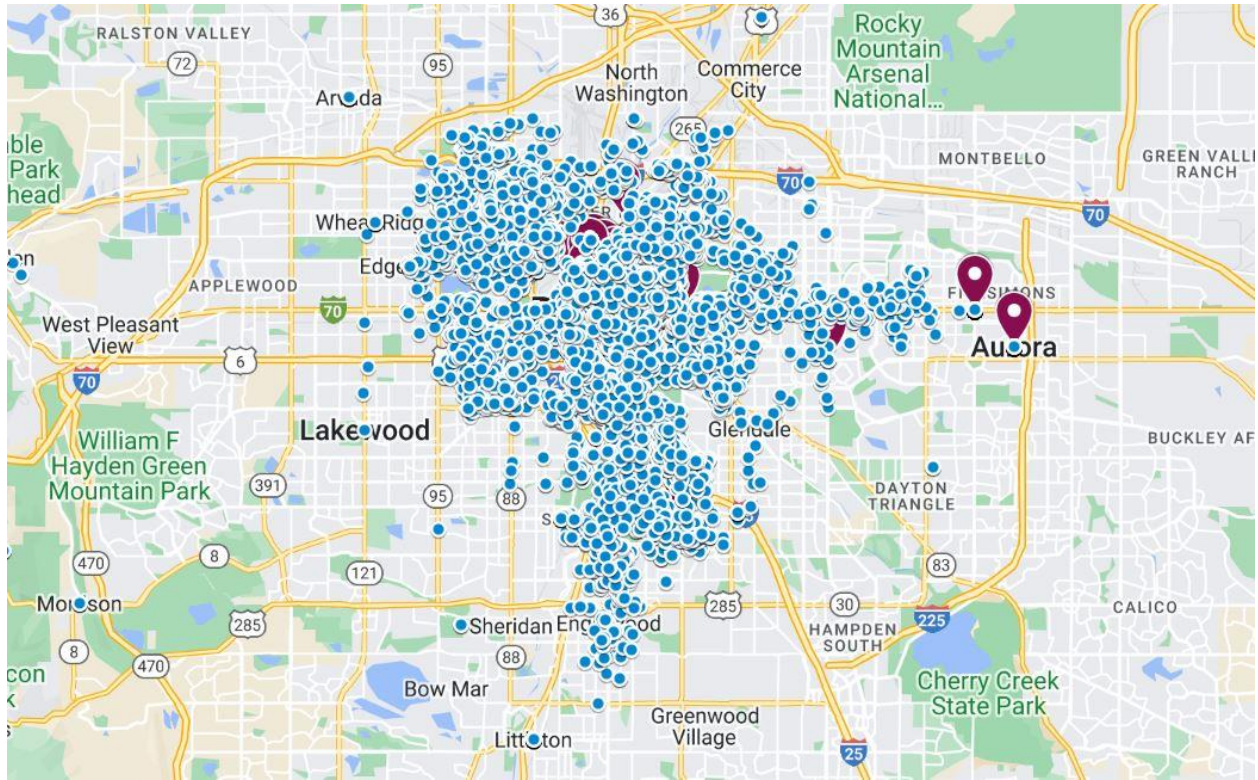
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April 2023

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Credit: History Colorado; <https://www.historycolorado.org/kkkledgers> (last accessed 12/30/2022)..... 79

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ABOUT THE SCHOOL OF PUBLIC AFFAIRS, UNIVERSITY OF COLORADO DENVER

The School of Public Affairs at the University of Colorado Denver is ranked 29th among schools of public affairs in the United States and 1st in the State of Colorado. It houses two undergraduate programs (Criminal Justice, and Public Administration), three masters programs (Criminal Justice, Public Administration, and Public Policy), a PhD program (Public Affairs), as well as pathways programs, certificates, concentrations, centers, and professional and leadership development programs. The School of Public Affairs prepares leaders for careers in the public and non-profit sectors, with a mission to lead, solve complex problems, and change the sectors in which they work for the better. Numerous social, political, and economic issues from education and environmental policy to affordable housing to crime and justice to emergency preparedness and disaster management are critical to the effective functioning of cities, states, and society as a whole. To understand these issues and develop best practices to manage them, we need leaders and collaborators with in-depth substantive knowledge, as well as an understanding of how people, institutions, and organizations work. The School of Public Affairs celebrates its world-class faculty who researches these issues, collaborates with practitioners, and teaches students about them while promoting critical analysis. As well, the School of Public Affairs prioritizes preparing students in its programs to enter careers where they can use the skills and knowledge they acquired to benefit relevant stakeholders and recipients of policies in their fields.

ABOUT THE AUTHOR



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EXECUTIVE SUMMARY

Summary. The purpose of this project was to assess the feasibility of establishing an Office of Neighborhood Safety (ONS) in the City of Denver. Within the scope of this overarching goal, several areas were examined:

- how to better align and coordinate services and supports located within the community,
- possible centralized stakeholder structures for public service delivery separate from law enforcement,
- ensuring alignment between city agency-adjacent entities and City and community needs and evaluating city agency administrative support for community-led services and partners to ensure consistent grant-making and management,
- streamlining community access points for City funding and partnership,
- identifying duplication in outreach and services,
- and recommending processes to evaluate programs and interventions with centralized access to holistic data.

This research was designed to improve the organization and substance of the delivery of public safety services and supports in the City of Denver both in terms of processes that more meaningfully included all of Denver's neighborhoods' voices and in terms of safety-related outcomes.

Background. The Denver Agency for Human Rights and Community Partnerships commissioned this study in June, 2022. The scope of work was required to be completed through an equity lens with an emphasis on historically under-served and under-resourced communities. The report was expected to be academic in style and evidence-based. Evidence was obtained from scholarly literature, non-scholarly credible materials, secondary data analysis, and primary data collection and analysis. The suggestion that Denver create a community-led ONS or similar entity to address public safety in Denver's neighborhoods was documented in the report published by the Denver Task Force to Reimagining Policing and Public Safety. Many other cities in the United States have created an ONS.

Process. From August to mid-November, data were gathered. Specifically, interviews were carried out of individuals in City departments and agencies, representatives from the Task Force, and City Council members. A Qualtrics survey for Denver residents and Registered Neighborhood Organizations (RNOs) was administered online; it was open from late September through October 31, 2022. A tour of the 911 facility was given, and that was accompanied by an extensive conversation about public safety and a prospective ONS. Secondary data were obtained on police non-emergency line calls and crime trends from 2010 through 2021. Data were analyzed in November and December, 2022. Between August and December, 2022, a literature review was conducted on co-governance structures, resources, and evaluation research to inform the scope of work requirements. Background and contextual information also were explored (e.g., historic racism in Denver, the Task Force Report, ONSs in other cities). Recommendations were generated based on the knowledge acquired from all of these sources.

Results and Conclusions. Results suggested that hierarchical and co-governance structures have advantages and disadvantages, and a blended approach may be the best way to deliver supports and services related to public safety. Indeed, this method gives some control to capitalize on strengths, minimize weaknesses, and be innovative, yet realistic given the challenges of co-governance models in public safety, which is traditionally hierarchical. Denver's history of structural racism contained numerous oppressive institutions that discriminated against residents of color. The effects of historic racism persist and demonstrate the importance of meaningful community involvement in public safety,

the necessity of putting in the work to establish trust in communities, and the value of understanding and honoring differences with respect to how safety is constructed and the extent to which individuals and communities are ready to partner with law enforcement.

Non-emergency line data indicated that there are many non-emergency calls in which an ONS could facilitate an effective and complete resolution. Crime trends in Denver illustrate increases in most crimes over the past decade, although the extent of the increase varied. Trends for each crime varied widely throughout the 11-year period studied, but there seemed to be a consistent and significant increase over the past few years. These results validate Denver residents' fear of crime, especially violence.

The community/RNO survey showed that when it came to different aspects of public safety, crime was a big concern, followed by transportation and social harms. This finding was consistent with reports from City Council members, many of whom stated crime and/or transportation-related safety issues were their constituents' biggest worries. This survey also revealed that most respondents would like their communities to be moderately or heavily involved in an ONS and that they believed a community-City collaboration in an ONS could be effective. Most residents did not believe there was a duplication in services between the City and communities. This finding also was consistent with interviews of other stakeholders—while some pointed out redundancies, most people did not think duplication of services was a large problem.

Twelve themes emerged from the semi-structured interviews of City Council members and individuals from City departments and agencies:

- Assessment and evaluation
- Community access points to the City
- City Council-community partnerships
- Community involvement and empowerment
- Data tools and considerations
- Duplication in supports and services
- Resources
- Structure: Silos
- Structure: Models
- Structure: Departments/agencies that should not contain an ONS
- Structure: Who to Involve in an ONS
- Concerns, considerations, and advice

Summarily, the conclusions that emerged from these interviews were:

- Priorities and concept measurement related to safety would differ by community.
- There was disagreement about how easy it is for community members to access City resources and supports, but there was agreement that City Council was a widely utilized connection.
- City Council partners with their communities in different ways, but members almost universally provide support in multiple ways, including office hours, materials, grant acquisition, etc.
- Community involvement was a priority to almost all interviewees. A few people acknowledged that there could be challenges in working with the community, and many posited that community trust was a requirement for meaningful engagement. Interviewees perceived community members as experts on local public safety and agreed that their expertise should be well-utilized in an ONS.
- There was little agreement about data tools and considerations, with a few exceptions. First, there was widespread agreement that the City should not invest in a different CRM system. Problems

with Sales Force were, for the most part, associated with either lack of training/knowledge on how to use it, not being familiar with how its capabilities would align with certain agencies' work, or needing to invest in more functionality. Second, most people agreed that data sharing in the City was done well and that limitations on certain data were necessary. Some people identified problems, but no consistent patterns emerged related to a huge citywide weakness when it came to sharing data. Suggestions were related to obtaining data on specific issues and focusing more on gathering and analyzing data that were related to root causes of adverse outcomes.

- As stated previously, most interviewees did not see duplication in services as a big problem in the City of Denver.
- Most of the discussions related to resources focused on specific tangible and intangible resources that the City provided to communities. People also identified resources they believed were necessary to create an ONS (e.g., funding, human resources, technological resources, etc.)
- Interviewees almost universally agreed that silos between departments and agencies was a huge problem in the City of Denver. Some were optimistic that an ONS could break down those silos, while other people did not believe a new office could do that.
- People identified numerous models under which an ONS could be structured. Some mentioned specific structures like a coordinating committee model, a task force, or advisory committee, while other people described co-governance arrangements more generally. Many individuals also described smaller structures that could exist within an ONS (e.g., Grant-Making Division).
- A few patterns that emerged when it came to interviewees' thoughts on where to avoid locating an ONS: affiliations with which an ONS would not be appropriate (e.g., City Council, having activists run it) and in the Department of Safety/within Denver Police Department.
- When it came to who should be the most involved in the creation of an ONS, a few/several City departments and agencies emerged: Denver Department of Public Health and the Environment, Office of Children's Affairs, and the Department of Safety (there were strong feelings both ways when it came to housing an ONS in the Department of Safety). Many interviewees recommended that an ONS be a stand-alone office under the Mayor.
- There were some overarching concerns about establishing an ONS. One was that the Office would be redundant, constitute an additional layer of bureaucracy in the City, and be a waste of resources. A second was that an ONS would not have a clear and distinct purpose and that it would not make any substantial improvements in public safety outcomes. A third was that resources devoted to an ONS would be better utilized in other areas of public safety.
- Many people supported the establishment of an ONS. They pointed out that there are gaps that exist in the City that this Office could address. They believed that an ONS could partner with City Council and City departments and agencies in their public safety work. They advocated for an ONS as an entity that would have more community engagement than anything the City currently has in place.
- Many interviewees did not have strong opinions on establishing an ONS. They supported it with caveats or expressed hesitations but stated that they could be open-minded about it.

Recommendations.

Based on a comprehensive analysis of all of the information gathered and data that were analyzed, the following recommendations are for the City of Denver related to the establishment of a new community-driven entity on public safety:

- Create an Office of Community Safety, Well-Being, and Justice (CSWJ) within the Mayor's Office in Denver.

- Utilize centralized governance to a limited extent through the creation of a Director position and co-governance through the establishment of divisions and teams, the latter of which is community-led.
- CSWJ should work with the Denver Police Department to determine how partnerships will be established and operated.
- City agency-adjacent entities that engage in work related to public safety should be included on the Multi-Departmental Action Team (MDAT).
- The Director of CSWJ should communicate with these entities to create an inventory of their services and supports related to public safety.
- Take steps to prevent and reduce supplanting, and simultaneously minimize barriers to prospective grantees (Division of Grants and Funding).
- The City should undertake an analysis of its website, and CSWJ should develop a website that is culturally competent; user-friendly; and comprehensive with respect to links, services and supports in which the Office engages, and data.
- Information about CSWJ should be provided to relevant stakeholders.
- CSWJ should prioritize participatory budgeting strategies in grants and funding.
- MDAT should assess how existing services and supports fit into CSWJ and identify duplicate efforts.
- Make the role of the community central in CSWJ, especially through the implementation of Neighborhood Action Plans.
- Partner with an institution of higher education to carry out assessments, program evaluations, and other research and activities.
- CSWJ should develop comprehensive data collection and management processes.
- Have MDAT create a spreadsheet of safety-related data from its representatives and then work with CSWJ to determine what information is missing.
- Evaluate the capacity of Sales Force in light of tasks for which it is needed and then invest the resources into expanding its capabilities if necessary and training City employees and community members to use it effectively.

INTRODUCTION

Purpose of this Report

The purpose of this report is to assess the feasibility of establishing an Office of Neighborhood Safety (ONS) in the City of Denver in a way that can be utilized for action toward improving public safety in all of Denver’s neighborhoods. Specifically, assuming it is desirable to establish an ONS, one of the primary functions of this research is to examine how this office should be structured. In determining how an ONS will best function in the City of Denver, this project analyzes how existing strategies and resources can be maximized, and it explores additional mechanisms through which supports and services related to community safety can be delivered. This study investigates the feasibility of an ONS by considering multiple facets of the proposed office, including:

- how well services and supports related to public safety can be aligned and coordinated;
- how stakeholders can be structured for the delivery of public safety-related services in a way that is separate from law enforcement;
- the extent to which city agency-adjacent entities’ goals are aligned with City and community needs;
- how well City administrative support for community-led services ensure consistent grant-making and management and similarly the extent to which community access points to the City and processes for City funding and partnerships are centralized and streamlined for the community;
- the extent to which services and supports related to public safety are duplicated; and
- how effectively a process to evaluate programs and interventions can be established in light of accessibility to relevant holistic data.

Roadmap to the Report

This report is structured as follows. First, the concept of public safety is described. Following this, the report offers background and contextual information relevant to the establishment of an ONS in Denver. An analysis of other cities’ ONS is provided, followed by a literature review on forms of governance as they are meaningful to a community-driven ONS within local government and evaluation research. The methods section delves into data that were gathered and analyzed to inform the recommendations, detailing the design, procedures, people, and concepts that were examined and how the analyses were carried out. The findings section is broken down into the same main headings that were in the methods section, with each category representing different data that were analyzed. The findings describe the results of the data analysis. The recommendations are presented next, and they are written to be consistent with the scope of work. All relevant information (e.g., from the literature, data analysis, or other sources) that was considered for each recommendation is integrated into the discussion of the recommendation. After the conclusion of the report, there are appendices, each of which is identified in the text of the report, followed by endnotes that are associated with the literature review.

THE IMPORTANCE OF A MULTI-FACETED PERSPECTIVE OF PUBLIC SAFETY

To fully address public safety from a holistic perspective that is effective for all of Denver’s neighborhoods, it is necessary to include people, agencies, organizations, programs, and activities that are related to public safety using its most all-encompassing definition. There is value in operating public safety-related supports and services from an encompassing and cohesive conceptual framework, as such a structure simplifies the ability to define problems effectively, bring together stakeholders, and gather and

analyze holistic data. Safety-related outcomes (ranging from fear/perceptions of threats to damage and destruction of critical assets to violent crimes) are driven by, and associated with, a complex set of conditions. For example, communities that have a high level of vulnerability to displacement have other strains (underemployment, higher percentage of single-family homes, lower median income, higher levels of social disorganization, transportation challenges, higher risks of public health harms, etc.) The cumulative strain (allostatic load) causes more fear of crime among residents, higher levels of crime, more mental health challenges, and other adverse impacts.

Having a broad view does not mean sacrificing the ability to address narrowly defined problems within neighborhoods. In fact, defining problems associated with public safety, intentionally including values like curiosity and equity in developing questions, and brainstorming ways to address those questions will facilitate a multi-faceted approach that enables complex problems to be solved. Tackling issues of public safety, which differ over time and place, necessitates prioritizing processes that meaningfully include all relevant stakeholders and avoid common pitfalls in problem-solving, one of which is the loss of creativity resulting from conformity/fear of expressing ideas that are different or unconventional. Strategies to avoid pitfalls should be integrated into addressing public safety concerns if the City is going to approach safety from a broad, holistic lens, but with parsimonious and concrete solutions. For example, silent brainstorming and anonymous voting or commenting are ways to minimize conformity resulting from fear of informal consequences like social embarrassment. Public safety is complicated, but like a puzzle, once the pieces are gathered and organized, the space is laid out, and people invested in its completion are at the table with a plan to put it together, it may be challenging but it gets done efficiently and effectively.

BACKGROUND AND CONTEXT

Historical Racism in Denver

Although it is beyond the scope of this project to analyze historical racism in Denver, a brief summary to illustrate the pervasiveness of the problem and its lasting impact is constructive, as Denver residents face persistent structural problems that have stemmed from its history. Central to the issue of historical racism in the context of this report are questions of how institutionalized racism across cities in the United States should shape approaches to public safety. In other words, how can public safety be delivered in urban areas in ways that are sensitive to inequities of the past and responsive to the damages created by historic racism? Each city's history may yield different answers to that question. This section provides a brief overview of Denver's, not to provide a singular answer, but rather to generate thinking about the values, strategies, policies, and practices that can be used in the creation of an ONS to ensure this office breaks the cycle of historic racism.

Historical racism infiltrated all aspects of life in Denver: employment, education, housing, social life, politics, criminal justice, and infrastructure. Racial boundaries in Denver housing began in the mid-1920s when the Ku Klux Klan dominated both state and local politics. Indeed, Benjamin Stapleton, after whom the Denver neighborhood is named, became the City's Mayor because he joined the Klan, and Denver's Police Chief, William Candish, also was a member of the organization.¹ History Colorado has put together two books of Ku Klux Klan membership during the mid-1920s in the Denver area; these books show 30,000 individual entries in over 1,300 pages.¹ Appendix A contains a map of the residences of the Ku Klux Klan members. The Ku Klux Klan played a large role in defining where White and Black people were allowed to live in the City of Denver. The federal government deemed "Black

¹ These documents can be accessed from this website: <https://www.historycolorado.org/kkkledgers>.

neighborhoods” as dangerous to investment and consequently forbade banks from issuing mortgages.ⁱⁱ This practice was referred to as redlining, because maps were drawn and boundaries marked in red to delineate the neighborhoods where Black people could live.

One of these redlined neighborhoods in Denver was Five Points. One of Denver’s oldest neighborhoods, the history of Five Points is celebrated for the commitment its Black residents made to their culture. Five Points was referred to for several decades as the “Harlem of the West” because of its active jazz scene. Businesses in Five Points were successful; festivals were held; churches were active; the food was reputable; and the area drew world-renown musicians and celebrities. Five Points also was neglected by the City—for example, in the 1940s, Denver’s Water Board built new lines at the white outskirts of the City while ignoring multi-ethnic center, and many Five Points residents did not have adequate—or any—indoor plumbing.ⁱⁱⁱ According to Mile High United Way Board of Trustee members, Five Points “...was built from the ground up by people with dreams, people with heart, and people with stories to tell. These stories built an environment that makes for warm memories and unforgettable experiences with the residents of Five Points to this day.”^{iv} While the residents of Five Points are held up as a model of inspiration and resilience, the very need for their dedication came from structural and individual racism, and their lives and opportunities were impacted by racial discrimination.

In the 1940s, racially restrictive housing covenants in Denver made it impossible for non-white people in Denver to rent or own homes in many areas. The Federal Housing Authority agreed to subsidize new developments in the City on the condition that buyers would be White and resales also would go to only White buyers. These covenants were supposed to be unenforceable by states via a US Supreme Court decision in 1948², but continued to exist. Redlining legally ended in Colorado in 1959 with the State’s Fair Housing Policy and nationally in 1968 with the Federal Fair Housing Act, but not only have restorative practices not been well-utilized, zoning policies, the composition of City leadership, and community engagement have enabled its harmful effects to continue. “Neighborhood defenders”³ typically are White homeowners who, as a result of resources like time (to attend meetings, talk to City Council members, etc.), knowledge (e.g., understanding of zoning laws, knowing when and where meetings are), and materials (e.g., vehicle to drive to meetings or local government offices, computer to log onto virtual meetings, etc.), disproportionately control land use. While land use politics are complicated, zoning that nearly exclusively allows only single-family homes was a tool used by the Ku Klux Klan to force racial segregation.^v The preservation of zoning that leads to gentrification facilitates the cycle of historic racism that began in the mid-1920s. Indeed, People of Color in Denver continue to be concentrated in the poorest and most polluted parts of the City, and long-time residents are displaced from their homes when higher-priced housing is constructed. The historic Five Points neighborhood is one example of this change—apartments with luxury amenities were built, raising home prices and rent, thereby forcing long-time residents to move to impoverished areas farther away from jobs and activities around which their lives were based.^{vi} As housing costs continue to rise, the discriminatory impacts are exacerbated, and those effects are not only in housing (e.g., people spending a greater proportion of their income on rent, percent of home ownership by race, homelessness, racial segregation, ability to obtain a loan for a home, etc.), but also in education, criminal justice, health, and other institutions.

² *Shelley v. Kraemer*, 334 U.S. 1 (1948)

³ This term was coined by Katherine Levine Einstein, David M. Glick, and Maxwell B. Palmer, three political scientists from Boston University. It refers to people who oppose new development in their neighborhoods—people who often have the time and voice to effectively advocate for their cause, even though they may not represent the majority of the impacted public.

Historic racism in Denver also was prevalent in the education system. In some ways, Denver was a progressive city. When Manual Training School opened in 1894, boys and girls could attend, which was unusual for these training schools that typically only allowed boys. Manual also accepted Black students, and Denver's public education system did not operate under de jure (legal) segregation.^{vii} Manual burned down and was rebuilt in the 1950s, controversially relocated in the Five Points neighborhood. The student population became increasingly Black, reflecting the population of the neighborhood. Although there were no formal rules mandating racial segregation, students identified places in the school that were for Black kids and others that were for White kids. Over time, Manual "...became the victim of discrimination, and it was continually held back by the Denver Public School district."^{viii} Counselors recommended to Black students that they not take accelerated classes, and Black students disproportionately dropped out or were forced out of school. The legacy of institutional racism in Manual and more broadly in Denver Public Schools has continued for decades. When the graduating class of 1994 enrolled as freshmen, 115 students were Black. Only six of these students ended up graduating.^{ix}

At the same time Manual was rebuilt and became segregated, the Supreme Court in 1954 ruled in *Brown v. The Board of Education* that public schools could not legally mandate racial segregation. Because Denver did not legislate racial segregation, its public-school system operated a "dual system" of education, one for White students and one for non-white students, for two decades without legal interference. There were a number of protests in the community. Black and Chicano individuals believed that the institution of education provided the best opportunity to affect change, including discrimination in housing, employment, and other areas. Many fought for desegregation, and some participated in a law suit that the NAACP brought against the Denver Public School Board for intentionally segregating Black children. Others were not sure that desegregation was the answer, and a group of Chicano parents founded *La Escuela Tlatelolco*, which was a school that served Chicano students and focused on Mexican culture and history.^x In 1973, the Supreme Court found that the Denver School Board was guilty of operating an illegal racially segregated school system and required the Board to develop a plan to desegregate Denver Public Schools.⁴ The plan involved mandatory busing, and it was met with a lot of resistance and resulted in many white families moving to the suburbs, so their kids could attend schools that were not integrated or moving their children to private Catholic schools. In 1995, mandatory busing in Denver was stopped, and since then schools have become increasingly segregated.^{xi}

Intertwined with oppressive laws, practices, and norms in housing and education were similar racially disparate employment opportunities for White and non-white people. Major companies in the City of Denver refused to hire non-white individuals or Black people specifically, including King Soopers and the Zone Cab Company. Some protest efforts like a phone picket and boycotts were effective in getting individual companies to agree to hire non-white workers, but structural barriers remained. For example, non-white people could not acquire loans to start or support businesses, and they were systematically included from jobs, either directly because of their race/ethnicity or indirectly because they lacked the education or skills or could not travel to the job. In 1957, the State of Colorado passed a number of civil rights laws, one of which banned employment discrimination. Yet the impact of historic racism in the realm of employment also remains. Denver recently ranked sixth of cities in the United States for lowest percentage of Black-owned businesses. Out of almost 69,900 businesses, less than 1,000 (1.4%) are Black-owned.^{xii}

Institutionalized racism characterized social interactions and recreational opportunities. Movie theaters, stores, restaurants, night clubs, and taxi services all had racially motivated rules like designated

⁴ *Keyes v. School District No.1* 413 U.S. 189 (1973)

areas for Black people or they refused service to anyone who was not White. Non-white people were not allowed to walk on certain streets, so they had to walk through alleys to get to and from their homes. The City's pool had a "Blacks only" and a "Hispanics Only" day once a week. Denver's non-white populations valued local associations and community supports, and they were driven by the need to respond to systemic racism. For example, the Urban League helped Black people find employment and train for specific jobs. The Congress of Racial Equality (CORE) instructed activists on how to engage in boycotts and protests; this group helped organize a phone picket that resulted in the Zone Cab Company agreeing to hire Black employees. A church provided a place for Black people to meet, establish relationships, and learn resistance techniques.^{xiii}

In the early to middle part of the 20th Century and especially during prohibition because of the magnitude of alcohol violations, policing in America changed and became much more oriented toward social control than it had been before prohibition. Denver's Police Department also increased in size and acquired more power during this time.^{xiv} Also around this time, between 1910 and 1940, there was an influx of Mexican-born workers who moved to Denver to work in factories and sugar beet fields. These laborers formed communities along the South Platte River. They were discriminated against in employment and housing, and their presence and activities (e.g., youth congregating, the formation of gangs, etc.) were used to justify targeted police activity, which was sanctioned by laws created by wealthy White residents of Denver. For example, broad vagrancy laws were passed, which led to the excessive policing of Latino youth.^{xv} Racialized policing led to extensive distrust of the police by non-white communities, which intensified in the early 1960s when a detective uncovered a ring of burglaries resulting in the arrest of 54 officers. Decades of resentment from race-based over-policing bled into a period of civil unrest and increasing violence and crime in the 1960s and 1970s, and officers were in the thick of rage, some of which was directed at them. There were mutually antagonistic behaviors between law enforcement and social movement organizations, many of which were primarily non-white. Officers policed personal decisions like sexuality (e.g., making arrests for violating an ordinance that prohibited homosexuality) and culture, and they collected information on citizens, many of whom were non-white and not suspected of criminal involvement.^{xvi} They disproportionately targeted non-white people in some campaigns (e.g., a gang unit in the early 1990s) and were involved in unjustified fatal shootings (e.g., where the victim was mistaken for someone else, a disabled person who was unarmed, etc.) Officers also brought justice to many families, made sacrifices, risked their lives, and went above and beyond their job duties to provide for kids and families in need, but the distribution of the benefits and burdens of policing to its target populations was disproportionate and often based on race and ethnicity. The consequences of the Department's history with non-white people and communities, some of which is recent history, persist, and although Denver Police Department's existence represents security, positive sentiments, gratitude, and pride for many Denver residents, it is important to recognize that is not the case for everyone in the City.

There are numerous enduring impacts of historic racism. Although it is challenging to quantitatively tie outcomes to historic patterns that are intertwined and encompass everything from laws and policies to cultural norms to informal practices, it is undeniable that the adverse effects of more than a century of institutionalized racism remain. There have been many efforts in the City of Denver to support non-white people and communities, and extensive progress has been made in some areas. Yet it is important to recognize that generational trauma; continuing racial disparities in housing, education, employment, and other areas; and lived experiences of non-white residents of Denver play a role in how people and communities construct concepts like safety and justice. These factors also influence poor outcomes like mental health problems, exposure to environmental hazards, criminal behavior, dropping out of school, health issues, substance abuse, and low connectedness to other people and institutions. A

new ONS in the City of Denver is an opportunity for the City to be innovative in its governance structure, inclusiveness, and strategies. It constitutes an occasion for the City to create a truly collaborative part of its identity, an identity that is comprised not only of existing structures and offices within it, but also of its many residents and neighborhoods. It is a chance for the City to improve upon or even overhaul the systems that have provided generational benefits to some, while disadvantaging, harming, and even killing others on the basis of race/ethnicity.

Reimagining Policing and Public Safety Task Force

The Reimagining Policing and Public Safety Task Force was formed after a June, 2020 meeting between Mayor Hancock and members of the Greater Metro Denver Ministerial Alliance in the midst of the racial justice protests that began when George Floyd was murdered. It is comprised of numerous community-based organizations, Denver residents, youth, faith leaders, and elected officials who came together to develop recommendations for the City of Denver to improve public safety. The Task Force's report reflects the diversity of its membership. The recommendations came after consulting with activists, experts, and City officials; conducting two town hall meetings; and administering a survey. The Task Force intentionally conceived of public safety as a concept that is community-centered and acknowledges the challenges that many Denver residents, particularly non-white individuals, have faced with law enforcement. The Task Force defined public safety as “[ensuring] that all members of the community decide how to organize a social environment that provides the freedom to live and thrive with the protection and support of social, physical, mental and economic well-being. Safety is not a function of armed paramilitary forces with a proven track record of racism and violence. Public safety prevents, reduces, and heals harm.” Its work yielded 112 recommendations, which fall into one of five strategies. The five strategies as listed in the report are:

- Empower the community with resources to adequately address socioeconomic needs and provide for their own public safety (contains 35 recommendations);
- Minimize unnecessary interaction of law enforcement and the criminal legal system with the community (contains 28 recommendations);
- Support successful community reentry of formerly incarcerated people and remove systemic barriers to reintegration (contains 11 recommendations);
- Heal the community from harm created by policing and the criminal legal system (contains 9 recommendations);
- Expand the role of the community in establishing meaningful independent oversight, improving accountability, training law enforcement, and creating public safety policy (contains 29 recommendations).

The Task Force issued a Statement on Trauma in Community Conversations, which underscored the difficulty of bringing local government and especially law enforcement into Task Force spaces. There were inherent power differentials between Denver's Police Department and members of the community who served on the Task Force. Some members of the Task Force had experienced abuse at the hands of the police, making contact between the parties difficult for the Task Force. The Statement that the Task Force issued documented comments made by City officials and law enforcement that constituted revictimization for some people on the Task Force, as the remarks were dismissive and trivialized the harms that had been done. The Statement on Trauma in Community Conversations emphasized that not only did the Task Force want to develop public safety recommendations that would empower the community and enhance public safety, they also wanted to ensure its processes were healing and not trauma-inducing.

The Task Force released documents that focused on funding new models of public safety that are more community-focused and less reliant on law enforcement. The funding recommendations are contextualized in a public health framework and prioritize equity, especially in light of the disparities that COVID-19 illuminated. According to a power point presentation (“Investing in an Equitable Recovery”), the City of Denver will receive \$308 million in flexible funds as part of the American Rescue Plan (ARP) Act. The Task Force identified six priorities for \$55 million of these funds, most (\$30 million) of which was for a community-led ONS. A substantive “Roadmap for Exploring New Models of Funding Public Safety” laid out five steps, each of which had detailed strategies to accomplish it. For example, the first step was to address the question of “what services might replace law enforcement to reduce their footprint on communities?” The two strategies the Task Force detailed to address this question were to “conduct a rigorous analysis of public safety service demand” and “evaluate officer-initiated activity.” Another step was to answer the question of “what communities need more resources and what mechanisms can deliver them” by “[locating] and [creating] Public Safety Opportunity Zones.”

The Task Force’s report and additional documentation were comprehensive. A few of the recommendations were part of the impetus for the present research. It is not effective to isolate recommendations from the spirit and overarching messages of the report. The scope of work for the present study did not lend itself well to addressing a few of the Task Force recommendations in a narrow manner, and the purpose of this research extended beyond responding to the Task Force’s recommendations. Moreover, it is ineffective to carry out this research without considering other stakeholders’ thoughts on the Task Force’s recommendations, alternative suggestions related to an ONS, and possibilities to integrate Task Force recommendations with other ideas. Hence, this research took a holistic approach, completing each part of the scope of work in the most comprehensive manner possible. The fundamental values that the Task Force laid out implicitly and explicitly—community-centric, equity, diversity, inclusiveness, and trauma-sensitive—guided this research and the recommendations.

EXISTING OFFICES OF NEIGHBORHOOD SAFETY IN THE US

It is widely recognized that there are substantial risks and costs associated with dispatching police to low priority calls. Officers are stretched thin, have less resources to use for more serious crimes, fewer opportunities to engage in positive interactions with citizens, dispatch errors or other problems may result in preventable violence and fatalities, officers not having the appropriate training and skills could produce negative outcomes, and unnecessary police contact may produce negative interactions that erode trust in police. Generally, community responder models have been proposed as a way to manage these lower level calls. These models entail having a branch of civilian first responders for lower level incidents that do not require police presence. Research has shown that community responders could handle between 20 and 40 percent of 911 calls.^{xvii} Cities like Eugene, Oregon; Rochester, New York; and Denver have established programs that reduce the use of law enforcement. The efforts seem to be successful but, for some, they have not gone far enough to address public safety concerns.

The Vera Institute has developed a Redefining Public Safety Initiative that advocates for different approaches to public safety that will minimize racial injustices by utilizing alternative crisis response mechanisms and relying less on law enforcement responses. The Institute makes use of research and expertise to work with cities to accomplish this initiative. Specifically, it supports expanding civilian responses to low-level 911 calls, building and strengthening government entities that are devoted to community safety, and establishing a foundation for cities to collaborate on a non-punitive “public safety ecosystem” that incorporates accountability to communities.^{xviii} The Vera Institute collaborated with the Denver Task Force on Reimagining Policing and Public Safety, and it likely worked with other cities that created ONSs in an effort to have a “non-punitive public safety ecosystem.”

About 20 cities have gone beyond single 911 alternative response programs and created an ONS or similar entity within their local government structure. Most of these offices focus on violence prevention, prioritize community engagement, and partner with agencies within the City outside the one that houses the ONS. Richmond, California established the first ONS in the United States. Its office focuses on gun violence prevention through service referrals, violence interruption, street outreach, and mediation. Its 2020 report stated that 28 firearm incidents that would have resulted in injury or death were prevented.^{xix} Richmond's ONS is a stand-alone entity in its City government. New York created an ONS, which like Richmond's, focuses on reducing violent crime. It is structured as its own office, too, and houses three initiatives: The Mayor's Action Plan for Neighborhood Safety (violent crime prevention in 15 housing areas that are responsible for 20 percent of violent crime), the Office to Prevent Gun Violence, and Atlas (reducing cycles of violence through community-based healing services). Rochester's ONS also has a mission to eliminate violence, as do the ONSs in other cities. Some cities focus primarily on violence, while others include violence prevention and intervention in their mission and activities but also engage in supports, services, and programming related to other safety priorities.

The overwhelming majority of ONSs that have been established identify community involvement as a priority. For example, Baltimore's Mayor's Office of Neighborhood Safety and Engagement (MONSE) states that it is "dedicated to the co-production of public safety in all of Baltimore's neighborhoods..."^{xx} Los Angeles makes a similar reference to co-creating public safety, stating that the Mayor works closely with City Council, the Police Commission, LAPD, and residents to co-create a new vision for public safety through reimagining, reform, and relationships. Miami-Dade's ONS's mantra is "nothing about you without you," and its mission is "to advance community-driven solutions to build safe and prosperous neighborhoods."^{xxi} Community involvement also is apparent in the programs, services, and supports that cities are making available to community-based organizations and residents.

Many ONSs have been established as stand-alone offices within local governments. At least a handful of them have begun in the City's Mayor's Office, and some remain in Mayoral offices. For example, St. Paul's ONS was created in 2022 as an expansion of the Mayor's Community-First Public Safety Framework. Columbus's Comprehensive Neighborhood Safety Strategy is housed in its Mayor's Office and encompasses numerous programs and services, including My Brother's Keeper, nuisance abatement, Legacy U (preparing student athletes for college and beyond), violence intervention program, a Violent Crime Review Group (gathers data from multiple departments within the City to increase communication that facilitates neighborhood-specific strategies to reduce violence), a Parent Enrichment Program (classes and resources for families who have at-risk children), ReRoute (micro interventions like grief counseling and wrap-around services to address food insecurity and housing inequality), Police Athletic League, Police Chaplains Program, a Rapid Response Emergency Addiction Crisis Team, and many others. Baltimore's MONSE was created and still exists within its Mayor's Office. Like Columbus's ONS, MONSE has a large number of programs and services within it, including Finance, Victim Services (intimate partner violence, anti-human trafficking, and sexual assault response), Policy and Research (Criminal Justice Coordinating Council, Public Safety Advisory Commission, and Violence Prevention Task Force), and Gun Violence Prevention (Safe Streets, Group Violence Reduction Strategy, and Community Violence Intervention). Los Angeles's Mayor's Office of Public Safety also includes many efforts related to neighborhood safety: reimagining policing, getting guns off the street, earthquake ready, helping neighbors in crisis, implementing reform, increasing transparency, expanding community safety partnership, and others. Regardless of how cities structure their ONSs, virtually all of these offices have relationships with their police departments. Some have integrated police reform into the function of the ONS; some have brought in law enforcement-based programs and services; and some have made explicit references to collaborating with law enforcement on ONS agendas and programming.

Most of the ONSs or similar entities that have been created have been established in the recent past. There are some empirical analyses, but not a lot. Six jurisdictions have published information related to the implementation of their offices, and six have documented assessments of their effectiveness. Five of the six jurisdictions are the same—i.e., they have evidence of both implementation and outcomes effectiveness: Olympia, Baltimore, Los Angeles, Richmond, and Washington D.C. Miami-Dade has information on the implementation of its office but not outcomes effectiveness, and New York City has research on its effectiveness but not the implementation.

All of the information related to the implementation of responsibilities within an ONS or similar entity suggested that these offices are able to carry out the duties that fall within their scope. Although it is impossible to interpret the numbers without context, the evidence suggests that ONSs are able to undertake a variety of responsibilities that are centralized within them. Findings related to the implementation of ONS or similar entities include:

- Olympia’s Crisis Response unit handled 2,450 call responses in 2021.
- Olympia’s Familiar Faces Peer Navigation Program served 60 people in 2021.
- Olympia’s Community Court provided 300 links to social services; it had 71 participants in 202 and 27 graduates.
- Baltimore’s MONSE conducted a child fatality review. It also funded harm reduction advocacy organizations.
- Los Angeles’s Gang Reduction Youth Development Office has 30 community-based contracted agencies.
- Since September 2021, Miami-Dade’s ONS has met with over 40 local and national advocacy groups that are providing prevention, intervention, and re-entry services.
- Richmond, CA published a 2015 process evaluation report that reported low turnover among ONS staff.
- Richmond’s ONS also published a report in 2020 that documented 4,443 street outreach and fellow contacts, 7,917 hours of engagement, 248 service referrals, 88 community conflicts that were mediated that could have escalated into gun violence, and 27 shootings that were responded to where the ONS helped prevent retaliatory violence. In an ONS Safety Fellows Program, 78% of the fellows received counseling, and 82% had life coaching.
- In Washington D.C. in 2021, violence interrupters provided interventions to 99 high-risk residents.

The locations that have made available their assessment data have reported positive/effective outcomes. Specifically:

- In Olympia, 82% of graduates of the Community Court have not been convicted of a new crime through 2021.
- Within Baltimore’s ONSE, a gun violence reduction strategy (GVRS) was created in partnership with the Baltimore Police Department. At the end of June 2021, the number of non-fatal shootings dropped by 29%, and the number of homicides fell by 40% (while in non-GVRS areas, they increased—and the increase was not the result of a displacement effect).
- In Los Angeles, the Gang Reduction Youth Development Office, which was established in 2007 and recently moved to the MOPS when MOPS was created, was responsible for a reduction of 15% to 30% of risk factors, including: negative peer influence, anti-social tendencies, critical/adverse life events, weak parental supervision, peer delinquency, impulsive risk taking, and guilt neutralization techniques.

- In New York City, the ONS houses a Mayor’s Action Plan for Public Safety (MAP). Evaluation researchers at John Jay University found that in MAP communities, there was a 7.5% drop in major felonies (compared to 3.8% in non-MAP areas). Also, there was a 14% drop in person-related misdemeanors and a 10% decline in criminal complaints of major crimes (compared to a slight increase in these complaints in non-MAP communities). These researchers also found steeper declines in gun violence in CURE Violence sites than in other areas.
- A 2020 report published by the City of Richmond found that ONS programs and activities prevented 28 firearm incidents, saved between \$12.2 and \$28 million from gun violence interruptions, and interrupted 28 imminent gun violence conflicts. Richmond ONS’s Safety Fellows Program resulted in no lives lost to gun violence, 96% having no new firearms injuries, and 89% not being a suspect in a new firearm-related crime.
- Washington D.C.’s early data on its ONSE indicated that violence intervention efforts are working. In ONSE-priority communities, there have been reductions in violent crimes, gun crimes, shootings, and shooting victims. (In 2020, there were increases in these incidents, but the increases were consistent with a larger nationwide trend.) Subsequently, Washington D.C. is starting to see signs of sustained declines in shootings in some ONSE priority communities.
- D.C.’s ONSE’s violence interrupters helped numerous high-risk community members address their urgent needs. Indeed, 313 outcomes were accomplished across various categories—31 people obtained identification; 19 improved their housing stability; 35 secured permanent employment; and 21 enrolled in a workforce development program. In 2021, the ONSE in Washington D.C. successfully negotiated one mediation and seven ceasefires.

Summarily, virtually every ONS or similar office described community engagement as a fundamental dimension of its establishment and work. A few offices explicitly identified community involvement as an independent stage in their development. The focus areas of ONSs varied. Some took a holistic approach to public safety and included areas like housing and transportation, while others concentrated on violence reduction. Notably, the ONSs that primarily addressed violence were clear that they took a root causes approach (which involved other entities like housing). ONSs in the US largely structured their offices by centralizing existing services and creating new programs, activities, and initiatives where gaps existed. They seem to be able to implement their programs, activities, and other functions successfully, and available information on outcomes assessment suggest that they are effective and should be expanded. Finally, many cities partnered with institutions of higher education to carry out research on process and outcomes evaluations.

LITERATURE REVIEW

Safety, in its broadest form, is forged through positive feedback loops where community members feel connected, reassured, known, and able to pursue activities beyond their homes. In order to support safety, and the activities that reinforce feelings of security, governments and public officials are tasked with utilizing shared resources. In much academic literature, these public institutions and the programs they deliver are referred to as governance. A good starting place from which to understand the rationale for utilizing various governance structures to drive decision-making and service delivery is to acknowledge that local government has a responsibility to engage community members in an inclusive and equitable way.

Modes of Governance/Stakeholder Structures

It is important to look at the literature on modes of governance and stakeholder structures, because there are many possibilities when it comes to creating or realigning governmental entities, all of

which have benefits and drawbacks. Put simply, governance involves the structure and interactions within and between individuals and institutions through laws and regulations, processes, and behaviors.^{xxii} While policies and practices vary widely, there are three modes of governance: hierarchical, self-governance, and co-governance.^{xxiii} This review focuses on hierarchical and co-governance. Many places have a hierarchical structure within which co-governance arrangements exist. For example, public universities have a hierarchical component where administrators make policy and are responsible for managing certain aspects of employees' work (e.g., evaluations, job performance), but there are also flat (non-hierarchical) structures built into certain types of decision-making (e.g., committee decisions and faculty governance over curricular changes). Blending governance structures has benefits and arguably is necessary for effective communication and service delivery. Each governance structure and blended approaches within any one approach has challenges (e.g., how to facilitate communication, using different approaches in the appropriate context, implementing a blended or different governance strategy than the one that is institutionalized, etc.) This section focuses on hierarchical and co-governance and looks at the benefits and drawbacks of each. The implications of blending approaches are not trivial.

Hierarchical Governance

Hierarchical governance reflects a vertical structure where the state uses formal authority to employ rules, standards of conduct, and requirements on other people and entities to accomplish collective goals. In addition to formal authority, state actors have other sources of power and resources (that are not available to non-state actors) at their disposal to govern.^{xxiv} One advantage of hierarchical governance is that it furthers a strong, well-organized bureaucracy that contributes to decisive and stable coordination efforts. Uncertainty between jurisdictions is limited, as agreements tend to be restrictive.^{xxv} Places with a hierarchical government contain organizations and agencies that often are driven by requirements for work in a single area, ensuring compliance with identifiable processes and outcomes. Vertical governance structures within democracies provide opportunities for public participation through voting, public hearings, and other mechanisms. Several states have taken steps to enhance public participation through voting, including automatically registering eligible voters, lowering the voting age to 16, and allowing convicted felons to vote.

Hierarchical governance has many weaknesses. Rigid structures may limit interactions between important stakeholders and constrain the ability for government to adapt to local context.^{xxvi} There also are barriers with respect to delivery and spending. A singular focus may be desirable at times, but also can hinder progress on more complex issues. Moreover, having a hierarchical structure often means that compliance drives decision-making and is given precedence over local priorities.^{xxvii} While a well-defined vertical structure provides organization, clarity, and opportunities for representation of the target populations of governmental policies and practices, it presents inherent challenges related to effective networking, meaningful community engagement (as the mechanisms of participation in a representative democracy are not entirely inclusive), and change that is tailored to local needs. Alternative governance structures that involve a collaborative arrangement overcome many of these weaknesses.

Co-Governance

Co-governance, as a whole, involves a joint development of different entities where at least one of the parts is governmental.^{xxviii} Importantly, Somerville and Haines (2008) pointed out that more community engagement and government-community alignment are necessary, but not sufficient for co-governance. Collaborative governance requires giving communities power, establishing democracies at the neighborhood level, and developing truly equal partnerships between government and community, not relationships where the government remains the dominant power.^{xxix} Increasing capacity at a lower scale

is a fundamental strategy for achieving co-governance, and an important part of that capacity is leadership.^{xxx}

Formalized relationships between government and community partners who collaboratively define a problem and create outcome goals can overcome some of the weaknesses of hierarchical governance related to meaningful community engagement and not being responsive to local needs. Another advantage of horizontal relationships is that both the costs and benefits of partnerships are distributed equitably throughout the collaboration (process and entities). Co-governance strategies also tend to do a better job of establishing mutual trust between stakeholders than hierarchical arrangements, particularly when an important stakeholder like communities feels like they are passive entities having policies enacted on them, rather than active agents collaborating on relevant issues.^{xxxii} Collaborative governance has been associated with increased engagement and participation and better quality of public services, likely because processes are defined by the direct involvement of citizens, which encompasses a shared moral and practical investment in the work and outcomes.^{xxxiii} Beyond inclusiveness; shared power in decision-making; and collaboration on agenda-setting, service delivery, and outcomes, it is necessary to emphasize that the provision of public services in co-production governance involves long-term, institutionalized relationships between government agencies and communities. As well, it is imperative to recognize that providing public services in co-production governance arrangements has legal and regulatory boundaries around it. Relationships between government entities and communities may be centered around a specific action, issue, or policy if it is beneficial to avoid massive participatory mechanisms.^{xxxiii}

Co-governance structures have many challenges. Partnerships may be encumbered by issues of leadership, ownership of place or issue, and inclusion of all relevant stakeholders.^{xxxiv} Ambivalence among co-producers, as well as conflicting values and goals also can present obstacles to effective co-governance.^{xxxv} Notably, multi-sectoral arrangements may be particularly dependent on the actors involved and contextual factors, as boundaries between traditional roles and responsibilities within governmental agencies may be blurred with this co-governance structure.^{xxxvi} Other difficulties that have been identified include low participation among citizens, involving stakeholders too late, not sharing process details, and reproducing biases.^{xxxvii}

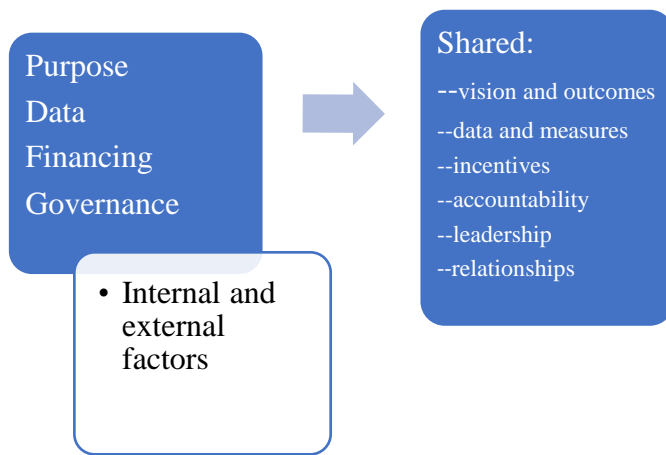
Blended Governance Approaches and Stakeholder Alignment

Loeffler and Timm-Arnold (2020) asserted that co-production governance strategies may be able to be implemented in settings that utilize other forms of governance (e.g., having citizens' councils to strengthen legitimacy of local government decisions and improve efficiency of certain public services through citizen involvement).^{xxxviii} Specifically, they stated that different modes of governance can be applied to different services. Also, within co-governance, different levels of citizen engagement may be employed, depending on the stage and purpose. For example, in some stages, involvement of resident neighborhood organizations may make the most sense, while at other stages (e.g., co-delivery involving a variety of initiatives), it may be beneficial to include volunteers.^{xxxix} These authors spoke specifically about co-production in public safety and made a few crucial points. First, co-production is not possible when it comes to situations of avoiding imminent danger, as that responsibility lies exclusively with the police. Second, co-production in public safety is controversial, as governance around public safety historically has been hierarchical. With that said, the engagement of community in different capacities can play a critical role in the delivery of certain types of public safety services, particularly prevention.^{xl}

Cross-sector alignment refers to aligning systems and sectors to achieve collaborative goals in a way that is sustainable. Alignment and change should be driven by the voices of the community to ensure the people being served are receiving what they need and that the processes are responsive to their

needs.^{xlii} There is substantial literature on cross-sector alignment that does not impose specific governance arrangements, although a certain level of co-governance is implied given the priority of community involvement. Four core components of cross-sector alignment include: purpose, data, financing, and governance.^{xliii} The purpose of cross-sector alignment is the focus of the effort, informed by and encouraging of the voices of the community. Data should be meaningful (and as such, defined by all stakeholders) and shared; it should facilitate the coordination of activities and evaluation of progress. Long-term financing should be integrated into cross-sector alignment efforts, and the financing should support collaborations. The governance structures utilized should be robust and include local voices. Figure 1 provides an illustration of the core components of cross-sector alignment as they relate to one another and positive outcomes.^{xliiii}

Figure 1. Cross-Sector Alignment Theory of Change (adapted from Landers et al., 2020)



Notably, each core function can operate at the individual, organizational, or system level and at all levels should be propelled by community participation. As well, the effectiveness of cross-sectoral alignment is affected by factors, such as trust, accountability, the availability of evidence to drive change, and engagement.^{xliv}

Effective community involvement in government can contribute to more better outcomes of health and well-being.^{xlv} Four core functions of local government lend themselves well to strategies could be employed to facilitate community participation: budgeting, local legislation/policy-making, planning, and voting.^{xlvi} Community participation includes giving priority to the leadership, direct involvement, and feedback from residents. It means recognizing lived experience as expertise and that ongoing participatory processes are necessary for sustainable change.

Budgeting

The budget of a local government is substantive and reflects the vision and priorities through projects that will be implemented. It is relevant to public safety in that most of some cities' budgets are allocated to public safety, leaving less money for other needs like housing stability and public health. For example, Denver apportioned 39 percent of its 2022 budget to public safety, while the next highest allocation was ten percent for transportation and infrastructure.^{xlvii} The high percentage of budgets going to public safety speak to the importance that City officials and the constituents who elect them place on

safety. It also is indicative of a siloed approach to safety in that root causes and correlates to safety problems like crime (e.g., affordable housing, mental health, substance misuse, employment, family structure, etc.) receive far less funding.

Public participation in budgetary decisions often is limited to hearings, but even public hearings do not promote true dialogue, as participants receive a limited amount of time to speak. This format of participation may leave many people feeling dissatisfied, and it may cause or perpetuate mistrust of government by giving people the impression that budgetary decisions already have been made and that the public hearings are conducted to fulfill a legal requirement, not as an authentic mechanism to receive and use input. Attendance at public hearings often is low, and attendees typically are white and affluent.^{xlviii} One way to more meaningfully include the public in budgetary decision-making within local government is participatory budgeting strategies. Generally, these approaches allow the community to decide how to spend part of a local government.^{xlix} More specifically, strategies include community grants where residents vote on which community project should receive grant money or pooled budgets where money is pooled from a range of providers and designated for a specific area and residents are involved in allocating that money (e.g., to an agency or service).¹

DENVER HOUSING AUTHORITY'S EXPERIENCE WITH HOPE VI HAS BEEN IDENTIFIED AS A MODEL FOR EFFECTIVE COMMUNITY PARTICIPATION WITHIN THE PLANNING FUNCTION. SPECIFICALLY, A SURVEY WAS ADMINISTERED AND, MORE IMPOTANTLY, INFORMAL OUTREACH WAS UNDERTAKEN IN THE FORM OF A POP-UP LEMONADE STAND DURING THE SUMMER. DENVER HOUSING AUTHORITY ALSO HELD MEETINGS DURING WHICH CHILDCARE WAS PROVIDED—A WAY TO ACKNOWLEDGE AND ACCOMMODATE A BARRIER TO PUBLIC ENGAGEMENT.

Local legislation/policy-making

The second core function of local government that is amenable to public participation is policy-making and local legislation. Policy and legislation play a large role in who has access to the benefits (or who is forced to receive the burdens) associated with health and well-being. Typically, local laws related to legislative procedures require legislators to inform or consult with the public about decisions, thereby giving citizens virtually no ownership over decisions that impact them. Local laws also, at times, ignore the needs of people who experience inequities. Recommendations for civic engagement in this space include both online (e.g., online neighborhood forums) and face-to-face (e.g., deliberative dialogue meetings) mechanisms. Individuals employed in local government can establish programs where they can partner with community, using public deliberation, to impact policy decisions. Deliberative dialogue should be intentional about seeking out voices of individuals from groups that are marginalized.ⁱⁱ

Planning

Planning (policies, strategies, and actions to meet goals) within local government should reflect community needs and concerns. Too often, public participation is in the form of public hearings, which occur late in the process. Local government moving forward and then asking for community input is problematic for several reasons. First, apprehension and opposition build among residents without the ability to be heard or have their concerns addressed. Second, by the time people raise issues, it may be too late to address the issues effectively. Third, a public hearing (or other participatory mechanism) late in a planning process signals to the community that their participation is not meaningful, but rather being done

to check a box or meet a requirement.^{lii} Denver Housing Authority’s experience with HOPE VI has been identified as a model for effective community participation within the planning function. Specifically, a survey was administered and, more importantly, informal outreach was undertaken in the form of a pop-up lemonade stand during the summer. Denver Housing Authority also held meetings during which childcare was provided—a way to acknowledge and accommodate a barrier to public engagement. After resident engagement, Denver Housing Authority followed through on its meaningful engagement by responding to the health needs of the community.^{liii}

Voting

Voting is an institutionalized participatory mechanism where people elect leaders whose values and priorities are consistent with their own; however, the benefits of voting as a means of participating in government are not as straightforward as they seem. Local elections tend to have low voter participation, and people who do vote tend to be white and relatively wealthy. While pro-voter policies that address barriers to this form of public participation are desirable (e.g., allowing non-citizens and people convicted of a felony to vote in local elections, lowering the voting age to 16, etc.), it arguably is as or more important to create governance structures and participation opportunities that are more direct and specific to the issues relevant to communities.

It is quite possible to have co-governance structures that involve horizontal relationships between local government entities and communities within a more centralized, hierarchical structure. Indeed, there are certain settings and issues that warrant these arrangements, as inclusive, meaningful public participation and equal power among stakeholders are fundamental to improving outcomes. Some areas lend themselves better to collaborative governance than others, and public safety is an area that traditionally has operated hierarchically. The challenge of change, along with additional barriers related to locally-specific contexts (e.g., trust, opportunity, ambivalence, etc.) do not justify abandoning the effort. The potential for true collaborative partnerships from agenda setting to issue defining to service delivery to evaluation is immense and can be designed well within a hierarchical setting.

Resources

Co-governance arrangements depend on many factors and result in varying outcomes, both of which are inextricably tied to resources. There are many types of resources, all of which are important:

- Some resources are physical and include things like computers and meeting space (e.g., public libraries).^{liv} Physical resources are considered “starting conditions,” necessary in the beginning stages of partnerships.
- Grants and financial resources are integral to local government-community partnerships. Grants signal to communities that local government entities value and are willing to support their work. They also can be a mechanism of participatory governance (having communities vote on the best project to receive a grant). Monetary compensation or rewards-in-kind can be an impetus for participation.^{lv}
- Another resource required in the early stages of collaborations is social capital. Social capital involves relationships in an area where people live, work, and recreate. While partnerships can create, mobilize, and enhance social capital, social capital also increases the likelihood of successful co-governance strategies.^{lvi}

Social capital can take the form of any network of relationships, but for it to be of value as a resource, there must be relational reciprocity and a distribution of trust within the network.^{lvii} More specifically, it can include facilitators who connect early initiators to relevant individual and organizational stakeholders.^{lviii} It also can include partnerships, some of which already exist between local

governmental agencies, between local governmental entities and service providers, or between local governmental entities and community-based organizations or residents. These partnerships, when working together to intervene in a problem, have boasted effective outcomes, one of which is breaking down traditional silos and improving local government-citizen relationships.^{lix} Volunteers are a very important form of social capital for local governments. Indeed, they offer value-based action, authentic engagement, community-building, and competence. They are not encumbered by work schedules or administrative requirements.^{lx} As well, volunteers provide high levels of service provision, cost savings, and valuable relationships, including the advancement of partnerships within the community. More indirectly, they free up paid employees to devote more time to core activities, which is associated with expanding agency capacity.^{lxi} Volunteers are not costless, as there are some barriers associated with their use (e.g., high turnover, unreliability, lack of skills and experience), but they are a valuable resource in local governments that could play a fundamental role in collaborative governance.

Intangible resources also are necessary for co-governance arrangements to be effective. People need access to participatory engagement strategies. Access involves transportation, barrier-free facilities, and time. Time determines whether people participate, as well as how and when they engage.^{lxii} Skills also may be valuable in community-local government partnerships. Specialized investments, training, and targeted education programs all may facilitate specific skills to the partnerships in the co-governance arrangement.^{lxiii} In many communities, intangible resources may be the most critical determinants of participation and progress.

Put briefly, there are a number of resources that have been identified as necessary to improve safety. Community expertise and trust are fundamental in identifying local problems, sharing information with law enforcement and other agencies, and engaging in prevention and intervention strategies (e.g., violence interruption for areas that have a gang problem).^{lxiv} More broadly, human resources take many forms, all of which contribute to improvements in safety outcomes: community developers, school officials, police officers, evaluators, community-based organizations. The more networked a community is, the better able it is to work together to address root causes of violence, crime, and other safety problems. Also, beyond the presence of human resources, it is necessary to use them effectively. For example, rather than just having meetings about a public safety problem, relevant stakeholders should organize other gatherings to send a message that a project or activity will get things done, to raise awareness about a new program, etc.^{lxv} The other primary resource that is associated with beneficial public safety outcomes is financial capital. Funding that is invested in grants allow for stakeholders to work on specific problems; budgetary investments in public safety-related agencies and initiatives, particularly when they include correlates and root causes of poor outcomes, allow for experts to be developed and involved in working with others on community safety-enhancing initiatives.

Local governments are increasingly recognizing the value of meaningful community collaborations that involve empowering communities to develop the capacity to thrive, providing communities with opportunities for inclusive engagement in their government, and partnering to work on community-defined issues in ways that make sense in a local context to produce mutually desirable outcomes. These collaborations, by nature, involve changing part of the traditionally hierarchical nature of government. Yet these changes should be made carefully and in ways that address barriers. They also should account for the assets that each partner brings to the table, as resource allocation is a driver of process and outcome effectiveness, as well as a result of co-governance strategies and activities.

Evaluating Programs and Interventions

Evaluation is the way findings of a review or assessment affect the program or intervention being examined, as well as the organization or agency where the program or intervention is located.^{lxvi} An

intervention can be activities, strategies, programs, or a combination of any of those things that is put into place to improve, maintain, or in some way modify one or more outcomes.^{lxxvii} The impact, or change, resulting from an intervention can be positive or negative, intended or unintended, direct or indirect.^{lxxviii}

Evaluations serve multiple purposes:

- They may determine the extent to which a problem exists and whether the theories behind factors influencing the problem justify the creation or continuation of a specific intervention;
- They may monitor an intervention to ensure it is being implemented with fidelity and meeting process-related goals; or
- They may investigate the outputs and/or outcomes of an intervention.

Getting good buy-in on the types of evaluations that will occur and how they will take place, as well as on details about what data need to be provided and shared, often is a key starting point for co-governance. The importance of including the audience cannot be understated. If it makes sense to do so, the audience should be included in various stages of the evaluation (e.g., deciding what to measure and how, participating in the research itself, etc.) If the audience is not among the target respondents for observation, interviews, or surveys, evaluators still should consult with them, as more collaboration during the planning stages of an evaluation is associated with a higher likelihood of the findings being used.^{lxxix}

While people tend to make a one-to-one association that an evaluation should lead to a specific decision about an intervention, that may not be the case. Evaluations may be conducted on an ongoing basis, and multiple evaluations may be used to inform program or policy changes.^{lxxx} As well, evaluations may be employed for instrumental purposes (making changes), but they also could be used for enlightenment, the latter of which has become increasingly acceptable. Enlightenment refers to a conceptual use of the findings that influences the thinking of the client. It benefits the audience by helping them better understand the intervention, consider their priorities, think about ideas for the future, persuade other stakeholders, etc. Enlightenment may be the end point or it could be a stage of a process leading to additional uses of the evaluation findings.^{lxxxi}

Most evaluations are either for the purpose of assessing or monitoring implementation of an intervention or evaluating outputs and outcomes of an intervention. Monitoring or process evaluations became more widespread with the emergence of performance-based management as a means of quality assurance.^{lxxxii} Traditionally, these evaluations have underscored the importance of quantitative, measurable indicators of effectiveness. There are a few approaches to how a process evaluation could be carried out:

- Selecting a component of an intervention to assess both in terms of its own goals and what it has provided to the goal(s) of the program;
- Evaluating all aspects of an intervention on a regular basis; and
- Assessing an intervention systematically that has many different sites.^{lxxxiii}

Impact evaluations should start with questions formed from a solid understanding of the theoretical foundations behind the intervention, the details of the implementation including the challenges, and the data that are accessible and what their weaknesses are.^{lxxxiv} These evaluations can utilize an experimental or quasi-experimental (e.g., observational) research design, and the benefits and disadvantages of design choices should be well-understood and communicated, as should any threats to the validity of the findings (factors that may lead to a result that is not legitimate).^{lxxxv} Impact evaluations may look at outputs (concrete results of an intervention, usually short-term) or outcomes (longer-term

effects on target audiences). They should be responsive to multiple stakeholders. Some have argued that impact evaluations can be carried out by someone involved in the organization housing the intervention, pointing out the benefit of having that evaluator be familiar with the details of the problem that the intervention was created to solve, as well as the intervention itself.^{lxxvi} Whether an evaluator is internal or independent from the organization, it may be useful to carry out evaluations in parts, disseminating results as each part is carried out and using feedback from stakeholders to inform the next phase(s) of the evaluation. Shorter serial reports may be easier for the audience to digest, making the recommendations more likely to be implemented. The drawback of this approach is that the most important findings likely will not emerge until the end and the smaller reports may lack cohesion where an evaluation carried out at one time with a single report disseminated at the end facilitates a smoother process and possibly a better-quality end product.^{lxxvii}

Regardless of the type of evaluation being conducted, accountability is a key issue and one that requires additional communication in co-governance arrangements. Ultimately, the responsibility usually lies with the lead agency or organization, but details of how various responsibilities are allocated should be documented. Put simply, having clear agreement at the outset of how programs or interventions will be evaluated matters. Process evaluations often constitute a form of accountability, themselves, as they are designed to illustrate that an intervention is meeting target goals and providing tangible outputs (value) with the resources invested in it.^{lxxviii} However accountability is undertaken in an evaluation, the value of fairness is important—people should only be accountable for actions within his/her control, and whatever consequences are identified in the case of poor results should be proportionate to the expectation that was violated.^{lxxix}

One other key issue in evaluation research is measurement. Identifying and collecting data on performance and outcome measures requires several steps:

- Stakeholders need to agree on what the objectives are and the strategies to accomplish them;
- Concepts should be defined for different outputs and outcomes
- Data sources must be identified and, if necessary, created in a transparent, systematic manner;
- Data should be gathered, aggregated, and reported in user-friendly formats;
- Data need to be utilized by stakeholders in assessments for the purpose of assessing and improving; and
- Data quality should be ensured throughout the entire process from collection to final dissemination.^{lxxx}

In co-governance structures, shared measurement is a desirable approach in evaluations. Shared measurement involves the co-creation of measurable goals that reflect joint priorities among all stakeholders.^{lxxxi} This process entails:

- Defining the concepts to be measured and how to measure them; detailing data collection procedures (where, when, from whom); and documenting why each measure is important;
- Selecting specific operationalizations, data sources, and methods (e.g., whether to combine measures, create a scale, etc.)
- Being intentional about ensuring that measurement is used to support cross-sector alignment; and
- Understanding and communicating what measurement means in the context of the history of the community; this communication should include communities' experiences, voices, and stories.^{lxxxii}

Shared measurement is an equitable evaluation strategy and one that has the power to affect change. It is a means to transfer power to communities by:

- Defining goals collaboratively;
- Monitoring progress toward goal achievement and assessing effectiveness along the way;
- Securing buy-in and trust among community members and other stakeholders who are invested in the well-being of communities; and
- Establishing benchmarks for responsibility and collaborative learning to minimize harm (the accountability is to address root causes of inequities and repair harm).^{lxxxiii}

Conclusion

Governance structures are hugely important to the delivery of services. They are determined by and have implications on policies, laws, practices, and obligations government has to its citizens. Public safety is one such obligation and because of its blurry definitional boundaries, historical context, large-scale changes, and other factors, governance structures related to the delivery of safety-related services and supports are especially difficult and politically sensitive. Co-governance is ideal in many ways, especially in that it involves both governmental agencies and communities in decision-making. Yet its implementation is not straightforward. The literature identified many blended governance approaches and several participatory mechanisms for community involvement, and it pointed out the particular difficulties of applying them to public safety branches of local government. The literature also illuminated the important role of resources in determining outcomes. Co-governance generates a responsibility to ensure meaningful community involvement in all areas within that structure. Indeed, when programs, policies, or interventions are designed, implemented, and evaluated, community collaboration is necessary. Evaluation literature speaks directly to that point with research on the role of audience/community inclusion in the evaluation process and especially the concept of shared measurement.

METHODOLOGY

Several sources of data were analyzed to complete the scope of work and inform the findings and recommendations on the feasibility of establishing an ONS in the City of Denver. Specifically, Denver Police Department non-emergency line data were examined to look at the types of calls for service residents made and the extent to which needs that prompted these calls could be addressed by an ONS. Crime data were analyzed to better understand the substantive public safety risks related to criminal behavior (violent, property, and DUI/narcotics offenses) and how ONS resources could be allocated to crime prevention and intervention strategies. Crime data analysis also may be useful in understanding residents' perceptions of fear of crime, although its utility in this capacity is limited, as crime data were available for the City of Denver as a whole, not for each neighborhood, business, street intersection, or other more locally meaningful units. A community Registered Neighborhood Organization (RNO) survey was administered to gain a preliminary understanding of residents' perceptions of public safety and a prospective ONS. Finally, interviews of individuals from various departments and agencies within the City of Denver, as well as from a few other relevant stakeholders directly related to the establishment of an ONS, were conducted. These interviews were paramount to appreciating how to create an ONS: potential structures that could work, strategies to identify and engage stakeholders, challenges that would need to be addressed, potential purposes and goals an ONS could undertake, resources available, and other relevant issues.

Denver Police Department Non-Emergency Line Data

Denver’s Department of Safety houses 911 calls for service, within which a Denver Police Department non-emergency line was created. Data on call categories taken by employees who manage this line were available from March when call-taking at this number began through September, 2022. Although data were available in March, the numbers were very low (1 or 2 total calls), and 12 of the 18 categories did not have call data; it likely is the case that data were not accurate in this month, as it was the first month this non-emergency line was operational. The analysis included call categories from April through September, 2022. April also had seven categories of missing data, but the categories with numbers seemed accurate (possibly low, but not so low that the numbers were invalid). Because the analysis focuses on total calls in the six-month time period, April numbers are included. A City official provided data on an Excel spreadsheet at the end of September following a meeting and e-mail correspondence where this person explained the data, the categories, and how various calls were handled. Table 1 provides a list of the 18 call types. The “NECT Keep” category reflects calls that the call-taker was able to resolve without transferring or referring the caller or the service to 911 or another City agency (e.g., provide the caller with information).

Table 1. Denver Police Department Non-Emergency Line Call Types

Call Type
Auto Theft/Auto Theft Recovery
Burglary
Caller Complaints
Car Alarm
Check Hazard
Criminal Mischief
Dispatch Information
Emergency
Encampment
Extra Patrol
Fireworks
NECT Keep
Noise Complaint
Reckless Driver
Theft from a Motor Vehicle/Theft
Traffic Accidents
Transfers
Welfare Check

Crime Data

Crime data were based on the Summary Reporting System (SRS), housed in the Department of Justice (DOJ) within the Federal Bureau of Investigation (FBI); these data are available on the website <https://coloradocrimestats.state.co.us/tops>. The SRS is part of the more well-known Uniform Crime Report (UCR) system, which has been in place since 1929 to gather data on major crimes reported to law enforcement throughout the United States. Participation in the UCR is voluntary, although most law enforcement agencies participate. The State of Colorado (through the Colorado Bureau of Investigation) gathers crime data from law enforcement agencies throughout the state and submits the data to the FBI. Murder and non-negligent homicides go through a different submission process, the Supplemental Homicide Reports (SHR); data are available on the same website as other crimes. The SRS was sunset in

2021, and jurisdictions currently report through the National Incident Based Reporting System (NIBRS). NIBRS has been in existence since 1994 and was created to provide more detail on crimes above and beyond count data, which is what was gathered in the UCR reporting system prior to the establishment of NIBRS (with the exception of murders, which had more detailed data in the SHR). Crime data in this analysis reflect only crimes that were reported to law enforcement, so they are an indicator of reported crime, not necessarily crime that occurs. The crime counts for murder and motor vehicle theft likely are accurate, while sex offenses likely are substantially under-reported. With that said, there is no reason to believe that the trends of any crime are impacted by reporting differences in crimes. There are a few factors other than changes in crimes that may impact trends, including trust in the criminal justice system impacting reporting and in the case of sexual offenses, a definitional change in 2013 that expanded the previous definition to include men as possible victims and to remove the element of force from the crime.

This analysis looks at crime in Denver as reported to Denver Police Department from 2010 through 2021. Denver Police Department reported information on all crime types during this period. Crimes analyzed include violent crimes [murder and non-negligent homicide; non-consensual sex offenses (rape, sodomy, sexual assault with an object, and fondling); robbery; and aggravated assault], property crimes [burglary, larceny (property theft), motor vehicle theft, and fraud], and DUI/narcotics offenses [driving under the influence, narcotics violations, narcotics equipment violations]. Appendix B provides a list of each of these crimes and their definitions. Because counts of crimes are given, it is necessary to calculate rates per 100,000 people to have a standardized way to compare crimes over time. The rates were calculated with the formula: *# of crimes/population size x 100,000 people*.

Community/Registered Neighborhood Organizations (RNOs) Survey

A list of RNOs was obtained using a few resources, including City Council, City agency employees, and online information. In conjunction with Carrie Makarewicz, another researcher at CU Denver, contact was made with as many RNOs as possible via e-mail between mid-August and early October. Initial contact was made to discuss an upcoming survey that would be administered to RNOs and other Denver residents. Several graduate students, as well as the two researchers, attended as many RNO meetings as possible (approximately 20) to talk about the survey and its importance to the studies being done. Meetings were attended virtually and in person, depending on the format of the meeting and the availability of the attendee. Most RNOs gave the attendee ten minutes to talk about the survey and answer questions. Appendix C contains a list of the meetings that were attended. The goal of making initial contact and attending RNO meetings was to increase participation in the survey.

A survey was designed for Denver residents by two independent researchers at CU Denver. Several questions were relevant for both studies, and each researcher created questions pertinent to her research. The survey was created in Qualtrics and administered online, and each researcher reviewed all the questions for clarity, validity of measurement, etc. The survey also was reviewed by graduate students and piloted to an audience consisting of undergraduate and graduate students at CU Denver, as well as members of City government. The pilot illuminated few problems, and the ones that were brought to the attention of the researchers were addressed (e.g., adding a comment box to the “other” category of a question). All RNOs received an e-mail with an anonymous survey link to the Qualtrics survey; the contact person or people for each RNO were asked to share the link with information about the two studies with residents in their neighborhood. E-mail addresses for each RNO were obtained online. The survey took about ten to 15 minutes, on average, to complete, but if residents typed longer responses to the short answer questions, the time spent on the survey was longer. The survey was open to Denver residents from September 26th through October 31st. At the time the ONS data were analyzed, a total of 331 people started the survey. Respondents were required to be a Denver resident for part or all of the

year to participate in the survey. Of the 331 individuals who started the survey, 12 reported that they were not a Denver resident, so those people could not complete the survey. A total of 319 people who started the survey were eligible to finish it.

The questions on the Qualtrics survey included demographic information (e.g., age, race/ethnicity, education level), information about Denver residency (e.g., neighborhood, zip code, cross-streets, Council District, etc.), and RNOs (e.g., membership, position held, meeting frequency, priorities, etc.) Questions also were asked about a prospective ONS. These questions were related to services the residents' neighborhood would use, perceptions of the relative importance of different public safety issues, how respondents would envision the role of the community in an ONS, current public safety-related services being provided, duplications in public safety-related services between the City and community, the community's capacity to provide different supports and services related to public safety, and residents' beliefs about the extent to which the community and the City of Denver could collaborate to establish and administer an ONS. The survey also contained a number of questions related to the second study on a prospective Office of Community Engagement. Questions were a mix of close-ended and open-ended, and several questions that were close-ended had the option for respondents to provide comments. Appendix D contains a copy of the survey questions. Only questions pertinent to the establishment of an ONS were analyzed in this report.

Interviews: City Council and City Departments and Agencies

Interviews were carried out with members of City Council, as well as with individual representatives of many departments and agencies in the City of Denver. Interviews took place between late August and mid-November, 2022. The Mayor's Office provided referrals to many interviewees through direct e-mail introductions. Interviewees who thought this research would benefit from talking to a specific stakeholder were helpful in providing contact information or an e-mail introduction to that person. Other contacts were made by locating agency or department contact information on the City's website. After initial contact was made and the individual agreed to be interviewed, a time was scheduled, either directly with that person or with that person's staff. Most interviews were virtual on Zoom or Microsoft Teams, but a few interviews of City Council members occurred in their office. There were 20 interviews of 19 individuals from City agencies and departments (one person was interviewed twice), and 11 interviews of City Council members. Melanie Kesner and Dr. Robert Davis, representing the Denver Task Force on Reimagining Policing and Public Safety also were interviewed. W. Andrew Dameron, Director of Denver 911, gave a tour of the 911 Center and participated in a more informal interview about public safety, data, and related topics. Most interviews lasted about one hour, with the shortest being about a half hour and the longest being about two hours.

Interview protocols were developed for City Council (see Appendix E) and individuals in City agencies and departments (see Appendix F). The protocols were largely the same, with a few differences to accommodate the differences in the interviewees. Interviews were semi-structured in that the protocol was, for the most part, followed, but probing questions and comments differed depending on how the interviewee answered the questions. If an interviewee was pressed for time and had a lot of information or thoughts on a particular question or topic, other questions were skipped. There were numerous instances where interviewees touched on answers to later questions when they addressed an earlier question in the protocol, making it unnecessary to ask the question later, especially if time was an issue. Semi-structured interviewing is an ideal way to obtain in-depth responses about various aspects of research in a way that is flexible and enables participants to communicate their insights on the issues about which they feel the most comfortable. As the interviews progressed over the fall (and depending on who the interviewee was), the protocol was not followed as strictly as it had been when the interviews first began. For

example, one City agency interview intentionally focused on the agency’s formation and structure, as this information was valuable in considerations of establishing an ONS. The interview protocols were developed to be consistent with the topics identified in the scope of work of the contract. As information was obtained from various meetings and early interviews, follow-up questions reflected the learning that had taken place.

Detailed notes were taken during each interview and later rewritten and typed to enhance familiarity with the data and to facilitate the identification of themes. Interviews were then coded by theme using the NVivo 12 software. NVivo was initially released in 1997. It is a software program well-known for its ability to effectively analyze qualitative data like interviews. Each interview was entered into NVivo. Next, files were created for each theme that was identified. For each theme, every interview was reviewed and any statements made relating to that theme were copied and pasted into that theme’s file. Statements that fell under multiple themes were coded for all relevant themes—i.e., statements could be coded more than once. For example, if a statement was made like, “the structure of a new ONS should be anything that is not a silo,” that remark would be coded under the theme “silo” and under the applicable “structure” theme. Once all the interviews were coded for all the themes, each theme could be analyzed. NVivo provided information on how many interviewees mentioned a theme, as well as how many references a theme had. For example, if a theme was mentioned by 22 interviewees and had 40 references, NVivo reported “22 files” and “40 references” (files refer to people and references are one or more statements). One reference could be one sentence or multiple sentences. Additional references by the same interviewee about the same theme occurred when there were statements made about other themes (after statement(s) about the theme being coded) followed by the interviewee revisiting the earlier theme. Once the coding was complete in NVivo, the documents were printed from the software program and in-depth analysis was undertaken.

Denver Non-Emergency Line Data

Agent-transferred calls were common in all of the months that were analyzed, suggesting that an ONS could play a service provision role. In other words, an ONS could be a resource where City officials and/or community members receive referrals from multiple sources, one of which is this non-emergency line. The person taking the referral could respond to the caller’s needs using a case-based approach where the she/he/they take all necessary steps to address the complaint in a comprehensive manner and then remain on all follow-up communications.

FINDINGS

Denver Police Department Non-Emergency Line Data

Denver Police Department non-emergency line data were analyzed to determine the extent of residents’ concerns about issues that they did not perceive as an emergency, but that were important enough to warrant a phone call and what types of concerns could be addressed by an ONS. Agent-transferred calls were common in all of the months that were analyzed, suggesting that an ONS could play a service provision role. In other words, an ONS could be a resource where City officials and/or community members receive referrals from multiple sources, one of which is this non-emergency line. The person taking the referral could respond to the caller’s needs using a case-based approach where the she/he/they take all necessary steps to address the complaint in a comprehensive manner and then remain on all follow-up communications.

Crime Data

Summarily, these analyses suggest that violence prevention and intervention efforts should receive extensive attention, particularly fatal violence. Motor vehicle theft also has increased dramatically in the recent past.

reflect potential public safety concerns that may be well-suited for co-responders or responders other than law enforcement—situations that may fall within the scope of the work of an ONS. By far, the most common two types of calls that Denver Police Department received on its non-emergency line were calls that the agent resolved without further action and calls that were transferred. There were more total transferred calls (13,441) than agent-resolved calls (12,870) between April and September, but each call type was the most common in more than one month. Emergency calls were the next most common type (six-month total of 2,334), followed by auto theft/auto theft recovery calls (six-month total of 1,832). Four categories of call types had fewer than 100 total calls over the six-month period of analysis: extra patrol (97), fireworks (11), caller complaints (13), and car alarm (10). Calls related to homeless encampments totaled 841 between May and September (no data were available for this category in April). There was a large increase between May and June, smaller increases in June and July, a moderate increase between July and August, and a large decline between August and September.

Crime Data

Crime data were examined to look at trends of violent crimes, property crimes, and DUIs/narcotics violations in the City of Denver between 2010 and 2021. The longer time period provides context for more recent increases or decreases—i.e., if there was a one-year increase, it could be an anomaly, while if there was a steady increase in a type of crime, that may warrant more attention. Trends illuminated possible priorities for ONS resource allocation related to crime prevention and intervention. With the exception of sexual offenses and narcotics violations, crime has gone up over the past 12 years. Specific trends varied by crime—some crime trends experienced many dramatic increases and decreases, while others were stable for many years before experiencing substantial increases. Summarily, these analyses suggest that violence prevention and intervention efforts should receive extensive attention, particularly fatal violence. Motor vehicle theft also has increased dramatically in the recent past. It also is worthwhile to note that if the City has undertaken crime reduction efforts that have been successful, evidence of effectiveness (e.g., lower crime rates) should justify the continuation of the effort, not its removal.

Recall that crime data in Denver encompass violent crimes as a whole, the four violent crimes reported under the UCR system (murder, sexual assault, robbery, and aggravated assault), property crimes as a whole, the four property crimes reported under the UCR system (larceny, burglary, fraud, and motor vehicle theft), DUI and narcotics violations as a whole, and the three individual offenses reported under the UCR system within this category (DUI, narcotics violations, and narcotics equipment violations). Crime rates per 100,000 people were calculated and analyzed for the time period 2010 through 2021. Table 2 depicts a heat map of crime rates in 23 jurisdictions within Colorado and the State of Colorado, itself. The 23 jurisdictions are the most populous in the State of Colorado. The brown shades depict increases in the crime, while shades of green are indicative of decreases in crime, and white blocks mean no change in the crime rate. Darker shades are stronger increases/decreases, while lighter shades are less of an increase/decrease.

Recall that monthly call type data for the Denver Police Department non-emergency line were available from March through September of 2022, but the analysis included April through September, as March had very low numbers and a lot of missing data. Non-emergency line calls are important, as they

The purpose of this heat map is to show how Denver compares to other populous areas in the State of Colorado, as well as the State as a whole. The heat map also illustrates that crime rates did not uniformly increase or decrease between 2010 and 2021—there was variation by crime. For example, criminal homicide in Denver rose substantially between 2010 and 2021, as it did in other places (e.g., El Paso County, Jefferson County, Larimer County, etc.) Criminal homicide rose, but not substantially in Colorado Springs, and it declined in other areas (e.g., Arapahoe County, Broomfield, Boulder, etc.) Sexual offenses declined slightly in Denver, while there was a slight increase in robbery, burglary, and total DUI/narcotics crimes. Fraud and motor vehicle theft were up throughout Colorado, while DUI and narcotics offenses were, for the most part, down. Denver’s increase in DUIs/narcotics offenses stood out because they ran contrary to the downward trend in most of the rest of the State. Summarily, the heat map shows rising crime in Denver.

Table 2. Heat Map Depicting Change in Crime Rates, 2010 to 2021, for 24 Jurisdictions

	Total Violent Crime	Criminal Homicide	Sexual Offenses	Robbery	Aggravated Assault	Total Property Crime	Larceny	Burglary	Fraud	Motor Vehicle Theft	Total DUI/Narcotics Crime	DUI	Narcotics Violations	Narcotics Equipment Violations
State of Colorado	51.6	213.6	25.2	27.2	70.2	50.8	26.5	-10.7	135.0	252.2	-26.6	-34.1	-17.1	-25.1
Adams County Sheriff's Office	8.3		-32.5	34.9	19.4	22.5	2.0	-49.0	59.6	177.0	-49.5	-83.2	-32.0	-14.7
Arapahoe County Sheriff's Office	-17.3	-56.8	-67.3	-10.8	1.2	86.2	83.4	-13.9	84.7	446.2	-39.8	-6.3	-53.0	-44.3
Boulder County Sheriff's Office	9.6	0.0	-5.6	-51.5	22.9	109.9	58.6	6.9	217.1	210.9	-38.1	-61.6	-17.9	-4.5
Denver Police Department	48.6	169.0	-1.1	12.6	86.8	73.6	50.6	2.8	196.3	215.1	42.2	713.2	-3.5	532.0
Douglas County Sheriff's Office	75.9		33.5	305.8	101.4	126.8	79.5	15.2	236.8	718.9	-23.6	-39.5	5.5	-30.6
El Paso County Sheriff's Office	-38.3	197.7	20.5	16.3	-53.5	17.1	9.3	-45.5	170.9	17.5	-20.2	-15.9	-15.5	-38.3
Jefferson County Sheriff's Office	56.5	172.4	53.6	10.5	65.2	68.1	7.3	-17.0	362.0	240.0	-57.4	-58.7	-57.3	-56.0
Larimer County Sheriff's Office	-0.6	307.0	-30.7	-51.2	27.7	15.5	-29.3	-49.3	174.3	155.8	-19.5	-35.9	19.0	-18.1
Pueblo County Sheriff's Office	489.9		938.2	749.4	356.2	273.3	138.0	191.6	1,142.7	796.6	26.3	110.3	-38.9	-64.6
Broomfield Police Department	23.2	-51.5	-5.3	78.9	45.4	60.7	37.0	33.9	157.2	433.9	-52.1	-75.7	-34.8	-49.9
Mesa County Sheriff's Office	24.8		42.9	-30.0	20.3	-7.3	-22.8	-25.5	35.9	142.2	-22.5	-61.5	-13.2	-4.7
Weld County Sheriff's Office	-10.8		-20.1	16.2	-9.5	-8.2	-27.9	-55.7	132.8	57.0	-12.2	-61.3	58.7	21.7
Colorado Springs Police Department	24.3	65.2	7.3	-39.3	61.9	-4.9	-16.6	-37.7	40.9	73.2	-39.9	-44.7	-26.6	-50.1
Aurora Police Department	114.6	260.1	37.0	29.6	219.5	39.3	1.3	-34.2	95.8	415.9	-69.7	-70.5	-66.2	-74.9
Fort Collins Police Department	-12.2		-29.3	-20.8	-1.1	-23.6	-32.9	-54.4	53.5	55.9	2.7	-23.3	11.8	59.3
Lakewood Police Department	38.5	993.9	-28.5	87.6	59.2	41.1	12.2	3.8	130.9	241.0	-1.2	-41.6	12.4	30.2
Thornton Police Department	12.2	336.0	40.1	66.1	-15.9	45.1	27.6	-19.6	83.3	199.8	-38.2	-53.6	-5.4	-52.6
Arvada Police Department	51.0	159.9	-48.5	179.1	145.6	42.0	21.8	-0.7	80.4	255.9	-14.8	-21.9	-18.3	-2.4
Westminster Police Department	42.1	1,014.9	-22.3	105.6	73.0	46.3	29.4	-24.4	-1.7	325.6	-71.4	-44.2	-74.6	-90.6
Pueblo Police Department	37.0	234.8	43.8	53.2	28.2	35.4	21.2	-25.1	204.7	192.6	-36.7	-70.8	30.0	-52.5
Centennial Police Department	-1.2		-59.5	-2.0	18.2	77.9	44.2	-8.3	151.7	600.9	-36.8	0.0	-50.4	-61.6
Boulder Police Department	79.6	-6.2	35.9	129.7	89.0	46.5	22.5	12.4	185.5	330.0	-73.2	-78.5	-52.9	-87.0
Greeley Police Department	5.9	668.2	-28.2	35.6	13.8	-9.6	-19.4	-43.0	-0.4	220.6	-37.5	-59.1	-26.4	1.4

NOTE: Green hued boxes indicate decreases in rates during the period. Reddish hued boxes represent increases in rates over the period. Most calculations for Douglas County, Pueblo County, and Thornton County reflect comparisons of 2012 rates and 2021 rates given lack of data (or questionable data) in 2010 and 2011. Boulder County's comparisons are based on 2015 and 2021 rates given no data were reported from 2010 to 2014. Blank cells indicate the rate in criminal homicide in 2010 (or first year considered) was zero making the change in rate calculation unsolvable (i.e., denominator is 0). Change in rate calculations are based upon: (2021 rate/2010 rate)/2010 rate * 100.

Heat Map Credit: Callie Marie Rennison, Ph.D.

Violent Crimes

Appendix G provides a table of all crime rates in Denver between 2010 and 2021 for the offenses examined in this analysis. Looking first at violent crimes as a whole in Denver, between 2010 and 2013, there was a slight increase, followed by a small drop in 2014. Between 2014 and 2019, there was a small, steady increase in violent crime rates each year, followed by a sharper increase in 2020 and 2021. The year 2021 had the highest violent crime rate of any year in the 11-year period analyzed. Murder rates in Denver increased from 5.0 (2010) to 6.3 (2011) per 100,000 people. It remained stable in 2012 and 2013 and then dropped to its lowest level in the 11-year period (4.7 per 100,000) in 2014. The year 2015 saw a sharp increase in the murder rate to 7.6 per 100,000 people, followed by a much smaller increase in 2016 and no change in 2017. In 2018, the murder rate in Denver rose again, but the increase was relatively

small, and in 2019, the murder rate remained stable. There was a sharp increase in 2020 to 12.9 per 100,000 people, followed by a smaller increase to the highest point of the 11-year period (13.3 per 100,000 people). Sexual assault followed a different trend, beginning the decade with three years of stability, followed by a large drop in 2014 to the lowest point of the decade. In 2015, there was an increase in rates of sexual assault, followed by a decline (not quite back to the 2014 rate) in 2016. In 2017, the rate of sexual assault increased to the highest point of the 11-year time period (179.7 per 100,000 individuals), but then dropped for each of the next three years, reaching very close to its low point again in 2020. In 2021, there was a non-trivial increase.

There were a lot of dramatic fluctuations in the rate of robbery in Denver between 2010 and 2021. In 2011, the robbery rate went from its lowest point in the 11-year period (157.2 per 100,000 people) of analysis to the highest point (186.1 per 100,000). Each of the next three years, robbery rates went down substantially, but this period of decline was followed by a year of a moderate increase, a year of a moderate decrease, another year of a moderate increase, and another year of a moderate decrease. In 2019, robbery rates declined for the second year in a row and then stayed the same in 2020. As was the case with other violent crimes, robbery rates increased again in 2021. Unlike patterns of other violent crimes, aggravated assault rates in Denver between 2010 and 2021 were mostly stable for the first seven years of the decade, with an overall slight increase. The end of the decade (2018 to 2021) was marked by yearly moderate increases in rates of aggravated assaults, and one year of a large increase (from 483.6 per 100,000 people in 2019 to 598.2 per 100,000 people in 2020). The highest rate of aggravated assault in the 11-year period that was analyzed was in 2021 (637.4 per 100,000 people).

Property Crimes

Property crime rates in Denver were very stable between 2010 and 2019, but in both 2020 and 2021, there were substantial increases. Since larceny is the most common property offense, it is unsurprising that its pattern was similar to property crimes as a whole. Between 2010 and 2019, larceny rates in Denver were, for the most part, stable, although after a decline in 2014, there was a gradual increase over the next five years. In both 2020 and 2021, there was a marked increase in larceny rates. Burglary rates followed a different trend, with a two-year increase to the highest point of the 11-year period of analysis in 2012. This increase was followed by a two-year decline and then a year of stability in 2015. Each year from 2016 through 2019, burglary rates declined; they reached their lowest point in the decade in 2019. Burglary rates in Denver sharply increased in 2020 and moderately increased in 2021, but still remained slightly below the high point of 2012.

Like larceny, fraud rates were, for the most part, stable between 2010 and 2019 (the lowest rate was in 2016 at 148.2 per 100,000 people). In 2020, fraud rates went up a lot (from 217.4 per 100,000 people in 2019 to 341.4 per 100,000 people), and in 2021, they went up even more, reaching the highest rate of the 11-year period of analysis (618.7 per 100,000 people). Rates of motor vehicle theft in Denver were stable from 2010 through 2014 and then gradually increased through 2017. In 2018 and 2019, there was a very slight decline in motor vehicle theft rates. In both 2020 and 2021, there was a drastic increase in motor vehicle theft rates. The lowest rate of motor vehicle theft was in 2014 (524.2 per 100,000 people), while the highest rate was in 2021 (1,707.1 per 100,000 people).

DUIs/Narcotics Offenses

Rates of DUI/narcotics violations in Denver did not substantially change, relatively speaking, in 2011 or 2012. In 2013, they skyrocketed. They increased again in 2014, 2015, and 2016, albeit less substantially each of these years. In 2017, the rate of DUI/narcotics violations fell, then remained stable in 2018 before dropping substantially in each of the past three years. The rate of DUI in Denver followed a very similar trend as the overall rate of DUI/narcotics violations. The first two years of the decade saw a

slight decrease in DUI rates, followed by a drastic increase in 2013, from its low point of 0.6 per 100,000 people in 2012 to 251.0 per 100,000 individuals in 2013. In 2014 and 2015, DUI rates in Denver increased, but not by much, especially when compared with the increase of 2013. From 2016 through 2021, DUI rates have declined every year.

After a one-year decline in the rate of narcotics violations in 2011, this crime rate increased steadily each year from 2012 through 2016 and remained stable in 2017. It increased again to its highest point in the 11-year period of analysis in 2018 (527.8 per 100,000 people) before decreasing in 2019, declining significantly in 2020, and going down again (very slightly) in 2021. The rate of narcotics equipment violations in Denver was stable in 2011 and 2012. It increased drastically in 2013, increased again (moderately) in 2014, and was stable in 2015. Narcotics equipment violations rates went up again in 2016 to the highest point of the decade (170.8 per 100,000 people). Every year between 2017 and 2020, there was a substantial drop in the rate of narcotics equipment violations, and in 2021, there was a very slight increase.

Community/Registered Neighborhood Organization (RNO) Survey

This survey was administered to learn how the Denver community engages with its RNOs. This information is instructive insofar as RNOs could be an important stakeholder in an ONS, particularly with respect to community engagement and the identification of local safety concerns. This survey also was conducted to preliminarily assess how Denver residents perceive public safety, prioritize different dimensions of community safety, and feel about establishing an ONS. Summarily, the findings revealed:

- The RNOs with whom respondents were associated were fairly active in that they had a Board, met regularly, and were perceived as being a useful vehicle for addressing at least some concerns.
- Respondents wanted to see the City engage with RNOs in several capacities, the two most important of which were providing training on government processes, such as zoning, public hearings, plan adoption, etc.” followed closely by “promote RNO membership to city residents through the City’s communication channels.”
- Most respondents wanted to see at least one change to the City’s RNO ordinance.
- City Council also was recognized by respondents as being an effective way to connect with the City.
- With respect to an ONS, residents believed this office could address speeding, crime, and homelessness.
- Crime was the number one safety concern identified by Denver residents, followed by transportation, social harms, public health, environmental hazards, and emergencies/disasters.
- When asked about the role they would like the community to play in an ONS, the most common response among the residents was moderate (shared responsibility between the City and community), followed by heavy community involvement, and then minimal community involvement.
- Most respondents did not believe there was a duplication in services between the City and the community.
- Homelessness, traffic-related problems, local environment, and threats to safety were among the responses to a question related to aspects of public safety that could be located in the community.
- A significant majority of people who completed this survey were unsure, optimistic, or confident that a collaboration between the City of Denver and the community would work in the establishment of an ONS. Relatively few did not believe a collaboration would work.

A total of 319 Denver residents started this survey. The 79 neighborhoods (78 named, plus an “other” category) represented in the City of Denver are listed in Appendix H. Of the 79 neighborhoods, eight had ten or more residents fill out part or all of the survey; those neighborhoods were: Central Business District (12), Congress Park (34), Highland (11), Sloan Lake (12), Southmoor Park (10), University Hills (22), Westwood (17), and the “other” category (17). District 10 (Councilman Hinds) had the most survey respondents with 23, followed by District 1 (Councilwoman Sandoval) with 22, District 9 (Councilwoman CdeBaca) with 15, and Districts 4 (Councilwoman Black) and 7 (Councilman Clark) with ten. The remaining districts had fewer than ten people fill out the survey, and two people were unsure of the District in which they lived.

Responses to RNO-Related Questions

An overwhelming majority of people who answered the question of whether their RNO had a Board responded that it did (99 out of 115); only two people indicated that their RNO did not have a Board, and the remaining 14 respondents did not know. Many Denver residents (43 out of 122) reported that their RNOs meet monthly, while only two people said that their RNOs never meet, and 19 indicated that they did not know how frequently their RNOs met. The vast majority of RNOs that had residents respond to this survey met regularly (6 annually, 14 quarterly, 13 monthly except in the summer, and a few every other month), and six met as needed. Given that many RNOs are structured (Board, members, regular meetings), it was not surprising to read some qualitative comments that described them as being established to garner public input, provide information to citizens, and improve neighborhoods; comments also suggested that RNOs were well-connected to the City of Denver through City Council, having various City agency representatives attend organizations’ meetings, and working with relevant City agencies on issues that come up in the community. Of the 71 respondents, 12 stated that their RNOs have received one or more grants from the City of Denver.

Why RNOs are not an effective means to handle neighborhood issues/concerns:

- RNOs only represent a small, active segment of the population.
- RNO effectiveness depends “...significantly on who is running the RNO and what their interests are.”
- There needs to be City follow-through.
- “The problem begins when the city and its agencies don’t listen anyway.”

Of the 63 individuals who did not answer “other,” a substantial majority (58) indicated that RNOs are an effective way to address neighborhood concerns or issues either “for some things” (41) or “for most or all things” (17); only five people did not think RNOs were an effective way to handle neighborhood concerns or issues. Some qualitative comments provided additional context. Specifically, two people pointed out potential problems related to RNOs, one stating that RNOs only represent a small, active segment of the population and the other commenting that RNO effectiveness depends “...significantly on who is running the RNO and what their interests are.” Two respondents underscored potential problems on the City’s side. Indeed, one person stated that there needs to be City follow-through, and another said, “The problem begins when the city and its agencies don’t listen anyway.” A fifth respondent believed that City Council should “trump” RNOs when it comes to addressing neighborhood concerns. A very similar pattern emerged with regard to responses to the question of whether RNOs are a good method for sending information to residents—many answered “other,” and of the people who did not, 69 believed that RNOs “somewhat” or “always” were a good conduit for

information to residents, while only three responded “not at all.” Comments suggested that there were a few potential problems with relying on RNOs to distribute information to residents—not very many people belong to RNOs, RNOs not having a sufficient budget to disseminate information well, and that effective communication from RNOs depends on the RNOs, how they provide information, and to whom.

Of the people who answered the question of how the City should support RNOs, the response option that received the most votes was “provide training on government processes, such as zoning, public hearings, plan adoption, etc.” (84), followed closely by “promote RNO membership to city residents through the City’s communication channels” (80), “assist with communications, e.g., provide a website, e-mail services, annual USPS mailing, pay to print and distribute flyers, etc.” (78), and “provide funding to RNOs that meet certain requirements (66). One person stated that the city should restructure its RNO program, while another pointed out the importance of implementing and measuring work with an equity lens and being transparent by disseminating outcomes.

Between 11 and 24 individuals reported that they would like to see a change to one or more of the ten substantive or one “other” aspect(s) of the RNO ordinance, with 11 wanting to see revisions to the notification of RNO requirements for city applicants and 24 wanting improvements to the types and delivery method of notifications.⁵ Only four people responded “do not make any changes” to the Ordinance, and 29 people did not know/were unsure of whether to make changes. A few of the detailed comments emphasized the need to keep things simple—e.g., “Please don’t make it harder to maintain RNOs. [It’s] hard enough to maintain the one we have” and “Don’t make this more complicated.” Several other responded “not necessary” to each of the possible aspects of the Ordinance that could be changed.

Generally, residents support their RNOs and believe they provide a connection to the City of Denver, as well as a source of support (e.g., through the dissemination of information, meetings to discuss neighborhood issues, etc.) Denver residents who completed this survey have many ideas to improve collaborations with the City and to enhance the capacity of RNOs to provide services to their members and neighborhoods. Within this broad context, responses to the next group of questions that focused on public safety and a potential ONS within the City of Denver are examined.

Responses to Public Safety and ONS-Related Questions

One question asked respondents what public safety related services their neighborhood would need/utilize. Two people said traffic/speeding; one person said crime and homelessness; and two people did not list specific services related to public safety, although one person did comment that s/he/they, “support a consolidated Code Enforcement/neighborhood services team which combines Street Enforcement, Right of Way Enforcement, Zoning, community Development and Park Rangers. One stop shop for all code enforcement services, with enough cross training to [fully] avoid involving armed police with low level issues.” Another question asked people to rank six substantive and one “other” public safety issue (crime – e.g., robbery, burglary, assault, vandalism, etc.; environmental – e.g., poor air or water quality, brownfields, no green space, etc.; transportation – e.g., motor vehicle accidents, dangers to pedestrians or bicyclists; public health – e.g., diseases, gun violence, mental health, substance misuse/addiction; social harms – e.g., homelessness, abandoned structures, racism, sexism; emergencies and disasters – e.g., fires, terrorism, natural disasters, cyber-threats; and other). Of 239 respondents, almost half (119) indicated that crime was their number one concern. Only 12 people ranked it sixth out of seven and three rated it last. Transportation (44) and social harms (43) were the next two largest public

⁵ See the following link for the full text of the Ordinance:

https://library.municode.com/co/denver/codes/code_of_ordinances?nodeId=TITIIREMUCO_CH12COPLDE_ARTI_IIRENEOR (last accessed on 11/26/2022)

safety concerns people identified. A large number of people also ranked those forms of public safety as their number two and three concerns. Public health was ranked a top concern by 19 people, and environmental issues were ranked a top concern by 12 respondents. The most frequent response option was fourth for public health (64), followed closely by third (56) and second (53) and fifth for environmental problems (70), followed by fourth (54) and third (48). Emergencies and disasters were perceived as less of a public safety problem, with the most common category being sixth (168) and only eight people ranking it as their number 1 (1) or number 2 (7) concern. Almost everyone (222) listed “other” as their lowest public safety priority. While there were some noticeable differences in people’s perceptions of the most important public safety issue, the number of responses for second through fourth most serious concerns suggest that each of the areas identified, with the exception of emergencies and disasters, are highly important to a substantial number of people.

The next question asked, “how would you envision the role of the community in an Office of Neighborhood Safety?” with response options of minimal, moderate, and heavy. A total of 201 people answered this question, and each response option had a large number of people. The most common response was “moderate” (78), which was defined as, “we would like to be involved in the creation and administration of an ONS, but have the City house this office in the City and county Building in downtown Denver.” The next most common response was “heavy” (68), which was defined as, “we would prefer to have the City fund this office but have the responsibility for its supports and services located in the community.” Finally, 55 people said they wanted the community involvement in an ONS to be “minimal,” which was defined as, “we would prefer to receive services/support provided and run by the City.”

With respect to duplication of services in the City of Denver and the communities, one question asked, “Do you know of any supports or services being provided in your community that the City also provides—in other words, is there a duplication of services between the City and community?” Of the 190 people who answered this question, half (95) said they did not know. Another 78 said no, and only 17 people believed that there is a duplication in services. Only a few people provided examples of services that they believe are duplicated. Those examples included: people calling both the police and the STAR program for similar issues (mental health and drug problems); emergency services agencies and City Council members and their offices. One person stated, “Not sure. I think there are still not enough if there is overlap. It doesn’t feel like anyone is coordinating from an overall perspective.”

When asked what public safety services are best-suited to be in the community, respondents provided a wide variety of answers. A few responses were related to policing and law enforcement: “police surveillance of speeding” and “community policing.” One person identified trash service on the day trash is supposed to be collected. Two individuals mentioned issues related to homelessness—“To not let the homeless sleep in the parks and on private property...Also organizations should not be allowed to rent or purchase property to move the homeless in if not allowing to stay [on] the property all day. No nights only places”



WHAT PUBLIC SAFETY SERVICES SHOULD BE IN THE COMMUNITY?

- **POLICE SURVEILLANCE OF SPEEDING**
- **COMMUNITY POLICING**
- **TRASH SERVICE**
- **HOMELESSNESS-RELATED SERVICES**
- **TRAFFIC-RELATED SERVICES**
- **IMPROVEMENTS TO THE ENVIRONMENT**
- **RISK ALERTS**

and “more services to address the needs of people who are houseless and residents of the local community – more public restrooms, water fountains, trash receptacles. Need city intervention.” Two people also mentioned traffic, one of whom identified a specific location (kids illegally crossing 56th Avenue from a high school) and the other of whom stated, “better traffic regulations and infrastructure improvements to protect pedestrians.” One person wrote about making improvements to the local environment – “more trees, more green space, completion of upgrades to Mestizo Curtis Park.” Finally, one person provided feedback that encompassed a variety of issues: “Neighborhood Watch programs are obsolete. Churches may provide such services to members, such as mental health. Online neighborhood communication tools hold promise of risk alerts. I get weekly e-mail reminders from city about trash collection but rarely from police with risk or danger alerts. We are all online now and need to know about neighborhood risks and public safety services.” These responses, together, are indicative of several potential public safety issues that could be encompassed in an ONS. They also speak to the importance of neighborhood-specific knowledge to identify areas that need resources like on-time trash collection, a crossing guard, upgrades to a park, etc.

When asked what resources respondents’ community would need to participate in an Office of Neighborhood Safety, one person was very general, stating “enhanced support for neighborhood organizations.” Three other people were more specific than just indicating “support.” Two of the three of these individuals identified more police as a necessary resource and one of these two people also said more Star responders. The third person reported being part of a neighborhood with an active RNO but indicated that the community needed “access to relevant city departments to make [their] needs and suggestions known, then we need consistent follow-up from the city.” One person’s response was very specific: “Central Park United Neighbors supposedly has a Safe Streets Committee, but doesn’t seem to do much [regarding] the north end of the community.”

Finally, with respect to the extent to which Denver residents believe their community can collaborate with the City of Denver to effectively create and administer an Office of Neighborhood Safety,” most people were unsure and optimistic that a collaboration could work. Specifically, of the 201 people who responded to this question, about 20 percent (40) chose the option, “I am not sure whether a collaboration will work.” Just over one-third (73) agreed that “a collaboration probably will work,” and 24 respondents were confident that “a collaboration definitely will work.” Only 24 people (just under 12%) believed that a collaboration probably (8) or definitely (16) will not work.

Although 200 to 300 people are a small minority of Denver residents and likely not representative of the population of Denver, the responses to this survey are instructive and illuminate relevant issues that should be considered in the establishment of an ONS. There seems to be buy-in that public safety is a multi-faceted issue with many intersections. Community members who completed this survey indicated that they were open to having an ONS, and most trusted that the City of Denver and Denver neighborhoods could collaborate on this effort. Similarly, most of the individuals surveyed supported moderate to heavy community involvement in the establishment and administration of an ONS, and there also were indirect indicators that very specific community knowledge is important in identifying public safety concerns that an ONS might address. Notably, some Denver residents explicitly stated that more law enforcement was necessary to an effective ONS. Also, an overwhelming majority ranked crime their number one public safety concern, which while not a direct statement of support for more law enforcement, is an indication that individuals want to prioritize the very behaviors that define the role, functions, and activities of the police. Thus, there seems to be little question that police are important stakeholders in the potential establishment of an ONS.

Interviews: City Council and City Agencies

There were 12 themes that emerged from these interviews, many of which were directly reflected in the scope of work, which is unsurprising as the scope of work drove many of the interview questions. Table 3 provides a list of the 12 themes, along with the number of people who identified each one and the total number of references within each theme. One person could make multiple references about the same theme. A new reference was counted if the person changed the context of what was being addressed within the theme or if the person talked about issues related to other themes and then returned to the previous theme. To illustrate, if a theme had six people and six references, that would mean six people identified that theme one time each. If a theme had five people and nine references, that would mean that five people identified the theme, and multiple people mentioned the theme more than one time. The NVivo software program refers to people as “files.”

Table 3. Interview Themes by Number of People and Number of References

Interview Theme	Number of People	Number of References
Assessment and Evaluation	5	5
Community Access Points to City	10	16
City Council-Community Partnerships	6	9
Community Involvement and Empowerment	26	75
Data Tools and Considerations	18	29
Duplication in Supports and Services	12	17
Resources	15	23
Structure: Silos	10	14
Structure: Models	20	47
Structure: Departments/Agencies That Should Not Contain an ONS	18	36
Structure: Who to Involve in an ONS	26	80
Concerns, Considerations, and Advice	28	144

Assessment and Evaluation

This theme was only identified five times, one by each person. There was extensive variation in the context of the theme across the five interviewees. The few broad similarities that emerged were that metrics have different meanings to different organizations and communities and that assessments should include factors that are clear, definable, and quantifiable. One person gave an example of having a goal of at least 30 percent of the population being engaged annually or biannually. Another participant provided a hypothetical illustration of: “After five years, the ONS has done an intake on 5,000 issues, created action plans on 3,000 of them.... and closed out X number of short, mid, and long-term goals.” Implicitly, interviewees spoke to the importance of having assessments be community and “customer-service-oriented” to align with the purpose of the ONS.

Community Access Points to the City

Ten people identified this theme a total of 16 times—five people referenced it once; four people mentioned it twice; and one person discussed it three times. People tended to take two approaches to providing information related to community access points to the City of Denver: substantive (an actual agency, organization/group, or service that involved the provision of assistance) or mechanisms (ways that people could connect to substantive locations or people within the City to receive help).

With respect to substantive access points, numerous agencies, services, and programs were identified, but most of them only by one person, with a few exceptions. Two access points were mentioned by multiple interviewees. First, City Council seems to be a well-known vehicle through which Denver citizens can get the support they need. That support can come from Councilmen and Councilwomen and their staff. In fact, several people pointed out that Council staff navigate many types of citizens' needs, connecting them to resources for direct support. Some Council offices have call-in or office hours. The 311 service also was identified as an effective way for community members to receive City services. A few participants pointed out that almost everyone was or should be aware of City Council and 311 as resources. One person pointed out that most, but not everyone was aware of 311 and that there is no feedback loop—i.e., no way for a caller to know the process, the resolution, or the justification for the resolution or ticket closure without resolution within the 311 system.

Many interviewees identified entities within various agencies as access points for the community. Specifically, a few people mentioned 911, the police, and the Department of Safety, all of which they said community members are aware. One person brought up the Human Rights and Community Partnerships Agency; another named the Department of Human Services; and a third talked about the Office of the Independent Monitor (OIM) as a place to accommodate community members' complaints and the Citizen Oversight Board within the OIM. Beyond having complaints addressed, two different participants pointed out services within the City as access points for Denver residents—one said that food stamp offices were the most reliable place in the City, and the other described crime prevention through environmental design (CPTED) efforts. The interviewee who mentioned CPTED discussed how there are many good recommendations that come from CPTED efforts, but businesses often cannot afford to implement them. This person also pointed out that the City provides grants to some organizations and businesses to offset the cost of the implementation of some of these recommendations.

There are many places in the City where community members can find resources and receive direct services for problems they face. Moreover, there are many mechanisms through which the community can connect to the City. Interviewees named several, including e-mailing, calling, navigating the City's website, using social media, providing feedback during public commenting periods, and visiting offices. They disagreed, however, on the ease of use of these mechanisms (e.g., one person pointed out that certain populations tend to be less savvy with technology, thereby making computer-related connection means challenging or even impossible).

It seems to be the case that the City of Denver has sufficient means for the community to reach people within agencies who can help resolve problems. Individuals in City Council and agencies within the City identified several weaknesses in the existing structure of access points and mechanisms of communication. One person discussed the need to have a standardized approach to meet constituents' needs and stay with people through the entire process, rather than using a dispatch approach where once the problem is communicated to an appropriate person or agency the dispatcher or person/organization receiving the complaint discontinues the connection. Another respondent stated that it was necessary to understand where existing systems are working and where there are holes. Two participants provided substantive details about weaknesses they perceived in the City's access points for the community. The

first person suggested that the City improve its website by removing language barriers for individuals for whom English is not their first language. The second person indicated that awareness of access points was not uniform, that some people were not familiar with resources like 311 and many individuals do not know where physical buildings are located. Finally, one person commented that the City could improve its methods of communication by utilizing texts and mailers, and by conducting awareness campaigns.

City Council-Community Partnerships

Six people discussed thoughts related to this theme, and they made nine total references to it. Three people made one reference, and three people made two references to partnerships between the community and City Council. Only members of City Council were asked a question related to City Council-community partnerships. The nine references to this theme were mostly related to either direct or indirect partnerships.

City Council members directly partner with their communities in several ways, the most commonly mentioned of which involved grants. City Council members help organizations obtain grants, support organizations that have grants, and provide grants and mini grants (through their budget or fundraising). At least one Councilperson has donated to non-profits in the community. Beyond grants and funding, City Council constitutes a supportive community partner by providing for needs like a paint bank for graffiti removal and a kit that organizations can check out when they are hosting an event (that includes a generator, a tent, and other equipment/supplies). A few members of City Council participate in and host events in their community (e.g., an annual senior luncheon).

Three City Council members identified indirect ways they partner with their communities. One identified that Council's budget approval process allows for City agencies to support communities. Another mentioned connecting constituents with resources and having staff act as navigators to meet many different needs that members of the community have. A third person described taking a case management approach with constituents who contacted the person's office. Specifically, the person's office made necessary referrals and/or connections and stayed involved until the issue was resolved.

One person pointed out that City Council has evolved to a point where it is a portal to City services; however, that purpose is not documented in the City Charter and was not an original purpose of City Council. Finally, one interviewee stated that Council has a deficient budget, which limits what Council members can do in their partnerships with community. Other Council members agreed that their budget is not large, but did not state that their budget adversely impacted their work with constituents.

Community Involvement and Empowerment

This theme was easily identifiable as almost everyone (26 people) mentioned it more than once (75 references). Several sub-themes were identified within the 75 references. Specifically, the sub-themes were as follows: ***broad points, community as the experts, roles and functions of an ONS, resource-related, role of equity, community engagement, and considerations and problems***. With respect to one ***broad point***, several people agreed that it is very important for community to play a role in an ONS and that to do so, good communication and city-community partnerships are necessary. There also was widespread consensus that trust is "huge" and once lost, it is difficult or impossible to get back. A number of people pointed out that with respect to safety, communities have different needs (e.g., traffic, sidewalks, crime, homelessness). One person stated, "the community side is already in existence," making the point that neighborhoods already have a lot of knowledge and expertise, advocacy, programming, and activities related to safety.

The Importance of Community Involvement

Community should be actively involved in the creation of a public safety agenda and establishing ONS's priorities in their areas. One interviewee described a situation where his/her agency had written a draft of a document and sought community input. The community noticed that the draft did not include homelessness, so the agency responded to that priority by revising the document to include a section on social services, including homelessness. This situation illustrates the effectiveness of empowering the community as experts to be involved in the active construction of policies, plans, and practices, rather than being passive targets of them. The mechanisms and strategies of empowerment may be complex, but the overarching principle of the importance of active community involvement is widely agreed-upon.

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Numerous people made connections between community involvement and empowerment and the *roles and functions of an ONS*. One person stated that the community should have a direct service role. A few others said that the community should be a collaborative partner and have a seat at the decision-making table. Almost everybody who made a reference to this sub-theme said that the community should define the agenda of the ONS. One person specifically suggested a "human-centered design meeting" where the community would weigh in on the establishment of an agenda. Several interviewees spoke to positional roles the community could play. For example, one person suggested creating "peer navigators" who would be credible messengers and, in a similar vein, another person mentioned "community navigators" to establish priorities in neighborhoods and bridge relationships across the City. Another participant advised that an ONS have "neighborhood ambassadors," which would be "friendly faces to help people and provide services (e.g., cleaning up trash). One interviewee mentioned the possibility of having "neighborhood resource sites" to function as community partnerships for service; the person touched on the possibility of using police stations to fulfill this purpose.

More broadly, when it came to the connection between community empowerment and roles in an ONS, a few people remarked on how community involvement could be integrated into ONS strategies and goals (beyond agenda setting). For example, one person talked about how important it was for an ONS to have an overarching goal of building capacity—i.e., giving neighborhoods the tools and resources to be able to care for themselves. Another mentioned that an ONS should have a goal of helping to restore

Interviewees universally agreed that *communities are the experts* when it comes to their safety-related needs/priorities. Specifically, many participants said that community members know their needs and priorities, the work already being done/programming in their areas, and the context behind the data. Consequently, community partners can help the city know what is going on in their areas, what specific safety-related needs they have and what safety means to them, and how the City can work with them to develop culturally responsive policies and practices. Of the respondents who tied community expertise to the communities' role in an ONS, almost all of them concurred that the community should be actively

conversations between the City and Denver communities. A few people identified the importance of an ONS prioritizing dialogue between the City and community—one person specifically pointed out that communities should be trained on the decision-making processes and structures within the City to ensure that when they have ideas, they also will be able to work with City agencies to implement those ideas and be involved in the follow-through (“close the feedback loop”). This person also described how structurally, neighborhoods could create and own individual plans and then work with the City to see where overlap and opportunities are. Similarly, another person spoke of the value of having a “neighborhood-by neighborhood” collection of community voices that were centralized into an ONS. Notably, one other person pointed out that decentralized sites would be necessary.

Also with respect to structure, others made suggestions: establishing an ordinance to give the Office “teeth,” developing a permanent structure within the City that allows communities to develop plans around public safety, and many people argued that the City should fund the Office and build in various priorities (e.g., oversight and accountability, heal harms and address trauma, meaningful community engagement, organizational support, advocacy, funding community leaders, and hiring people who are deeply embedded in their communities and know them well). One person summarized the connection between community empowerment and an ONS succinctly: address public safety as an ecosystem while recognizing the community also is an ecosystem. The implication of this guidance is to frame public safety as interconnected substantive, procedural, and relational issues that vary across time and space while also recognizing that the most important stakeholder, communities, also are a network of people, places, and organizations. This perspective facilitates an understanding of an ONS and its participants as inter-related where a change in one place has effects on other parts of the network; it also reflects the importance of coordinated efforts and communication.

The *resource-related sub-theme* of community involvement and empowerment had several mentions, almost all of which were different from one another when it came to specific details. Generally, interviewees identified resources that neighborhoods have and resources from which communities would benefit. With respect to resources neighborhoods already have, people identified many: human services sites, recreation centers, police stations, space (at least some communities have space); a few participants spoke of resources the City provided to communities that empowered them—grants, programs, education (Citizens’ Academy), technical assistance, site visits for the purpose of assessing what is working well and where barriers are when it comes to working with the City (i.e., not to determine compliance). With respect to resources from which communities would benefit, respondents identified the following: information, assistance with something, time with people in the City to hear their concerns and talk about resolution strategies, and help with RFPs. Summarily, communities seem well-positioned to work with the City in the capacity of an ONS—they may need some resources and some areas might need more

THE ECOSYSTEM METAPHOR

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resources than others, but they also have a lot already in place, both within their own structures, as well as with their existing connections with the City.

There were a number of references to community empowerment and the *role of equity*. From a high-level perspective, a few people mentioned on the importance of developing culturally-responsive policies and practices within an ONS and having culturally relevant programming. More specifically, one respondent mentioned the importance of healing as an interactive process and addressing trauma. Several people spoke to the necessity of focusing on language—being intentional about language support (e.g., having the website in languages other than English, having meetings and surveys in English and Spanish, using language that will resonate with Denver neighborhoods, and using the words of the communities in documentation that the City disseminates and has on its website). A few others spoke to the value of cultural competence as it relates to place-based decision-making—being intentional about the location of an ONS and ensuring community participatory strategies (e.g., meetings) were accessible to residents. Together, these interviewees voiced the worth of the City developing new patterns of behaviors and applying them in an ONS.

When people were asked about community empowerment or involvement, many of them responded in ways that were directly related to *community engagement*. Indeed, this sub-theme had numerous references. One City Council member explicitly stated, and a few others implied that it was Council’s job to do community engagement. A few members of City Council spoke positively of various aspects of community engagement, but also pointed out that the purposes of City Council as identified in City Charter are narrow and that an ONS could be an effective partner in that it would allow Council to fulfill its purposes while still engaging with communities in ways that were relevant and appropriate.

Most of the responses around community engagement were related to strategies. Specifically, participants put forth many good ideas for the City to do meaningful community engagement work with Denver neighborhoods: direct mail, pop-ups in parks, media outreach, asking for 20 to 30 minutes at gatherings, surveys, meetings, community-led town halls, telephone town halls, and listening forums. One person mentioned having survey-related workshops where all organizations in an area (non-profits, RNOs, PTAs, churches, schools, and others) were solicited to participate. Another interviewee suggested that the City ask for demographic information (this advice could apply to any mechanism from a survey to obtaining information from people attending a meeting or a pop up in a park), compare responses to the actual demographics in an area to see who is missing, and then do targeted outreach to hit the missing demographics; this process is a way to ensure robust, comprehensive community engagement. While not providing information at that level of specificity, another person made a similar point that the City would have to engage in efforts at a level never seen before. Other strategies were not directly related to mechanisms to engage communities, but rather took the form of what to do or not to do. For example, one person stated that the City should not ask residents about issues on which a decision already has been made—engagement needs to be authentic, not done to “check a box.” People want to know their feedback is being used. Asking community to provide feedback on something where the feedback will not be used simply to say engagement was done is not only ineffective, but harmful as it leads to frustration and distrust. A different interviewee suggested taking politics out of community engagement, and another person argued that the City needs to convene regular community representatives from Denver neighborhoods more regularly. Beyond strategies for community engagement, a few respondents talked about other aspects of community engagement. One person remarked that there had not been enough community involvement in youth violence prevention efforts and that an ONS should not repeat that mistake. A different participant spoke to the importance of engaging communities through connecting to community-based lived experiences. Finally, one respondent underscored that safety can be a trigger

word, particularly in diverse neighborhoods. “In diverse neighborhoods, what does that mean?” this person asked, reinforcing that safety is culturally constructed and has varying meanings across people and places and over time.

The final sub-theme related to community involvement and empowerment was *considerations and problems*. This sub-theme had numerous references. In identifying problems, people pinpointed issues on both the community and the City side. On the community end, one person stated that the community may not have the expertise and/or resources it believes it has to meet the level of involvement they would like to have in certain issues. This person also pointed out that communities may experience internal conflict, which is a barrier to assuming extensive responsibility in large-scale problems. In a similar vein, this interviewee ascertained that there is not agreement even within communities over who the community leaders are. Another participant argued that activists, who have the loudest voices and often the highest level of involvement, do not always understand how things work in the City. This person also contended that communities as a whole do not want to be equated to their activists, that they do not want agenda-driven members or activists. This person pointed out that allowing activists to drive important and large-scale goals like public safety-related ones would have a chilling effect on other community members—hence, in establishing an ONS, the City of Denver should be intentional about meaningful and inclusive engagement to ensure a “reasoned, collaborative agenda.” A few people also spoke to general challenges of working with community (e.g., the time investment required, the complicated nature of relationships, etc.) On the City’s end, respondents identified a number of problems. First, some people feel like they cannot talk to City Council or policy makers. Second, the City acts and then asks residents to get involved (this person acknowledged that this problem is, in part, related to the structure of the City). Third, a few interviewees stated that a lot of community members are repeatedly tapped for things, one of whom also pointed out that these individuals often face barriers like no childcare and no compensation for their time. Fourth, a few people said that communities are over-surveyed. Fifth, trust is a barrier between City-community relationships. Sixth, community involvement tends to be at the agency-level within the City and only certain people are included. Finally, one participant ascertained that it is necessary for the City to prove to the community that its “ducks are in a row” by sending community the message that, “this is the City’s role and this is why the City cares.” This strategy will build trust—it is an investment, but the process might take a year. Other considerations that respondents noted involved recognizing that some communities have a stronger voice, better expertise, and more experience with City grants than others do and developing a clear strategic plan with the role of the City and how to accomplish objectives. Finally, a few people spoke about the City-community relationship when it came to the STAR program. These interviewees talked about the challenges of the community’s role—specifically, the Advisory Council that had unclear boundaries on its authority and how in conversations with community groups and residents,

CITY-RELATED PROBLEMS WITH COMMUNITY

- Some people feel like they cannot talk to City Council or policy-makers.
- The City acts and then asks residents to get involved.
- A lot of community members are repeatedly tapped for things, and many of these people face barriers.
- Communities are over-surveyed.
- Trust is a barrier between City-community relationships.
- Community involvement tends to be at the agency-level within the City and only certain people are included.
- City should prove to community that its “ducks are in a row” by sending community the message that “this is the City’s role and this is why the City cares.” This strategy will build trust—it is an investment.

the City learned that the community felt like it did not have enough authority. This experience is suggestive of the important lesson to *meaningfully* engage the community, which is to involve them in most or all aspects of an ONS and in ways that involve creating, providing, and other active forms of participation.

Data Tools and Considerations

The data theme illuminated three sub-areas, tools in place and working well, problems, and considerations and suggestions related to data and an ONS. Interviewees identified a number of aspects of data-related tools and programs in place in the City of Denver that are working well. Multiple individuals identified dashboards within the City that contain data on different metrics (one of whom specifically pointed out the dashboard within the Department of Safety), 311 data, 911 data, crime data, and public health harms and related data (e.g., overdoses, suicide, traffic injuries and deaths). One person stated that the City maintains data to track what is being funded; this person also pointed out that there is a financial map of youth violence prevention work. Many people agreed that Denver's crime data are especially strong with respect to data collection and accessibility to other agencies and the public on the Police Department's website. A few people pointed out that employees and agencies within the City use 53 to 55 different platforms/programs/case management systems, and one stated that Tech Services was a big help. Numerous people identified Sales Force as the primary CRM and agreed that it has a lot of useful tools. A few people said that everyone should start using Sales Force and that people should "dig in" and understand this system. One person pointed out that he and others who did geography-based work used the Geographic Information Software (GIS) program. Generally, interviewees agreed that data collection and sharing the City is good. One person contended that some agencies do a good job of getting data out, while others could do a better job, and another argued that most agencies do a good job with only a few not having accessible data.

Participants identified a number of problems associated with data collection, sharing, and related issues:

- Two respondents pointed to measurement challenges. One cited an example of how to prove a shooting was prevented.⁶ The second person spoke of the inability to track the net impacts of enforcement programs.
- A few people pointed out that some data that should be released are not, that data should be more accessible, and that the City should be more transparent. Specifically, one respondent stated that it is difficult to obtain information about lighting and public dumping. Another person remarked that there are not data on the number of mental health and drug treatment beds available. A third interviewee more generally pointed out that some data from the Department of Safety are not available to the public without a Colorado Open Records Act (CORA) request. Finally, a fourth person specified that some agencies need more engagement from other agencies to get at root causes of issues (e.g., substance use, suicide, etc.), so there could be a more coordinated approach to reducing residents' stress associated with not having their basic needs met and hence, lowering the prevalence of adverse outcomes.
- A respondent went into some detail about Denver not having a system for centralized data sharing, which is a big issue. This person pointed out how agencies would be able to better work with their clients and other residents in need if they could access more comprehensive

⁶ With an appropriate research design, it is possible to demonstrate that a treatment (e.g., a prevention program) reduced or prevented (i.e., caused the absence of some or all) instances or outcomes. In this capacity, it would be worthwhile for City agencies to partner with institutions of higher education to carry out this research.

information about them. This person said that part of the problem was that the various CRMs and platforms that different people and agencies used (the 53 to 55 that exist) did not speak to each other—i.e., there is not an institutionalized mechanism for sharing data across agencies within the City of Denver. Agencies are at the mercy of how strong data collection, data sharing, and other factors are when it comes to their ability to obtain information.

Finally, with regard to considerations and suggestions, most people’s recommendations were related to information access across agencies to ensure the fidelity of data management while optimizing the success of an ONS. Most people agreed that a new CRM was not necessary. Even to the extent that there are weaknesses within the data platform, people seemed to think that they were resolvable without changing to a different CRM (and many were opposed to a change). Indeed, respondents expressed that Sales Force likely has the capacity for centralization and data sharing, noting that people need training and that the City might need to pay for upgrades/more functionality for Sales Force. One person said that the CRM platform was not the problem—having strong data collection strategies should be the priority—data collection should be done consistently and with purpose. Another stated that the City can “...blast out an e-mail, but it is the relationships behind the e-mail that matter” and suggested analyzing open rates of e-mails to see which agencies had the highest percentage. One person stated that the City should provide a centralized location for data access and that funding for centralization should come from the Mayor’s Office.

Most people made it clear that in establishing an ONS, data governance would need to be a priority—specifically, criminal-justice related information must be kept separate from other data. Criminal justice data should be maintained separately, and Denver residents need to know that—people cannot be afraid that if they seek a service or become involved in an ONS their immigration status will be checked or a City official will look for an unpaid parking ticket or an outstanding warrant. Many people mentioned that not all data can be shared for legal and ethical reasons, with at least one speaking specifically about public safety data. Technologically, there needs to be a wall intentionally set up to protect certain public safety data. Implicitly, these suggestions underscored the importance of maintaining some separation between law enforcement and an ONS. Finally, a number of interviewees shared the sentiment that data needs should be a priority in the establishment of an ONS—people need to know how and from whom to request data. Within an ONS, relevant data should be accessible with the necessary data governance strategies to ensure sensitive and legally protected data are not available.

Duplication in Supports and Services

People had relatively little to say about duplication in supports and services within the City of Denver. Many interviewees expanded the scope of the theme to include duplication within communities and duplication between the City and communities. Many participants stated that they did not believe redundancy was a big problem within the City. One person said that redundancies have declined within the past few years, and one respondent believed that an ONS would not be redundant saying, “there is always room for new things.”

On the other hand, several people expressed concern that an ONS could or would be redundant and create an extra, unnecessary layer of bureaucracy within Denver. One respondent in particular pointed out that the City of Denver has a number of responses to safety issues beyond criminal justice and to create an ONS to address alternatives to law enforcement/criminal justice would be “putting a different bow on [what already exists].” A different interviewee stated that there are redundancies in City services and that organizational change was necessary to alleviate the duplication, but for that to happen agencies needed to be willing to give up some things and be willing to take on new things. Many people mentioned that duplication within City services and supports was a consequence of lack of coordination/agencies

operating in silos. Finally, a few individuals pointed to specific places where they believed there was a duplication in services and supports. One person opined that much of the work done by the Mayoral Office of Social Equity & Innovation also was being done in many City agencies. Another more tentatively suggested that there were redundancies around treatment and substance use (human) services and encampments throughout City agencies.

Many people responded to questions about whether there is duplication of services and supports in Denver agencies with an answer of no, but noted that there was repetitiveness within community efforts. Two individuals said that community-based organizations could be competitive with one another and end up engaging in similar work in an effort to “do it better.” Two people also pointed to a problem with the City funding work that might be different in name (e.g., “gang prevention” and “delinquency prevention”) when the organizations being funded to do the work actually were doing the same programming and activities. Finally, one interviewee believed that community organizations were duplicating efforts, fighting for the same dollars to fund their efforts. This person pointed out that there are “so many non-profits” and that there needed to be stronger coordination of community efforts.

A few people believed that the City and community were carrying out the same work. One person said that people in the community are unaware of what exists in the City, so they create their own programming (which unnecessarily duplicates what is going on in the City). A second person said that the community does not think the City is doing a good job or doing enough or they think that they can do it better, so they do things on their own. This person, like the previous respondent, said that the City does not do a good job of telling communities what they are doing. Finally, an interviewee discussed how a lot of people and organizations work on a problem, but there is not coordination and there may even be conflict between the City and non-profits over how to address the problem, leading to redundancies.

As redundancies in services and supports relate to an ONS, respondents had mixed perceptions. Some people believed that an ONS could reduce redundancies with the proper structure, well-defined purpose, and implementation. Others were less optimistic and concerned that an ONS not only would not resolve problems of duplication but would make that problem worse if it took on services, programming, and activities that were already in place within the City. The common message that emerged from responses within this theme was for the stakeholders involved in an ONS to know what they are working on. One respondent provided a recommendation for a strategy to carry out this advice: spend time with people to identify new projects and ideas that offices within the City currently do not have.

Resources

Many people (15) commented on a facet of resources as they relate to what the City has, what the City provides the community, and/or thoughts on resources in establishing an ONS. These 15 people made 23 total references, typically one or two each. People’s thoughts on resources, particularly as they related to what the City has and/or provides to communities fell within the categories of tangible and intangible resources. Other statements related to resources are then discussed.

Much of the discussion around tangible resources within Denver and that the City provides to communities centered around **funding**. The City uses funding, in some agencies a lot of it, to support community-led events (e.g., related to gang prevention) and provide programming and activities from which communities benefit. One person specified that the City is putting a lot of money into housing,

which should lead to many positive changes. Several interviewees mentioned Caring 4 Denver, which has a budget from taxes of \$40 million annually. Some of that money is used to fund youth (e.g., to provide trauma-informed healing through art, music, and movement), community-centered solutions (e.g., through building trust and improving places where people live, work, and play), and alternatives to jail (e.g., the STAR program, adding case managers to a co-responder program, providing mental health and peer specialist support, and partnering with the Department of Corrections). Funding provides direct and indirect benefits to the City and especially the neighborhoods the City serves.

CARING 4 DENVER

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Beyond funding, *human resources* were a tangible asset that respondents identified. One person mentioned people providing expertise; a different respondent specified people who serve as leaders; and a third identified staff that sit on community boards. A fourth individual pointed out that people in City agencies run programming and give up their time to participate in coalitions, boards, and other organizations and groups, and a fifth specifically identified community resource officers who know the community and provide support.

A third tangible resource described by participants was *space*. Space included parks and rec buildings, facilities for meetings, and “cop shops.” One interviewee described cop shops as “places in strip malls where the owner donates space and people donate money and resources.” The person stated that police can go to these places and use the restroom, get coffee, and write reports, while members of the community can go there to talk to someone. These spaces are run by volunteers (who constitute a resource). The final tangible resource identified by respondents was technology—just one person mentioned it and gave the example of the City using technology to create surveys that are administered to individuals and organizations in Denver communities.

With respect to intangible resources, people identified several. The first resource that was illuminated from the data was *information*. A few people specifically pointed to gun violence mapping work, crime hot spots, and information about public health harms, and one person detailed an opportunity index that revealed areas in Denver that are the most and least connected to resources. Two other intangible resources that were described included *time* and *networks/connections* (e.g., partnerships between City agencies and City Council members and connection points where community members received assistance reaching decision-makers).

When it came to responses that were related to the use of resources in establishing an ONS, people had different, but not necessarily contradictory, thoughts. For example, one person stated that to ensure an ONS had capacity, a lot of additional resources beyond what exists in the City would be necessary. A second person opined that a changing mayoral administration could mean a shift in priorities and resource allocation and if an ONS is established, it would need to have a continual investment. A third person agreed that additional resources would be necessary for an ONS to be successful, but this person also discussed the importance of using existing resources. Specifically, the person said, “pull together as many people and programs as possible.” Further, the person spoke to the importance of

ensuring a robust budget in year one, as that budget would be the base budget for the ONS forever. Any additional funding would have to come from the Director asking for an expansion. This person also believed that if an ONS is not well-established in its first year, it is unlikely to succeed. Finally, the person pointed out that as a new agency/structure, an ONS would grow its base by hiring other people. A different interviewee suggested incorporating technological resources for tools like an app that could be used within an ONS. Someone also suggested conducting an assessment to see what facilities are available across Denver neighborhoods (e.g., for accessible spaces from which an ONS could serve the residents). A few people mentioned that the VERA Institute might be a helpful source of information in establishing an ONS, and one person stated the importance of money and resources being aligned with the person leading the ONS.

Structure: Silos

There were four themes related to the structure of an ONS: silos, models, where not to place an ONS, and where to locate an ONS. The first theme, silos, was the most straightforward. Ten people mentioned it a total of 14 times. The comments were short and could be categorized in one of two ways: that silos exist, followed by an example of where/how or an effect of silos and how an ONS could be an opportunity to reduce silos within the City. Silos refer to the structure and operations of the City that occur independently, without working or being connected effectively to other entities. Twelve of the 14 references identified silos within the City of Denver as a problem. Two people stated that the City is siloed and struggles with coordination, and a third person said that the City is well-intentioned but behind by decades when it comes to coordination. Several people pointed out that the City is siloed by agency but went different directions with their follow-up comments. One person said that the silos result in people needing to understand how the City works in order to access services (i.e. that the lack of coordination/presence of silos results in more challenges to residents). Similarly, a second respondent described the structure of the Mayor's Office living above agencies that function as navigators, making a similar point as the previous individual that the different offices and agencies within the City are not well-coordinated. This person also argued that the website both reflects and reinforces the silos within the City, with each agency having its own. A different interviewee contended that conversations occur in silos and that some people make decisions, implying that decision-makers are making determinations about multi-faceted issues with limited information—and that incomplete information was a result of siloed conversations.

A few participants believed that an ONS would not be a solution to the City's silos. One of these interviewees was not opposed to establishing an ONS; this person just clarified that the purpose of the ONS should not be to solve the complexities associated with lack of coordination within the City. Most participants who described silos within the City and made a reference to creating an ONS were optimistic that this new entity could reduce silos. One person stated that an ONS was a "...good opportunity to realign." Similarly, a second respondent said an ONS could "reduce some of the fragmentation" within the City. A third person, when asked about an ideal structure of an ONS stated, "not a silo." One respondent went into more detail, contending that an ONS should be located as high up to the Mayor as possible, as this positioning would signal public safety as a priority given that the Mayor is the leader of the city. Further, this person argued that it was necessary to establish an ONS outside of City agencies for the explicit purpose of getting it out of bureaucracy/silos. Another person pointed out that ONS should be distinguished from 311 in that it should have within its scope full navigational capacity where staff within the Office would stay on e-mails/communication from beginning through resolution (where 311 is set up as a dispatch and there is no follow-through to the closure of the issue). The context of this suggestion was that an ONS would work with agencies and stakeholders to resolve relevant issues for residents and

communities and that their work would not be siloed—they would be the “glue” that connected a comprehensive process of issue resolution.

Structure: Models

When interviewees were asked about the structure of a prospective ONS, unlike the relatively short and straightforward comments about silos within Denver, many people had more to say about other aspects of structure, including potential structural arrangements that stakeholders might draw upon in establishing an ONS. Indeed, most (20) participants made at least one reference to a structural model, and there were 47 total references, meaning that, on average, people made at least two comments about structural models in the creation of an ONS.

When participants mentioned structures, many made references to larger-scale structures like a coordinating committee model; a co-governance model between the City and community; a commission-based model; a victim advocate model (to avoid the internal policies and dynamics of City agencies); and a neighborhood council model similar to Empower LA where there is joint and equal authority over hiring, firing, spending, and programming. There were mentions of steering committees, advisory committees, and task forces, but typically those references were accompanied with cautions like:

- “advisory committees have no decision-making power and their authority is not clear. They get political quickly; I wouldn’t use that or I would call it something different;”
- “I’m not sure what kind of power a steering committee would have...;” and
- “Task Forces are time-limited and scope-specific.”

One person cautioned that if ONS is a stand-alone office, it should not “...be part of everything but not do anything.” The context of this comment was to make sure that if established as a new office, ONS should have a clear purpose and well-established boundaries with collaborations with other City agencies. One person suggested that having an ONS with boards and committees with joint commitments could be effective. A few people liked the idea of Denver establishing a new office that actively included the community and served as a resource for residents, but indicated that the scope could be broader than safety (e.g., have resources for safety-related issues, but also materials and equipment like computers).

A few people also mentioned features of CASR as a potential model for establishing an ONS, specifically the way it encompassed plans and programs that were already in place when it was created and its close work with other City agencies to assist them with their work related to climate change. In a similar vein and also related to reducing silos through inter-agency collaboration, one respondent identified the use of Multi-Department Alignment Teams (MDATs) where all stakeholders within relevant City agencies meet monthly to coordinate their efforts. An MDAT approach could work well within an ONS if its role is to coordinate safety-related issues across departments. Multiple participants alluded to Denver’s strong mayoral government. One person made it clear that the existing boundaries between City Council and the Mayor’s Office should remain in place and that collaborations should take place within the scope of those boundaries. Another person described how a new Mayoral administration could create an ONS, reflecting its prioritization of public safety. Several interviewees spoke to the importance of using an ordinance to establish an ONS to give the Office “teeth,” and one individual suggested starting ONS under the Mayor and then establishing it by ordinance as a City agency, but communicated the importance of ensuring the new office was doing work that was different than efforts in which City agencies already engage. This point is especially important given the risk of fracturing support networks that exist in the City, particularly the areas that work on public safety, if the work of these agencies is shifted to a new office. Summarily, when it comes to large-scale structural considerations in the establishment of an ONS, there was agreement that the Office should be established

within the City; that its long-term survival chances would increase if it was a permanent structure within the City that involved multiple agencies and allowed the community to develop plans around public safety; and that given the City’s hierarchical, rank-based structure, an ONS should not be “buried too far down” the bureaucratic layers.

When discussing structural aspects of a potential ONS, respondents made numerous references to smaller-scale structures that could exist within the larger structure of however the office is established. Specific suggestions included having a grant-making division to fund communities’ ability to drive public safety work, incorporating outreach teams, crisis response, a neighborhood outreach team, a resource center (e.g., to engage in tactical urbanism activities like activating alleys with chairs and lights to change them into spaces where desirable activities take place), and a community board (this participant noted that if ONS was funded by taxpayer money, the community board likely would be advisory). One person spoke in favor of having “arms” within the ONS to reflect different areas of foci (e.g., youth violence arm) and believed that trust could be gained by approaching the people who lead programs in that particular area and having these leaders share information, build relationships with other departments, and develop long-term policy strategies. A different interviewee pointed out that neighborhood safety can take a long time and that an ONS should build in short-term, medium-term, and long-term goals regarding the issues with which it undertakes. Finally, several people referenced the funding structure of an ONS, many of whom illustrated the important relationship between funding sources, amount of funding/resources invested in an ONS, and structural possibilities. The funding in year one from the general fund is particularly important, as that amount is the base upon which an Office’s growth is built. The scope, reach, and depth of an office can grow exponentially with a large investment, but it is necessary to balance that benefit with concerns of wasting resources, duplicating efforts, and what is being given up to obtain the funding for the investment.

FUNDING STRUCTURE OF AN ONS

Several people referenced the funding structure of an ONS, many of whom illustrated the important relationship between funding sources, amount of funding/resources invested in an ONS, and structural possibilities. The funding in year one from the general fund is particularly important, as that amount is the base upon which an Office’s growth is built. The scope, reach, and depth of an office can grow exponentially with a large investment, but it is necessary to balance that benefit with concerns of wasting resources, duplicating efforts, and what is being given up to obtain the funding for the investment.

Finally, with respect to models within structural possibilities of an ONS, interviewees discussed strategies, suggestions, and tools related to different models that could be adopted. One respondent described standardizing public safety approaches based on best practices by substantive area (with the substantive areas being driven by calls for service to 911 and 311)—this effort could facilitate a parsimonious and effective approach taken by an ONS. Another participant discussed how a lot of collaboration within the City of Denver is project-based and applying that model to an ONS could mean having agency representatives who are actively involved with a certain aspect of safety convene regularly while having departments that are less impacted share feedback and insights via e-mail, giving them the ability to comment on drafts, having a formal commenting period, etc. More generally, another interviewee shared a similar sentiment, stating that stakeholders should have a meaningful seat at the table and work together to develop plans around public safety. In support of this point, a participant contended that an ONS should pull together as many people and programs as possible. Several respondents mentioned documentation that could be built into an ONS: learning briefs, funding documents, action plans, strategic priorities documents, governance documents, and standardized reports. Other model-

specific suggestions included elevating an ONS, having the ONS exist as an opportunity before 911/police involvement, integrating transparency into all facets of the office, embedding community navigators within the ONS to establish priorities within neighborhoods and bridge relationships across the City, and piloting ONS work at the neighborhood level in a neighborhood that has community relationships and problems that an ONS could work to solve.

Structure: Departments/Agencies That Should Not Contain an ONS

Many interviewees (18) made at least one reference to places in which an ONS should not be situated; the total number of references among the 18 participants was 36. With few exceptions, almost all respondents for varying reasons opined that an ONS should not be located within the Department of Safety or within law enforcement. The basis for many participants' opinions was related to the community:

- that an ONS should be community-led,
- that the community wants non-law-enforcement related options that are culturally sensitive and trauma-informed,
- that contentious rhetoric between communities needing more from police and wanting over-policing to stop should not exist within the space of an ONS,
- that the community is not getting what it expects from the police,
- that distrust of the DoS/law enforcement is the impetus for the request of the ONS,
- that conversations about policing overwhelm the work of other agencies, and
- that law enforcement does not have the expertise or capacity to address the whole person.

One person described the challenges between law enforcement and some community relations in the context of historical trauma, making the point that putting an ONS in the Department of Safety would worsen that trauma. Having law enforcement involvement in an ONS in a less structurally connected manner may facilitate healing from historical trauma, but this respondent believes that some communities will never trust law enforcement—and that is okay, because the City needs to shift how it provides services and supports. One person acknowledged that the Task Force wanted police out of “their neighborhoods,” but that such a viewpoint did not represent the wishes of many Denver residents.

A few interviewees pointed out that an ONS should not be placed under or within City Council, as City Council is legislative under Charter and does not manage city services. One person did not believe an ONS should be placed within the Office of Children's Affairs; another participant did not believe the Department of Transportation and Infrastructure focused on issues of public safety in the cultural context that is necessary for an ONS; and a third person stated that the Office of the Independent Monitor has established trust in the community and was neutral but that an ONS “may lose its luster” if it was placed there. One person who mentioned Human Rights and Community Partnerships as a possible good fit for an ONS also pointed out that placing an ONS under this agency could have some challenges, one of which is that if an Office of Community Engagement also was placed under Human Rights and Community Partnerships, the two offices could end up merging, which would not be good. More broadly, a different interviewee stated that it could be problematic to position an ONS within the Mayor's office, because there is a lot of pressure on the Mayor's office to “clean up the streets;” this person was suggesting that the mission and vision of an ONS, particularly meaningful community involvement, could be jeopardized if the Mayor has allegiances to business interests that are not aligned with the community's interests. Finally, two people indicated that an ONS should not be placed within Social Services. One person's rationale was that social services and public safety were distinct from one other—specifically, this person contended that suicide and mental health are mental health, not public safety. The

other person's reasoning was that some community members fear social services because they associate that agency with the threat of losing their child or children.

Most references about where not to place an ONS were specific to City agencies, but a few people commented on issues more tangentially related to what not to do when it comes to structuring an ONS. The most common remark was related to activists—specifically, three people talked about how activists should not “run things.” One rationale was that they could “only go so far” (i.e., they could not accomplish the goals that an ONS should be set up to achieve). A second person said that activists will “frighten people away,” and the third respondent stated that when activists run things, consensus cannot be achieved. In a different vein, one interviewee maintained that it would be a political win to centralize service and have someone other than the police in charge; this person had some hesitations when it came to what an ONS could accomplish beyond this political win.

Structure: Who to Involve in an ONS

While a number of people had thoughts on where not to place an ONS, even more people (26) had insights on where an ONS could work well (80 references). Many interviewees made suggestions on where an ONS could be effectively located (e.g., within a specific City agency), while others commented on stakeholders who should be involved but not house an ONS. Broadly, respondents almost universally agreed that an ONS should be housed within the City of Denver, although notably one person argued that an ONS should be rooted in the community and another suggested a structural co-creation between the City and community. Other broad points respondents made included the importance of the location of an ONS and that agencies doing public safety work would have to accept an ONS. Several people also pointed out that most agencies within the City have functions or programs related to public safety, implying that there are a lot of stakeholders that should be included in an ONS.

More specifically, although numerous people opposed placing an ONS within the Department of Safety, a few people supported housing it there.

- One interviewee asserted that the operations taking place within Safety are consistent with what an ONS would take on.
- Another respondent stated, “I would be hesitant to remove [the ONS] from the Department of Safety.” A third person said that the Department of Safety is doing a lot of work in the community, so it could work to place an ONS there.
- Several participants suggested that DDPHE would be the best option under which to place an ONS. One person pointed out that a lot of Department of Public Safety programs are transferred to Denver Department of Public Health and the Environment. Another individual detailed several other benefits, including optics, framing of issues, addressing long-term issues related to housing and substance abuse is consistent with what the Denver Department of Public Health and the Environment does, and that public health “does things the right way.”
- Two participants suggested that the Office of Children's Affairs would be well-suited to house an ONS, as this Agency works closely with the Department of Safety, Denver Police Department, Human Services, Parks and Recreation, etc. Their substantive work across agencies focuses on a lot of aspects of safety, including the built environment, food security, toxic stressors, and mental health. Finally, the Office of Children's Affairs performs good work related to primary and secondary prevention strategies.

Many participants agreed that an ONS could be quite successful if it was housed in the Mayor's office. These participants were split as to whether an ONS within the Mayor's office should be situated within Human Rights and Community Partnerships or be established as a stand-alone office. Several

people believed Human Rights and Community Partnerships could lead an ONS. One person alluded to the “gentle touch” of this office and commented on its solid understanding of community work. This person also believed that it would be efficient and reduce the problem of over-surveying community members to house an ONS within Human Rights and Community Partnerships. Another interviewee stated that Human Rights and Community Partnerships works with immigrants, providing them with language support and interpretations services. This Office’s work with immigrants should make people feel safer. The person was making the point that the Office of Human Rights and Community Partnerships does good work with communities, thereby making ONS a good fit within it. The problem identified by more than one respondent was that the Office of Human Rights and Community Partnerships is a “tiny” office and would not currently have the capacity to house a newly established ONS. Outside the Office of Human Rights and Community Partnerships, two people made specific references to an ONS being a “north star” in the City of Denver as a stand-alone office. Another person asserted that two benefits of putting an ONS within the Mayor’s office included the Office being able to perform coordination functions effectively and efficiency, as “political jockeying” would be eliminated. An ONS would touch on the work and functions of so many agencies within the City, according to one interviewee, that it would have to be located within the Mayor’s office. Further, this interviewee asserted that an ONS would need the political backing of the Mayor. Many respondents argued that it was necessary to locate an ONS as high up to the Mayor as possible for various reasons, one of which was that it would signal the priority given to public safety and send the message that the ONS would not be “another silo” within the City.

Beyond where an ONS would be structurally created, participants had a number of thoughts on stakeholders who needed to be involved with this office and what that involvement should look like. First and foremost, meaningfully including the *community* (community-based organizations, non-profits, registered neighborhood organizations, and individual residents) is essential to the success of an ONS.

The Task Force would like to play an active role in an ONS. A few people pointed out that an ONS should intersect with almost every City agency, and that certainly seems to be the case, as respondents named numerous City agencies, City-adjacent agencies, and related organizations. Unsurprisingly, the agency most commonly named as a stakeholder was the *Department of Safety*. There was widespread consensus that this Department and *Denver Police Department* specifically should be actively engaged with an ONS, and one interviewee even said that the relationship between the Department of Safety and an ONS should be formalized. Beyond the Department of Safety, the following agencies, offices, organizations, and related entities were named: the Office of Community Violence Solutions, The Department of Transportation and Infrastructure (by many people) (where it intersects with public health issues, traffic

AGENCIES, OFFICES, ORGANIATIONS AND OTHER ENTITITES IN DENVER TO INCLUDE IN AN ONS

The Office of Community Violence Solutions, The Department of Transportation and Infrastructure (where it intersects with public health issues, traffic calming and traffic safety projects, right-of-way, bicycle and sidewalk safety), Human Rights and Community Partnerships, the Crime Prevention and Control Commission, Law Enforcement Advisory Boards and Committees, the Citizen Oversight Board and Office of the Independent Monitor, Tech Services, Human Services and specifically the Prevention Services Unit within it, DDPHE and specifically suicide prevention and property nutrition and food access, the STAR Program, Street Enforcement Team, Office of Children’s Affairs and specifically youth violence, Community Planning and Development (specifically CPTED), Parks and Rec, Handgun Intervention Program (HIP) Court, the Public Harms Working Group, Financial Empowerment (specifically poverty), YVPAT and the Youth Advisory Council, HOST (homeless population), NEST in DEDO, and Denver Public Schools (particularly their youth programs).

calming and traffic safety projects, right-of-way, bicycle and sidewalk safety), Human Rights and Community Partnerships (several times), the Crime Prevention and Control Commission (three times), Law Enforcement Advisory Boards and Committees, the Citizen Oversight Board and Office of the Independent Monitor (twice each), Tech Services (to provide internal support), Human Services (twice) and specifically the Prevention Services Unit within it, DDPHE (four times) and specifically suicide prevention and property nutrition and food access, the STAR Program (numerous times), Street Enforcement Team (twice), Office of Children’s Affairs (several times) and specifically youth violence, Community Planning and Development (specifically CPTED), Parks and Rec (three times) (specifically CPTED and safety issues at rec centers and park safety, including parking lots), Handgun Intervention Program (HIP) Court, the Public Harms Working Group, Financial Empowerment (specifically poverty), YVPAT (three times) and the Youth Advisory Council, HOST (homeless population), NEST in DEDO, and Denver Public Schools (particularly their youth programs). Several respondents mentioned the importance of including courts and being intentional about navigating their involvement given the political environment around unintended harm reduction outcomes (e.g., arrestees being released and committing crimes) and challenges those outcomes present to law enforcement and others. Many people also spoke to the important role City Council should play in an ONS ranging from getting buy-in to partnering with this Office to participating in relevant networks with an ONS.

When interviewees spoke about who to involve within the structure of an ONS, some of the comments were not directly related to where to house the Office or who to involve. People spoke of the importance of an ONS enhancing coordination with training, best practices, and violence interrupters; using neighborhood-specific training plans in collaborations with communities; and more than one interviewee mentioned an ONS as a central entity in a network of stakeholders. Specifically, a prospective ONS was labeled as a “convener” to break down silos, “connectivity” between agencies (when ONS indicated to an agency that it was needed, the agency would respond), and “reducing fragmentation” within the City. Substantively, participants agreed that crime was an important part of public safety, and a few people explicitly stated that residents identified it as their first or second biggest concern. Beyond crime, interviewees identified other public safety concerns that should be encompassed in an ONS as homelessness, housing affordability, traffic/speeding, gun fire, mental health, substance misuse, and more.

Concerns, Considerations, and Advice

Every person discussed their concerns and provided suggestions and feedback on various facets of establishing an ONS in the City of Denver. The total number of references was close to 150. Several people’s concerns were strong enough that they did not believe the City should establish an ONS, while others’ concerns were in the context of using caution if going forward with an ONS or justifying the need for an ONS. Considerations and advice could be broken down into a number of sub-themes, including the functions of an ONS, people and organizations in an ONS, the design of an ONS (which was, by far, the largest sub-theme), resources in an ONS, and considerations/advice related to community and an ONS.

Specific reasons given among people who opposed creating an ONS included not knowing what an ONS would do, perceptions that an ONS would be duplicating work that the City (and specifically the Department of Safety) already does, opposition to an additional layer of bureaucracy, and the belief that an ONS was not a good strategy to reach the desired goals of the Task Force. Many people were familiar with the Task Force and disagreed with what they described as its anti-law enforcement position, as well as the substance of many of its recommendations. One person stated that the City already was doing many of the recommendations, and another respondent said that the recommendations were unwieldy and could have been boiled down to 10 to 20. A few people emphasized that the Task Force’s viewpoints were not

representative of Denver communities. One person discussed the potential adverse effects of removing law enforcement from positive engagements with the community, one of which is that the police would be left only responding to crime. That effect would create additional problems for law enforcement, as it would structure the profession solely around negative interactions with the community.

A few people had concerns with the name “Office of Neighborhood Safety.” One person opined that the name would “step on toes.” Another (who did not oppose the name) pointed out that defining “safety” could be triggering for members of some communities. A third person believed that if the City was going to create a new office, its scope should be broader than neighborhood safety, functioning more as a resource hub for Denver residents (e.g., provide navigation services where community members could be directed to appropriate agencies to address their concerns, have equipment like computers available for people to borrow or rent, etc.) This person remarked that the name should reflect the broader scope. One interviewee could not distinguish what an ONS would do that was different than what was already being done in the Department of Safety or other places in the City, and although this individual did not explicitly oppose the name, the person’s response was suggestive of an appearance of redundancy.

Some people supported the idea of an ONS and accepted the name (or did not comment on it), but expressed hesitation about whether this office would be effective. Specifically, a few people brought up other entities that have been created in the City to respond to problems like homelessness, litter, and crime and argued that these entities have been confusing, ineffective, and even harmful. Several others, like the person described above, ascertained that an ONS would be redundant and cautioned that if the City creates this new office, it should be clear about distinguishing it from what is already being done. A few people who talked about redundancy believed that there was no way for an ONS to meet unique needs in the City. Put simply, as one participant stated: “We have a suite of responses to safety beyond criminal justice. An Office of Neighborhood Safety would just be putting a different bow on it.” Two participants made references to there being a lot of “chaos” in the City (one person mentioned the “spaghetti” that was thrown on the wall); both of these individuals contended that an ONS would not be a successful way to solve this problem.

Also, with respect to effectiveness, one person who was in favor of an ONS emphasized the need to continually fund an ONS, underscoring how when an effort is effective, it loses funding (because there is not a perceived need for it anymore). A final point related to concerns about an ONS’s potential effectiveness was related to organizational culture. A few people mentioned differences between City offices related to “thinkers” and “doers,” offices that prioritize “getting things done” versus thinking through approaches before implementing them. If organizational culture issues are not addressed, an ONS would not be successful. One interviewee suggested that an ONS prioritize both getting

THINKERS AND DOERS

A few people mentioned differences between City offices related to “thinkers” and “doers,” offices that prioritize “getting things done” versus thinking through approaches before implementing them. If organizational culture issues are not addressed, an ONS would not be successful. One interviewee suggested that an ONS prioritize both getting things done immediately, while also being set up to address longer-term problems that require more thought/research. In a similar vein, one respondent stated that having thinkers and doers was necessary, but said, “we do not need theorists.” The implied distinction between the thinkers and the theorists was that the thinkers focused on developing evidence-based solutions to problems while theorists were less intentional in their thinking and their processes lacked a definitive end point.

things done immediately, while also being set up to address longer-term problems that require more thought/research. In a similar vein, one respondent stated that having thinkers and doers was necessary, but said, “we do not need theorizers.” The implied distinction between the thinkers and the theorizers was that the thinkers focused on developing evidence-based solutions to problems while theorizers were less intentional in their thinking and their processes lacked a definitive end point.

Several people expressed substantive concerns related to issues that likely would be subsumed under an ONS. At least two people spoke to CPTED research and recommendations that could not be implemented by businesses or individuals, as they were cost prohibitive. A few other people argued that there were a lot of people who entered the criminal justice system when their behaviors should have been captured in a non-punitive setting (e.g., neighborhood disputes that should have been settled by a mediator). One person talked about the high level of violence that occurs in homes that remains hidden, in part because even non-criminal justice mechanisms like churches are inaccessible when people in those settings do not want to become involved. Other substantive challenges were related to the ineffectiveness of current approaches. Approaches that interviewees identified included:

- homeless sweeps,
- response times of 911 and STAR,
- 311 being limited to dispatch and not closing the feedback loop with callers,
- treating substance misuse as a “moral failing,”
- refusal to act on community complaints because there were not enough people affected to justify a response,
- the youth violence prevention efforts being limited primarily to violence interruption,
- lack of programs for 12 to 15-year-olds who are responsible for a non-trivial amount of violence, and
- poor or insufficient police response in immigrant communities.

One person stated that more social workers would be desirable, and another said that more community resource officers were necessary. Summarily, substantive concerns as they related to the establishment of an ONS illuminated different conclusions, ranging from resource allocation might be better distributed by investing in problem resolution and more employees versus creating a new office to ensuring that a new ONS was set up to better respond to these problems to entirely justifying the creation of an ONS (i.e., an ONS should be set up specifically because these problems exist).

One of the sub-themes under considerations and suggestions was related to what an ONS will do if it is established. Many people referenced that an ONS should be connected to functions of coordination and navigation; a few of these people described how these functions are inter-related. The inter-connectedness of these roles could be through direct service provision/problem-solving—“here’s a problem, let’s solve it kind of energy” as one person put it—or networking (putting people in touch with the individuals or agencies they need to address their concerns and remaining on the communications until the issue is resolved). A person specified that an ONS should include programming, efforts that already exist within the City, as well as new programs. Suggestions for new programs primarily were related to youth. Other potential functions that people suggested included ombuds (educative and a belief that an ombuds role would facilitate partnerships with City Council and ensure that work will get done quickly), mediation (between communities and law enforcement and between individual residents and officers with whom they have negative interactions as a step-down from a formal complaint opportunity), information and technology services related to public safety, and navigation and direct services as mentioned previously.

Interviewees had many thoughts related to people and organizations associated with an ONS. Many people talked about the importance of including the “right people” (which one person defined as individuals who have credibility and the ability to act within the City systems and the community and another labeled as people who were collaborative) and ensuring that the stakeholders involved in the ONS were on the same page. To ensure “the right people” were involved, one interviewee provided the suggestion to give all agencies, boards, and commissions an opportunity to participate and ask them how their work related to public safety. A related comment touched on one of the benefits of people working as partners being less duplication. A few people identified the necessity of diversity in an ONS, with one of these respondents specifically stating that the ONS should reflect the diversity of the communities it serves.

Two people indicated that it would be imperative to get buy-in from all relevant stakeholders in the Department of Safety and Denver Police Department. One person followed up this recommendation with a more detailed description of how in the process of establishing an ONS, a step should be built in to meet with the Police Chief and communicate what the asks were of the police. In a similar vein, one participant talked about the benefit of establishing an ONS at a time when incoming City Council members could see what the safety issues in the City are and what action plans (within the ONS) are in progress. A few others acknowledged the importance of involving youth in an ONS, and one person recognized the necessity of including Denver Public Schools. A few people discussed the importance of the City staffing the office and providing adequate resources to ensure its success and sustainability, with one person pointing out that people likely would need to work evenings and weekends. A few individuals spoke to the value of an ONS actively including the Task Force. The final few comments were related to community navigators, with both interviewees identifying the need to have people who know their neighborhood deeply and who can use their knowledge and experience to facilitate the establishment of priorities in their neighborhoods and bridge relationships across the City.

Most of the considerations and advice related to establishing an ONS were related to designing the Office. Very broadly, a few suggestions were related to:

- establishing its purpose and having the purpose drive the structure,
- establishing legitimacy through the ONS’s body of work,
- ensuring that the structure was set up to facilitate partnerships with City Council, and
- convening relevant functions within the City.

The last suggestion is particularly important if one of the purposes of an ONS is to centralize safety within the City. A few people identified organizational culture as a significant facet of establishing an ONS. The comments related to organizational culture were broad and respondents made references like:

- “breaking through hurdles,”
- involving the right people (to include individuals who others are comfortable approaching), and
- using the office to break down silos within the City.

A few other broad comments mentioned the establishment of an ONS should be “in service of better, more effective government” and driven by government getting more work done for the community. Many people spoke about macro-level topics, including:

- the importance of an ONS addressing core issues, not symptoms;
- asking “the right questions;” and
- having the “right intentionality.”

Although interviewees did not know the answers to what the “right” questions or intentionality were, it seemed that they were underscoring the importance of having clearly defined values and goals that integrated inclusive and equitable policies and practices. It also was clear that these participants promoted the integration of the community in the ONS.

A few interviewees identified specific values they believed should drive the work on an ONS:

- equity,
- efficiency,
- trauma-informed, and
- cultural competence.

Within these values, a few people spoke of the importance of language. Some respondents addressed how an ONS should focus on its scope in the design phase. Scope included defining safety in order to determine what existing work should be brought into the new office or involve the ONS, as well as to assess what additional programming and resources the Office would need.

Several people opined that safety should be broadly defined and include substantive areas like:

- gun violence,
- mental health,
- homelessness,
- substance misuse,
- traffic issues,
- environmental issues, and
- public health harms

Many individuals reinforced that safety means different things to different people and communities. A few people thought that safety should be narrowly defined (e.g., crime or gun violence). One person described that part of the scope of an ONS, if it is created, should focus on longer-term goals, as short-term safety needs typically were met by law enforcement. This person pointed out the challenge of bringing a new ONS into a “frightening crime rate.”

More concrete advice surrounding the design of an ONS tapped into:

- ensuring that voices not heard by existing layers in the City were heard;
- establishing a funding structure,
- defining goals (i.e., how will an ONS actually improve safety-related outcomes),
- taking an initial step of convening a board or a commission to conduct identify necessary assessments or inventories that should be undertaken,
- clearly defining the situations that require a response by someone with a gun and designing an ONS that can handle all other safety-related issues in a way that encompasses strategies that get at root causes, and
- developing a process to standardize different “buckets” of safety-related issues.

With respect to the advice surrounding an ONS getting at root causes, another participant made a similar reference, asserting that Denver Police Department can effectively identify neighborhood hot spots and while non-profits can do event-based programs, these programs are neither consistent nor sustainable, which is what is necessary for positive change. Many interviewees implicitly or explicitly stated that establishing an ONS would involve potential risks and benefits, costs and gains and that decisions of

where to locate the office would come with advantages and disadvantages. The benefits and burdens of decisions made about an ONS should be acknowledged and transparent throughout the process, and the value-added beyond work that is already done in the City should be clear.

Several pieces of advice were related to resources within an ONS. Most references were related to a specific type of resource, but a few recommendations were more general. One such recommendation was to ensure that money and resources were aligned with the person leading an ONS. A second person poignantly ascertained, “where your money is your heart is” and implored that the City devote the funding and attention to an ONS where these resources are needed. A few people stated that the City needed to provide resources to an ONS for it to be effective, with one person stating, “you cannot empower people and then not provide them with resources.” In a similar vein, one interviewee acknowledged the necessity of an ONS having a large number of resources, but suggested starting smaller to use existing resources at first. With respect to specific resources that people recommended considering in starting an ONS, most mentioned money/funding. Some went into more detail, indicating that funding should be allocated for supporting non-profits, advocacy work, community engagement, and investing in the future of an ONS. Several people identified the importance of physical space, with one person discussing residents’ desire to go to a brick-and-mortar building in the City (not a rec center) to have their needs addressed. Several people, in responding to various questions, spoke to the necessity of ensuring that space was accessible to all communities. A few of the people who spoke of physical space talked about “cop shops” where owners donate space and individuals could donate time (volunteering) or resources, so officers could use the restroom, get coffee, write reports, and talk to residents, and residents could talk to someone. A few people delved into the value of human resources in an ONS. One person’s reference to people was related to networks—this participant advocated for there being links established between every neighborhood and the City of Denver through an ONS. On an individual level, one person talked about how a new agency grows its base by hiring people; another mentioned how lack of capacity is limiting for some offices within the City that are very effective (they cannot expand their work); and a third person discussed the value of community resource officers, contending that more were needed. These officers attend neighborhood meetings, meet with people, give out their e-mail addresses and phone numbers, and directly communicate with individuals in communities. (Notably, a few other people, in a different context, stated that the effectiveness of community resource officers was inconsistent, with one referring to it as “wildly uneven.”) The overarching point that emerged was that human resource considerations are fundamental to an ONS.

The final sub-theme on which respondents provided considerations and advice was related to community. Virtually every interviewee spoke to the importance of ensuring community engagement in an ONS. Notably, many people reinforced the need to keep broader community engagement efforts separate from an ONS, as an ONS should be focused on safety-related issues. With respect to detailed pieces of advice, a number of participants pointed out how communities have different needs and different ideas of what safety means, thereby warranting uniquely tailored strategies, tactics, and interventions. Also, with respect to community engagement, one person described engaging with the loudest voices on both sides of an issue (e.g., like homelessness) and identified the “silent majority in the middle,” a group of people who work a lot of hours, are tired when they get home, often are single parents who need to help their kids, who are not heard. This person suggested outreach on the RTD, in schools, and other places where individuals in the “silent majority” can be found. A few respondents stated that communities wanted non-law enforcement options that were more culturally sensitive and trauma-informed. One person agreed that some residents want non-law enforcement options, but argued that the end goal was a safe space and that an ONS was a specific response that likely would not meet that goal. Another individual discussed the necessity of an ONS accommodating communities by creating low-

barrier, community-centric programs and supports, by establishing trust especially in marginalized communities, and by getting more people out in the communities. In a similar vein, an interviewee advocated for creating an outreach plan that would incorporate a physical space (not government buildings) where people would be comfortable dropping in. A different participant stated that it is necessary for the City to prove to the community that its “ducks are in a row” by specifying, “this is the City’s role, and this is why the City cares.” Although there was widespread agreement among the interviewees with respect to the priority given to community involvement in an ONS, it was apparent from the discussions that engagement and integrating community into a City office were complicated, nuanced, and high stakes. Efforts need to be widespread, intentional, authentic, ongoing, and meaningful.

Conclusion

The interviews illuminated twelve themes and many sub-themes within each. There was an extensive amount of detail, depth, nuance, context, and complexity that emerged when people were asked about various aspects of a prospective ONS. Overall, even among people who were skeptical about an ONS within the City of Denver, there seemed to be a willingness to cooperate and participate. Regardless of where people’s opinions were on whether an ONS should be established, there was widespread agreement that to be effective, certain conditions must be met: allocation of sufficient resources, ensuring that communities and other stakeholders within the City have a meaningful seat at the table from the planning phase forward, centralizing programs and services (but carefully so as to avoid destroying networks that agencies have invested in building), distinguishing an ONS from what is already being done (i.e., making it clear that it is not just another layer of bureaucracy and redundant), and clearly defining short, medium, and long-term goals (at least some of which should be aligned with measurable improvements in public safety in Denver).

RECOMMENDATIONS

Summarily, establishing an ONS in the City of Denver is feasible, but the “yes” is both a confident and cautious one. The language, design, implementation, and assessment of this endeavor are fundamental to its effectiveness. This Office represents a tremendous opportunity for the City of Denver—an opportunity to break down silos; an opportunity to take an innovative, multisectoral approach to enhancing community safety, which will improve both quality of life and safety-related outcomes; and an opportunity to meaningfully engage the community and in doing so build trust, promote healing, and break the cycles of perpetual trauma and adverse impacts caused by historical racism. While there is legitimate hesitation and even opposition to creating a new ONS, it seems that if the design and implementation follow transparent and inclusive processes that are responsive to all voices and if the Office has a clear purpose and mission and demonstrates value-added, it will be possible to get buy-in and authentic collaboration. Many people, both in the City and in the community, fully supported or were optimistic about a collaborative endeavor where they could work together to establish an ONS. An overwhelming majority of people had valuable ideas and seemed willing to contribute if an ONS was established, even if they were not supportive of the idea. Buy-in and widespread involvement are essential in creating a new ONS, and the concerns expressed were valid—the processes used to develop an ONS should ensure that the skeptical voices are heard and their apprehensions addressed.

Before delving into the specifics, it is necessary to consider the implications of the name of this office. The City has a well-established and widely known Department of Safety, and safety in more informal settings has strong associations with law enforcement functions, which relative to a more multi-disciplinary and holistic understanding of safety, are narrow. The “safety” designation is important, as it reflects the function of the new office, but to distinguish it from the Department of Safety and to promote

a common understanding of the scope and substance of the new office, it may be desirable to name it something like, “The Office of Community Safety, Well-Being, and Justice” (CSWJ). Well-being speaks to the broad, multi-disciplinary scope of safety, and justice reflects the priorities of fairness and equity, as well as the importance of process. Stakeholder input on the name, or even a school competition for a name and logo, also might be a good idea! For the remainder of this report, the proposed office will be referred to as CSWJ. Table 4 provides a summary of the recommendations as they relate to various substantive aspects identified in the scope of work. Each recommendation is then analyzed in more depth.

Table 4. Recommendations on the Establishment of an Office of Community Safety, Well-Being, and Justice in the City of Denver.

Substance Identified in the Scope of Work	Recommendations
<p>A recommendation on “a centralized stakeholder structure for public service delivery, separate and apart from law enforcement functions”</p>	<p>*Establish CSWJ in the Mayor’s Office as a stand-alone office</p> <p>*Governance structure should have small degree of centralization through the creation of a Director position.</p> <p>*Governance structure should have elements of co-governance, which structurally could take the form of two layers of entities below the director:</p> <p>--<i>Divisions</i></p> <ul style="list-style-type: none"> • Ombuds Division • Division of Community Engagement • Division of Networking and Support Services • Division of Grants and Funding • Division of Research and Partnerships <p>--<i>Teams</i></p> <ul style="list-style-type: none"> • Decentralized sites based on neighborhoods • Create Neighborhood Action Plans • The teams should undergo a pilot test. <p>*Co-governance should entail meaningful community involvement where residents are empowered to make decisions, and City government is accountable to them.</p>
<p>A recommendation on “a better alignment and coordination in services and supports created for and located within community”</p>	<p>*Convene a Multi-Departmental Action Team (MDAT) to bring together programs and services that are relevant to CSWJ.</p> <ul style="list-style-type: none"> • Shift some programs and services to CSWJ • Keep some where they are and use them as a resource for CSWJ • Have some programs and services be offered collaboratively with CSWJ and one or more other City departments or agencies. <p>*Explore partnerships between CSWJ, as well as individual neighborhoods and Denver Police Department with consideration given to factors like equity, historic racism, generational trauma, and readiness to work together.</p>
<p>A recommendation on “[defining] clear functions and goals [of city agency-adjacent entities] and</p>	<p>*Include relevant city agency-adjacent agencies on MDAT.</p>

[ensuring] alignment with city and community needs”	*Director of CSWJ should communicate with these agencies to obtain an inventory of relevant programs and services and how it is best to proceed with each one.
A recommendation on “city agency administrative support for community-led services and partners to ensure consistent grant-making and management [and centralizing and streamlining] community access points and processes for City funding and partnership”	<p>*Take steps to prevent supplanting.</p> <p>*Minimize barriers to prospective grantees (Division of Grants and Funding)</p> <p>*Carry out a citywide analysis of the website.</p> <p>*Create CSWJ website in a manner that is culturally competent</p> <ul style="list-style-type: none"> • Prominent link for referrals/requests • Links to all relevant information about CSWJ • Dashboard of publicly available data <p>*Provide information about CSWJ to City Council, schools, RNOs, churches, non-profits, dispatchers, etc.</p> <p>*Employ participatory budgeting strategies in the context of grants and funding.</p>
A recommendation on “[identifying] duplication in outreach and services [and streamlining]”	<p>*MDAT should identify any duplications in supports and services related to public safety.</p> <p>*Make the role of the community central (e.g., through Neighborhood Action Plans).</p>
A recommendation on “a process to better evaluate interventions and programs with centralized access to holistic data (both upstream and downstream impacts)”	<p>*Partner with an institution of higher education to carry out assessments, program evaluations, and other research and creative activities.</p> <p>*Develop comprehensive data collection and management processes.</p> <p>*MDAT should create a spreadsheet of safety-related data and work with CSWJ to determine what information is missing.</p> <p>*Encourage the use of Sales Force and train City employees and community members to ensure everyone is familiar with the software.</p> <p>*Have Technology Services evaluate the capacity of Sales Force in light of the functions for which it is needed/desired and then provide the necessary resources to acquire the capacity and training necessary.</p>

Recommendation 1A: Build an Office of Community Safety, Well-Being, and Justice in the Mayor’s Office.

Recommendation Champion: Mayor (use Executive Order)

Suggested Timeline: Between July, 2023 and July, 2024 for August 1, 2024 start date

There is almost universal agreement within the City that one of its weaknesses is silos, which occurs between agencies. If CSWJ’s success is contingent upon breaking down silos and working in the spirit of true collaboration, placing it within a City agency presents a risk of making the new Office part of a problem, rather than structuring it in a way that it can constitute a resolution. In a similar vein, if this

office both partners with and serves the community, to the extent that silos within the City create a barrier for Denver residents, placing CSWJ within a City agency replicates that barrier. Second, several people pointed out that placing CSWJ within the Mayor’s Office has several benefits, including better coordination, more convening power, minimal “political jockeying,” and a signal that the new office is a priority in the City of Denver.

Also important is the substantive nature of this new office—if it is to encompass a spectrum of issues related to public safety, it makes sense to situate it in an area that does not have pre-determined areas in which it works to ensure that the function and scope of the Office is aligned with its location. One drawback of placing CSWJ within the Mayor’s Office is that it is at the will of individual Mayoral administrations. That may be the case, but for this new office to be established, it will need mayoral buy-in no matter where it is located. Also, if the Office is successful, the risk of a Mayor eliminating it is low—public safety, particularly when considered broadly, is highly important and its priority is persistent over time and space. An effective mechanism within local government that addresses public safety concerns likely will not be removed by an elected politician. Put succinctly, CSWJ will be the most valuable and best set up for success if it is positioned as a stand-alone office under the Mayor. There are risks and drawbacks, but relative to the benefits, as well as the potential risks of positioning it in a City agency, this area is the most optimal.

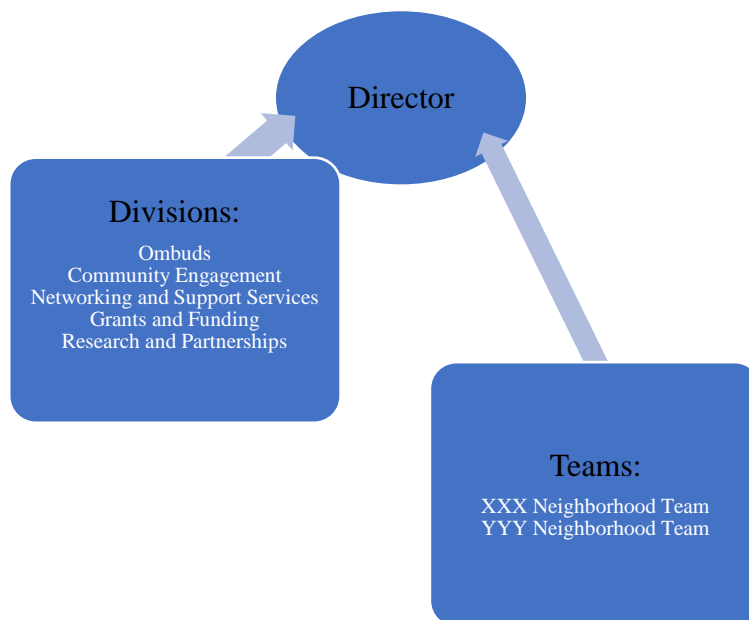
Recommendation 1B: Utilize centralized governance to a limited extent through the creation of a Director position and co-governance through the establishment of divisions and teams, the latter of which is community-led.

Recommendation Champion: Mayor

Suggested Timeline: Between July, 2023 and July, 2024 for August 1, 2024 start date

Figure 2 depicts the basic structure of this proposed new office with each of the three levels.

Figure 2. Three-Level Structure of a Proposed ONS



Beyond its location within the City, the governance structure is central to CSWJ's success. A traditional hierarchical model likely will be ineffective, as it entails a few decision-makers advising other stakeholders on policies, practices, and priorities related to service delivery. Community engagement under the hierarchical model typically takes the form of voting for representatives or cursory, check-the-box/meet-a-requirement opportunities to provide feedback (that likely will not lead to meaningful changes in decisions). Collaborative governance offers the City of Denver the best opportunity to maximize the potential of CSWJ to co-create safety-related prevention and responses. One interviewee who was particularly knowledgeable about positions within agencies, the levels of authority that come with them, and the implications for each layer of authority pointed out that if CSWJ is established as a stand-alone office, it "definitely needs a Director." Indeed, a new office does require someone who has decision-making authority, who can run multiple units within the office, and who can coordinate and convene relevant stakeholders. A certain level of centralization is necessary. The new Office's mission, vision, and values should be identified at this level.

Below the Director position, the scope and functions of CSWJ seem to fit well with two additional layers, both of which should engage in co-governance strategies. The second layer should be "divisions" or something analogous. Divisions should be based on the overarching goals of the new office; interviewees offered many suggestions for large-scale purposes for which CSWJ would be well-suited. Notably, several participants also had reservations that were based on a potentially unclear purpose of this Office. A suggested purpose statement could be:

The purpose of the Office of Community Safety, Well-Being, and Justice is to partner with Denver residents and communities to supplement the services provided by law enforcement by providing direct services, education, and referrals to resources to individuals and communities experiencing victimization; other issues related to wellness and safety, including but not limited to environmental hazards, housing displacement vulnerability, homelessness, mental illness, and substance misuse; and who are at-risk of violence or crime commission. This Office coordinates public safety-related services and supports through direct provision and partnership with City agencies, businesses, and organizations in the community.

One division could be an "**Ombuds Division**" that focuses on education and mediation. Education should be evidence-based, meaningful to the community, and distributed in a way that makes sense given the population (e.g., in an area with older residents, using technology to distribute educational materials would not best serve that population). Neighborhoods should identify the priorities on which they would like to receive education. Mediation should be both proactive (e.g., police-community relationships) and reactive (e.g., if a resident has a safety-related complaint about a neighbor—too many beehives, for example—and the neighbor is not willing to remedy the situation, CSWJ could intervene and mediate a socially responsible and legal resolution like finding an alternative safe location for the bees that exceed the regulatory limit, to ensure that the person complaining feels safe going outside and the neighbor concerned about the well-being of the bees is satisfied that they are in a safe place). This Division should collect data and work with the Division of Research and Partnerships (see below) to examine incidents it addresses, resources used to manage incidents, training and technical expertise it needs, and outcomes.

Another entity under the Director should be the "**Division of Community Engagement**." This Division, as its name suggests, should be responsible for ensuring meaningful and inclusive community involvement. The results yielded numerous strategies for effective community involvement. While it is both necessary and desirable, particularly at first, to work with community leaders who are known to the City, this approach must be balanced with the need to ensure that all voices are represented, not just the loudest ones and not just activists' perspectives. This division should be responsible for outreach to communities to solicit input on relevant policies, practices, and other decisions, but more importantly

should play a role in staffing other divisions, teams, initiatives, etc. within the new office with community members who are a good fit. It should work on an ongoing basis with the teams, initiatives, and programs under it. It also could be involved in training residents who work in or with CSWJ on decision-making processes within the City, as well as other skills, processes, and information. This Division also should maintain a system for data collection and work with the Division of Research and Partnerships to ensure this process is effective.

Third, a “*Division of Networking and Support Services*” should be created that houses peer ambassadors or peer navigators who are community members available to work with teams at the lower tier to provide wrap-around services to residents in need. Many respondents described a “crack” in service provision where 311 and similar responses were based off a dispatch model where employees transferred a problem to an entity (e.g., City agency, 911, etc.) and do not follow up (which is by design within these systems). Also, when problems are dispatched appropriately based on the extant criteria (e.g., car accident with no injuries, someone feeling afraid because a person is wandering around talking to him or herself, a crime in progress, etc.), it still may not be the case that individuals in need are receiving the support they must have to address the root causes of their behavior.

Networking and Support Services should work with neighborhood-based teams (see below) to ensure individuals who have safety-related needs are referred to the appropriate services—and the peer navigators from within this Division should remain on all communications related to the provision of services to ensure follow-through. This case management style approach has been identified in several bodies of literature as effective, as it is a mechanism to ensure individualized treatment based on needs and other relevant factors (e.g., transportation access, schedule, skills if a person needs a job, hospital bed availability, etc.). Peer navigators should be well-trained on resources; screening and risk assessment questions to determine assets and barriers to connecting with resources; the technology required to document information and remain on communications; a process to open, follow up on, monitor, and close cases; etc. They should be familiar with City agencies and other divisions and teams within this Office who could be involved with service provision.

The Division of Networking and Support Services may receive cases through a hotline, an online form, a referral from another office or agency (or dispatch), or other mechanisms. These mechanisms will need to be created or in the case of existing avenues (e.g., 311, 911), a pathway connecting those areas to this Division will need to be established. This Division presents an opportunity to standardize a comprehensive approach to public safety response. In its establishment, it would be desirable to look at 911 and 311 calls for service, categorize these calls into “buckets” (in a parsimonious way—as few as possible that make conceptual sense), and create a standardized process to respond, with room for specificity in service provision and resource utilization. Importantly, this Division represents the mechanism through which a multi-disciplinary approach to public safety is actionable. Rather than public safety and crime being treated synonymously, safety is looked at through a broader lens, and crime is treated as a public health issue, with responses that get at root causes to prevent its spread. This structure allows for individualized treatment that will create a cumulative impact on outcomes like crime rates, but also provides a community-based approach that is more structural in nature. This Division should create a documentation process that is amenable to data collection and analysis. As was the case with the other divisions, it should work with the Division of Research and Partnerships to ensure that appropriate metrics are gathered and that meaningful analyses are conducted.

A fourth division that should be established is the “*Division of Grants and Funding.*” This Division should work closely with other divisions and teams below the division level to ensure funding is well-aligned with the programs, activities, and other resources required to meet the new Office’s goals

and accomplish its mission. This office also should work with grants and budget personnel in other City agencies to ensure that the City is not funding duplicate efforts.

Finally, a “*Division of Research and Partnerships*” could be created. This Division could partner with an institution of higher education to work on data collection metrics and analysis within the Office. This partnership could yield ongoing data collection and regular reports that could be made available to the public. Each of the other divisions would work with this Division to identify metrics, a data collection and management system, and plan of analysis. Systematic analyses are a way for this Office to be accountable to stakeholders and to determine where the Office is successful and where it should allocate resources to improve. Shared measurement strategies that involve co-creating indicators of success with the community should be undertaken, in addition to an analysis of scholarly literature and best practices associated with public safety. Outcomes should be based on public safety measures like crime and their correlates (like economic strain, homelessness, etc.), as well as on other meaningful indicators like community engagement and satisfaction, coordination with City agencies, and involvement in programs and activities. It will be imperative for this Division to work with City agencies to share data. Other partnerships should be considered, as well. Businesses have a stake in public safety issues and would benefit from partnering with this Office through the Division of Research and Partnerships to sponsor events, learn about evidence-based practices they could use to reduce threats in their environment and apply for grants to implement those recommendations if they cannot afford to, etc. Foundation, non-profit, and community-based organization partnerships also will be necessary to enhance the capacity of this Office.

In keeping with a co-governance structure, the third tier (“teams” or something analogous) should be created and run, at least in part, by members of the community. Teams should be comprised of decentralized sites within Denver’s neighborhoods and tasked with programming, activities, initiatives, and other prevention efforts. Physical sites accessible to neighborhood residents should be identified within each area, so teams can do their work effectively. Teams should work closely with non-profits and community-based organizations to see how their current efforts fit into the needs of the neighborhood. This tier is larger-scale in terms of geography and resources. It ensures that all of Denver’s neighborhoods are served. It also accommodates the near-universal feedback that communities have different ideas and needs when it comes to defining safety and implementing preventative and intervention programming and activities. As well, it facilitates the integration of existing and ongoing efforts that are meaningful to each neighborhood. It would be worthwhile to pilot this tier with one to three neighborhoods.

Once one to three pilot sites are identified, a good starting place would be to partner with an institution of higher education to conduct data analysis on a comprehensive range of safety measures (and their contributing factors). This research could create a tool that identified a comprehensive list of safety dimensions, sub-themes within each, and then measures of each sub-theme. Once this was compiled, data on each measure could be gathered and analyzed. Researchers then could work closely with residents of the neighborhood to explore more deeply the context of the quantitative findings and develop a sense of how to co-create an effective strategy to respond to safety concerns. This strategy should be named (e.g., something like a “neighborhood action plan”).

For example, if data show that gun violence, vulnerability to housing displacement, and graduation rates were problems in an area, conversations with residents might illuminate that the homes in the area are old and residents are not able to afford to maintain them and that a business on which the local economy was dependent shut down, creating economic challenges for families. CSWJ could work with a higher education partner and the individual neighborhood to provide services and connect to services in areas it lacked the requisite technical skills (e.g., assistance to homeowners/renters to maintain

NEIGHBORHOOD ACTION PLAN

If data show that gun violence, vulnerability to housing displacement, and graduation rates were problems in an area, conversations with residents might illuminate that the homes in the area are old and residents are not able to afford to maintain them and that a business on which the local economy was dependent shut down, creating economic challenges for families. An ONS could work with a higher education partner and the individual neighborhood to provide services and connect to services in areas it lacked the requisite technical skills (e.g., assistance to homeowners/renters to maintain their homes and reduce their displacement vulnerability, work with school-aged kids to ensure their success, work with individuals who lost jobs to find employment, collaborate with community-based organizations and city agencies to respond to gun violence). This approach addresses the almost-universal feedback that communities have different priorities when it comes to public safety, that responses to safety concerns need to be trauma-informed and considerate of local context, and that addressing public safety (where possible) should get at root-causes (which requires a broader, multi-disciplinary perspective on safety) and rely less on law enforcement responses. In doing so, the neighborhood action plan should be set up in a way that enhances the capacity of the community to take care of itself.

their homes and reduce their displacement vulnerability, work with school-aged kids to ensure their success, work with individuals who lost jobs to find employment, collaborate with community-based organizations and city agencies to respond to gun violence). This approach addresses the almost-universal feedback that communities have different priorities when it comes to public safety, that responses to safety concerns need to be trauma-informed and considerate of local context, and that addressing public safety (where possible) should get at root-causes (which requires a broader, multi-disciplinary perspective on safety) and rely less on law enforcement responses. In doing so, the neighborhood action plan should be set up in a way that enhances the capacity of the community to take care of itself.

Notably, this neighborhood-based, decentralized approach does not encroach on the legal and ethical obligations of law enforcement to respond to certain situations (e.g., violent crimes in progress). Piloting this tier of CSWJ will elucidate the inputs that are required and their cost, the benefits and unintended negative effects, and whether it is an approach that Denver residents support. After a neighborhood action plan has been implemented, the partnership with an institution of higher education should include ongoing assessments—an implementation assessment to ensure recommendations are executed with fidelity and an outcomes/effectiveness evaluation to look at the extent to which various outputs and outcomes were met.

Recommendation 2A: Convene a Multi-Departmental Action Team (MDAT) to coordinate as many programs and services as possible that are relevant to CSWJ.

Recommendation Champion: Mayor

Suggested Timeline: Between July, 2023 and July, 2024

There are a number of existing efforts within the City that could be moved under CSWJ or work collaboratively with CSWJ to enhance efficiency and increase the effectiveness of City efforts to improve public safety. The findings revealed that a few broad approaches that likely will be effective in better aligning and coordinating services and supports are to convene a Multi-Departmental Action Team (MDAT) and use that team to bring together as many programs and services as possible that are relevant to the work of this new office. The creation of an MDAT should include at least one representative from almost every City agency, unless an agency has nothing whatsoever to do with public safety. Agencies where overlap is small may only want to involve one representative on this Team, but agencies where there is much larger overlap should have several participants. The results of the interviews demonstrated that the Department of Safety and particularly Denver Police Department, Department of Public Health and the Environment, Office of Children's Affairs, Economic Development and Opportunity, Human Services, and Department of Transportation and Infrastructure have strong intersections with public safety. City-adjacent entities with significant public safety functions also should have members on

this team, and City Council members should have the option to participate. In fact, given that City Council is the most prominent access point between Denver residents and their local government, the participation of City Council in the creation of CSWJ is important and would be very beneficial. Coordinating biweekly meetings between City Council and the Mayor's Office as CSWJ was being established would provide valuable communication about residents' safety concerns, the ways City Council interacts with residents, opportunities and resources that City Council provides to their constituents, data that Council would like to see from CSWJ, etc.

The MDAT should take an inventory of its independent and existing collaborations related to public safety and determine how it is best to manage each of these efforts. Some programs and services may be so integrated into existing agencies that it does not make sense to shift them, so they may function as a resource that CSWJ can network to on an as-needed basis. Other programs and services may be better suited within CSWJ and could be placed within the scope of the Director or one of the Divisions. A third possibility is to have programs and services that exist in an agency or within CSWJ but are run collaboratively between the agency (or multiple agencies) and CSWJ.

An MDAT also should provide documentation of its survey of existing safety supports and services to ensure that CSWJ does not duplicate work already being done in the City. Existing work should serve as a "node" to which the ONS can connect, be transferred to CSWJ, or involve CSWJ as a partner. In some cases, existing supports and services may continue as they are without CSWJ being tied to them. Many people spoke of the importance of using existing resources, and this process will facilitate determining what those resources look like and how they can best be connected to CSWJ. Notably, expertise is an important resource, and an MDAT comprised of experts in their fields provides an additional layer of resources that CSWJ can access as it is being established. Existing services and supports constitute resources and already are attached to funding, personnel, and other inputs, so the process of determining how CSWJ can draw on these resources will result in savings compared to starting an office from scratch and having to fund all of the resources to get it up and running. As well, the coordination of supports and services through MDAT maximizes the likelihood of buy-in from stakeholders in the City, as representatives on the Team can decide how best to coordinate relevant services and supports.

Recommendation 2B: CSWJ should work with Denver Police Department to determine how partnerships will be established and operated.

Recommendation Champion: CSWJ Director (to be hired)

Suggested Timeline: Initial partnerships established by January 1, 2025

Situations requiring law enforcement responses are outside the scope of CSWJ; however, there may be services and supports where it is desirable for Denver Police Department to work with CSWJ. These intersections should be considered with input from the community to ensure that no unintended harm is done, particularly within the context of historic racism. Denver Police Department does a lot of work in the community, and it is important for that work to continue, whether independent from CSWJ or in conjunction with the new Office. Partnerships should be considered on a case-by-case basis and responsive to community wishes. Communities' experiences with law enforcement differ, and understandably, communities that have experienced abuse at the hands of police officers may be in different stages of healing and their readiness to partner with law enforcement will be different.

Recommendation 3A: City agency-adjacent entities that engage in work related to public safety should be included on the MDAT.

Recommendation Champion: Mayor

Suggested Timeline: July, 2023 through July, 2024

An analysis of city-agency adjacent websites revealed numerous entities that could have functions overlapping with CSWJ. Entities with a major focus on public safety (e.g., Crime Prevention & Control Commission) should be included on the MDAT.

Recommendation 3B: The Director of CSWJ should communicate with these entities to create an inventory of their services and supports related to public safety.

Recommendation Champion: CSWJ Director (to be hired)

Suggested Timeline: Before January 1, 2025

The Director of CSWJ should communicate with other entities to make similar determinations that the MDAT makes (survey services and supports related to public safety, assess how relevant work should proceed—independent from CSWJ, as a resource to which CSWJ can connect, or shift the work under CSWJ). While it is possible to include these entities on the MDAT, it may be the case that the MDAT would become too large to function effectively. A list of possible city agency adjacent agencies that should be consulted by CSWJ is included in Appendix I.

Recommendation 4A: Take steps to prevent and reduce supplanting, and simultaneously minimize barriers to prospective grantees (Division of Grants and Funding).

Recommendation Champion: Division of Grants and Funding (to be established)

Suggested Timeline: Have policy changes in place before August 1, 2024.

The interviews exposed a possible problem within the City of funding the same work in the community through different agencies. Correspondence with an expert in financial grant management provided some insight on how this problem, supplanting, can be minimized. Supplanting involves using less funds for a certain activity in order to use funds from an additional source to cover part of the costs for that activity. If a community organization is using grant money from two different agencies to fund the same work, that likely is a form of supplanting. Strategies to minimize supplanting include:

- requiring every line item in a grant to include a narrative that explains how the funds are eligible (and for personnel, how the position will be funded from all sources);
- requiring grant recipients to provide supporting documentation of requests for reimbursements and have a grant manager review that documentation to ensure the charges match the grant and that the grantee has not gone over on any line items;
- mandating a periodic (e.g., quarterly) narrative report from grantees;
- having a grant manager conduct a comprehensive review of all grants administered to community-based organizations in a certain time period (e.g., one year or two years) and gathering and reviewing supporting documentation then;
- conducting a formal audit on grantees receiving a large amount of money. In this vein, the Auditor's Office in Denver, under its citywide Audit Services stated, "The continued of this audit series reviews selected city grants for compliance with grant terms and expenditures. This will include assessing grants specific to pandemic recovery relief as well as other grants throughout

the City.” Likewise, Denver Human Services has a statement relating to grants that may be useful in future compliance efforts: “Grants Management team is responsible for the life cycle of grants – compliance with city policies and procedures, expanding partnerships with community-based organizations, and working with program staff to identify their needs.”

For the recommended strategies to work, the City will have to require (and enforce a requirement) that grantees keep all supporting documentation and records of accounting. The City also may need to provide grantees with training or other resources to meet this requirement. While it is in the City’s best interest to ensure its funds are spent appropriately and resources are not misused on funding the same work twice, it is important to balance that interest with creating a potential barrier to community grantees. Grantees not having the experience, expertise, accounting software, personnel, organizational system, etc. to meet City requirements may adversely impact their ability to apply for grants (they may not apply if they cannot meet the requirements) and/or their capacity to comply with the requirements. The creation of a Division of Grants and Funding could be set up with tools and resources to work with communities on obtaining grants and meeting compliance requirements. The MDAT group also could set aside meeting time to examine grants administered in the recent past to carry out an informal assessment of where duplications might exist. The Division of Grants and Funding within CSWJ will need to work closely with other agencies (and perhaps even create a database within Sales Force with grant information) to ensure that the City is funding different scopes of work among grantees.

Recommendation 4B: The City should undertake an analysis of its website, and CSWJ should develop a website that is culturally competent; user-friendly; and comprehensive with respect to links, services and supports in which the Office engages, and data.

Recommendation Champion: Technology Services; possibly Department and Agency Directors

Suggested Timeline: Before August 1, 2024

As far as centralizing and streamlining community access points and processes for City funding and partnerships, interviewees identified four main community access points to the City—the website, 311, City Council, and 911. Interviews and a tour of the 911 center demonstrated that each of these access points is internally working on improving processes and working with Denver residents. It would be worthwhile for the City to undertake an analysis of its website, as it currently is set up by agency, which a few interviewees noted reinforced the silos that exist within the City. CSWJ’s website should include a prominent link to a referral/request form where people can refer others or submit a request for themselves. This website also should include links to services and supports, partnerships, grant and partnership opportunities, each division, and the pilot projects (teams) that are undertaken. Findings demonstrated that the website should be more culturally responsive (e.g., by having language translation options or otherwise removing language barriers). The website review also should encompass an analysis of ways the website (and specifically CSWJ’s website) could be changed/set up in a way that was culturally competent. CSWJ data should be made publicly available in aggregate form on a dashboard, and assessment reports published.

Recommendation 4C: Information about CSWJ should be provided to relevant stakeholders.

Recommendation Champion: CSWJ Director (to be hired)

Suggested Timeline: Initial dissemination before January 1, 2025, then ongoing as needed

As a major access point to the City, information about CSWJ should be provided to City Council and dispatchers. It also should be given to schools, churches, RNOs, non-profits, and other institutions

and organizations. CSWJ should work with other access points in the City to ensure Denver residents and their communities to ensure that safety-related needs are met. Information should be disseminated multiple times and in a variety of formats, both tangible and electronic.

Recommendation 4D: CSWJ should utilize participatory budgeting strategies in grants and funding.

Recommendation Champion: CSWJ Director (to be hired) and Division of Grants and Funding (to be established)

Suggested Timeline: August, 2024 and ongoing

PARTICIPATORY BUDGETING

One advantageous practice related to budgeting that could be useful in streamlining funding in CSWJ is to employ participatory budgetary strategies in the grants and funding settings. In other words, empower the community to define the strategic priorities of CSWJ and determine how best to operationalize at least some of the resources to meet the goals of the strategic priorities. Let communities decide which proposed projects are best aligned with CSWJ’s priorities. Where participatory strategies are not feasible, community involvement should be prioritized using other means. The Division of Grants and Funding should be tasked with streamlining processes for City funding and partnerships on an ongoing basis.

One advantageous practice related to budgeting that could be useful in streamlining funding in CSWJ is to employ participatory budgetary strategies in the grants and funding settings. In other words, empower the community to define the strategic priorities of CSWJ and determine how best to operationalize at least some of the resources to meet the goals of the strategic priorities. Let communities decide which proposed projects are best aligned with CSWJ’s priorities. Where participatory strategies are not feasible, community involvement should be prioritized using other

means. The Division of Grants and Funding should be tasked with streamlining processes for City funding and partnerships on an ongoing basis.

Recommendation 5A: MDAT should assess how existing services and supports fit into CSWJ and identify duplicate efforts.

Recommendation Champion: Mayor

Suggested Timeline: Before August 1, 2024

Interviewees mostly did not believe there was a big problem of duplication of services within the City of Denver. Several people suggested that CSWJ could duplicate existing efforts in the City, while others believed it should centralize existing services and fill in necessary gaps (e.g., by providing a case management style approach where a problem was navigated from beginning through end). Creating CSWJ within the Mayor’s Office to address public safety from a multi-disciplinary holistic perspective and using an MDAT comprised of safety experts from agencies across the City to assess existing services and supports with respect to how they fit into CSWJ will minimize the risk of redundancies. Processes and documentation also should distinguish CSWJ from other safety-related responses like 311.

Recommendation 5B: Make the role of the community central in CSWJ, especially through the implementation of Neighborhood Action Plans.

Recommendation Champion: Mayor; CSWJ Director (to be hired)

Suggested Timeline: Mayor – Divisions (structure, hire) – before August 1, 2024; Director – Neighborhood Action Plans (prepare for pilots) – before January 1, 2025

The community’s central role in CSWJ should minimize redundancies in work being done in both the City and communities. As CSWJ works with individual neighborhoods on their Neighborhood Action Plans, public safety-related work across sectors in Denver will be even more apparent and tools can be developed to maximize resources, rather than duplicate them.

Recommendation 6A: Partner with an institution of higher education to carry out assessments, program evaluations, and other research and activities.

Recommendation Champion: Division of Research and Partnerships (to be established)

Suggested Timeline: Before January 1, 2025

Evaluations should be done independently from stakeholders directly involved in a program, organization, or entity being assessed. Researchers in a university setting have the skills, software, and other expertise and resources to design and carry out an effective evaluation. CSWJ will gather data. Working with an institution of higher education to look at comprehensive safety measures and how they are operationalized is one way to ensure data are being collected on important topics. An additional strategy is shared measurement. Recall from the literature on assessments that shared measurement revolves around the value of equity and involves collectively establishing priorities on which a common set of measurable indicators is identified. This process will facilitate the central role of the community in CSWJ and ensure that its self-identified priorities can be assessed and responded to appropriately. Community-generated measures also will be able to tap into harm remedies that other groups likely would not be able to identify.

Assessment should encompass multiple measures of concepts, and it should be conducted at multiple points in time. It might be desirable to carry out a needs assessment if the landscape surrounding a safety-related issue is uncertain. If new programs are established or existing programs are implemented that have not been evaluated (or evaluated in the context of their current implementation), it will be necessary to carry out an implementation evaluation to look at the extent to which the implementation was consistent with how the program was designed and the rationale for its existence. It also will be needed to do impact evaluations to see how well CSWJ and different facets of it are meeting short-term, medium-term, and long-term goals. Assessment strategies should be both quantitative and qualitative and should consider everything from effectiveness (e.g., reduction in a safety-related problem) to other goals (e.g., community engagement, trust, changes in the environment like litter being gone, resident satisfaction with problem resolutions, number of cases handled, etc.) Finally, assessments should be community-oriented and in line with the purpose of CSWJ.

Recommendation 6B: CSWJ should develop comprehensive data collection and management processes.

Recommendation Champion: Mayor and Division of Research and Partnerships (to be established)

Suggested Timeline: Before August 1, 2024 and ongoing

To set up CSWJ for effective evaluations, it should institute a comprehensive data collection and management process. The City uses Sales Force, and interviewees did not see a need to change to a different CRM. Several interviewees did speak to inadequacies related to people not knowing how to utilize the full capabilities of Sales Force, the City lacking a cohesive data sharing system, and agencies not gathering certain data that are necessary (e.g., number of available hospital beds). Finally, several people believed it was problematic that the City had 53 to 55 platforms in use.

Recommendation 6C: Have MDAT create a spreadsheet of safety-related data from its representatives and then work with CSWJ to determine what information is missing.

Recommendation Champion: Mayor and CSWJ Director (to be hired)

Suggested Timeline: Before August 1, 2024 (Mayor) and again by January 1, 2025 (CSWJ Director)

To ensure better, more holistic data, the MDAT group should produce a spreadsheet of safety-related data (including correlates like housing displacement vulnerability, substance misuse, etc.) with information that is gathered and how each concept is measured. Once that spreadsheet is created, the MDAT group should work with CSWJ to determine what pieces of information are missing that would be useful to have data on. The Research and Partnerships Division could work with relevant stakeholders to determine the feasibility of obtaining those data.

Recommendation 6D: Evaluate the capacity of Sales Force in light of tasks for which it is needed and then invest the resources into expanding its capabilities if necessary and training City employees and community members to use it effectively.

Recommendation Champion: Technology Services

Suggested Timeline: Before August 1, 2024

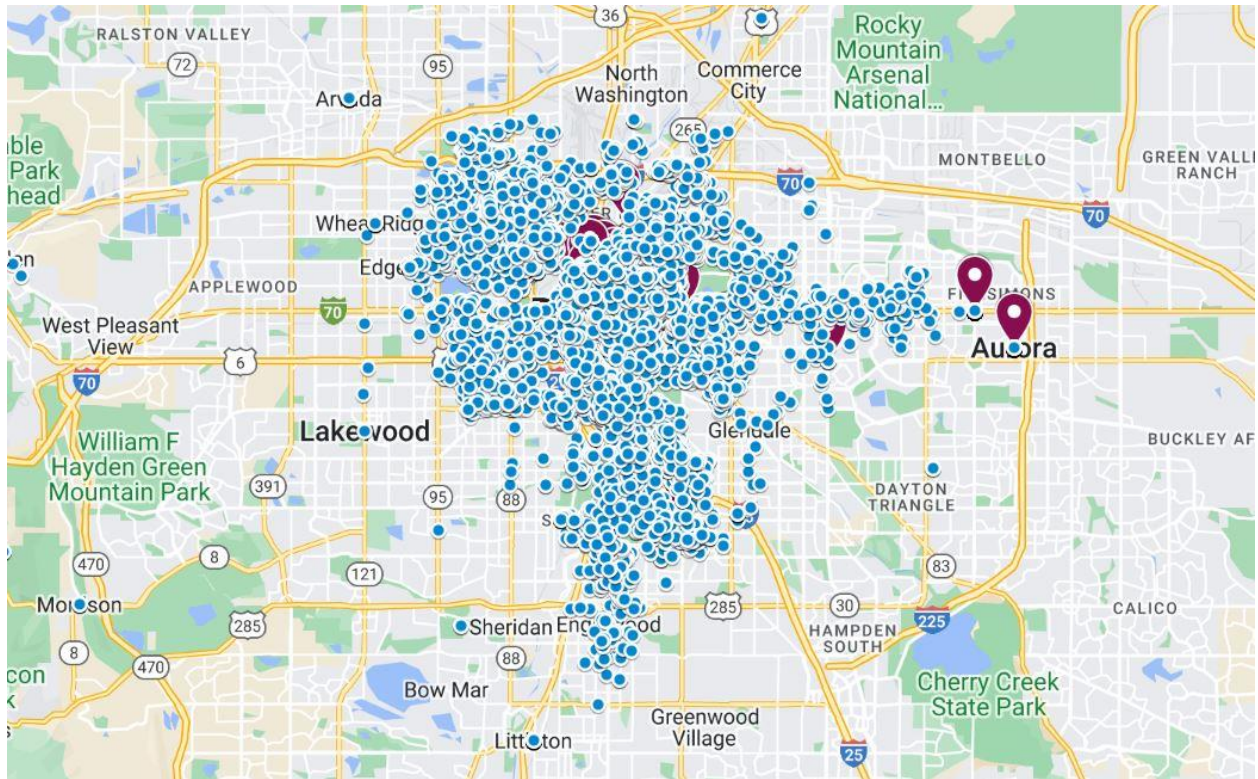
City employees who are not familiar with the capabilities of Sales Force should be trained, as should any new hire coming into CSWJ. It seems that Sales Force has the capability of data coordination where relevant data from different agencies could be accessible to CSWJ, and CSWJ could enter data into the system (and other agencies would be able to access the information); however, City employees/agencies involved in safety-related supports and services need to know how to use those capabilities. To the extent possible, people should be encouraged to use Sales Force and not use other platforms if Sales Force can meet the need that the other platform was serving. It may be the case that certain agencies are using specialized software to do their work (e.g., GIS to do mapping-related activities). If other software is being used and the data would be valuable to CSWJ, a procedure to share that information should be developed (e.g., upload files into Sales Force if that is possible, share files on a network, etc.) It would be useful to involve Technology Services in these conversations. Technology Services also should analyze the current capabilities of Sales Force that the City pays for in the context of what City agencies and CSWJ needs to do their jobs effectively. If there is a disconnect, it may be necessary for the City to pay for additional training or upgraded features to maximize the capabilities of Sales Force.

CONCLUSION

The City of Denver could benefit from establishing of an Office of Community Safety, Well-Being, and Justice in the Mayor's Office. CSWJ presents an opportunity for the City to create an entity that is innovative in its implementation of co-governance structures and strategies and its holistic, yet intentionally focused approaches to public safety. CSWJ is a means to centralize existing supports and

services that are currently siloed, and it is a vehicle to bring together multiple stakeholders and experts at the same table to solve complex problems. If designed and implemented effectively, the City likely will obtain the buy-in it needs to have continued success with CSWJ. The next steps are to commit the funding, staff, and other resources to the establishment of CSWJ. Once the commitment is made, stakeholders should meet to engage in tasks like putting together an inventory of what currently exists in the City with respect to public safety and what will be done with those current efforts, strategizing ways to ensure Denver residents are meaningfully involved, hiring for the Director position and divisions, creating the templates and other documentation necessary for a Neighborhood Action Plan to be piloted, and other preliminary charges that will facilitate the start of CSWJ.

APPENDIX A. MAP OF KU KLUX KLAN MEMBERS' RESIDENCES IN THE MID-1920s



Credit: History Colorado; <https://www.historycolorado.org/kkkledgers> (last accessed 12/30/2022).

APPENDIX B. LIST OF CRIMES AND DEFINITIONS

Violent Offenses:

Total violent crime—The total number of violent offenses listed below including murder and non-negligent homicide, non-consensual sexual offenses, robbery and aggravated assault.

Murder and non-negligent manslaughter – a.) Murder and nonnegligent manslaughter: the willful (nonnegligent) killing of one human being by another. Deaths caused by negligence, attempts to kill, assaults to kill, suicides, and accidental deaths are excluded. Does not include justifiable homicide, or deaths due to a person’s own negligence.

Non-consensual sexual offenses – Any sexual act directed against another person, without the consent of the victim, including instances where the victim is incapable of giving consent. Sex offenses include Rape, Sodomy, Sexual Assault with an Object, and Fondling.

Robbery – The taking, or attempting to take, anything of value under confrontational circumstances from the control, custody, or care of another person by force or threat of force or violence and/or putting the victim in fear or immediate harm.

Aggravated assault – An unlawful attack by one person upon another wherein the offender uses a weapon or displays it in a threatening manner, or the victim suffers obvious severe or aggravated bodily injury involving apparent broken bones, loss of teeth, possible internal injury, severe laceration, or loss of consciousness. This also includes assault with disease (as in cases when the offender is aware that he/she is infected with a deadly disease and deliberately attempts to inflict the disease by biting, spitting, etc.).

Property Offenses:

Total property crime – The total number of property offenses listed below including burglary, larceny, motor vehicle theft and fraud.

Burglary (breaking or entering) – The unlawful entry of a structure to commit a felony or a theft. Attempted forcible entry is included.

Larceny-theft (except motor vehicle theft) – The unlawful taking, carrying, leading, or riding away of property from the possession or constructive possession of another. Examples are thefts of bicycles, motor vehicle parts and accessories, shoplifting, pocket-picking, or the stealing of any property or article that is not taken by force and violence or by fraud. Attempted larcenies are included. Embezzlement, confidence games, forgery, check fraud, etc., are excluded.

Motor vehicle theft – The theft or attempted theft of a motor vehicle. A motor vehicle is self-propelled and runs on land surface and not on rails. Motorboats, construction equipment, airplanes, and farming equipment are specifically excluded from this category.

Fraud – The intentional perversion of the truth for the purpose of inducing another person or other entity in reliance upon it to part with something of value or to surrender a legal right. Fraudulent conversion, obtaining of money or property by false pretenses, confidence games, and bad checks, except forgeries and counterfeiting, are included.

DUI/Narcotics Offenses

Total DUI/Narcotics – The total number of DUI/Narcotics offenses listed below.

Driving under the influence (DUI) – Driving or operating a motor vehicle or common carrier while mentally or physically impaired as the result of consuming an alcoholic beverage or using a drug or narcotic.

Narcotics Violations – The violation of laws prohibiting the production, distribution, and/or use of certain controlled substances. The unlawful cultivation, manufacture, distribution, sale, purchase, use, possession, transportation, or importation of any controlled drug or narcotic substance. Arrests for violations of state and local laws, specifically those relating to the unlawful possession, sale, use, growing, manufacturing, and making of narcotic drugs. The following drug categories are specified: opium or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics—manufactured narcotics that can cause true addiction (Demerol, methadone); and dangerous nonnarcotic drugs (barbiturates, Benzedrine).

Narcotics Equipment Violations – The unlawful manufacture, sale, purchase, possession, or transportation of drug equipment (paraphernalia).

NOTE: The definitions of violent and property offenses came from the FBI's website: <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/offense-definitions>. The definitions for DUI/Narcotics crime are found here: https://ucr.fbi.gov/nibrs/nibrs_dcguide.pdf. In addition, counting rules used can be found here: <https://le.fbi.gov/file-repository/summary-reporting-system-user-manual.pdf/view>.

APPENDIX C. LIST OF RNO MEETINGS ATTENDED

Athmar Park
Berkeley Regis United Neighbors
Capitol Hill United Neighborhoods Inc.
Cherry Creek Estates Association
City Park Friends & Neighbors
Cook Park Neighborhood Association
Cranmer Park-Hilltop Civic Association
Highland United Neighbors
Jefferson Park United Neighbors
Lincoln/Broadway Corridor
Lower Downtown Neighborhood Association
Overland Park Neighborhood Association
Rosedale Harvard Gulch Neighborhood Association
Sloans Lake Citizens Group
South City Park Neighborhood Association
Sunnyside United Neighbors
University Neighborhood Association
Virginia Village Ellis Community Association
West Highlands Neighborhood Association
West Washington Park

APPENDIX D. DENVER RESIDENT SURVEY ON COMMUNITY ENGAGEMENT AND NEIGHBORHOOD SAFETY (LIST OF QUESTIONS)

Dear Denver resident:

This survey will inform the following two studies sponsored by the City of Denver's Mayor's Office of Human Rights and Community Partnerships and requested by the Denver City Council. **The survey for both studies is open from 9/26 to 10/31.**

1. Feasibility of an **Office of Neighborhood Safety**, including how an office would be structured, ways to ensure meaningful community involvement, and other strategies for design, implementation, and evaluation.
2. Recommendations to improve the **City's Community Engagement and information for residents**. This includes processes to support Registered Neighborhood Organizations (RNOs), community outreach by City agencies, response times from constituent services, e.g., 311 and pocketgov (<https://www.denvergov.org/pocketgov/>), information availability from the City's website, and the feasibility of an Office of Community Engagement.

For more information on the studies, please click [here](#) to link to the study website. Your answers will allow us to include many different voices in our reports to the City of Denver and Denver City Council. In addition to this survey, we are interviewing the members of City Council, City staff, nonprofit leaders, RNO leaders and members, and many others. We are also studying other cities in the U.S.

The survey has 5 sections and will take approximately 10-20 minutes depending on the number and length of optional comments you enter.

Your participation is voluntary; you are free to skip questions or stop taking the survey at any time.

Thank you for taking this survey! Your time and input are valuable and much appreciated.

Carrie Makarewicz PhD, Associate Professor & Department Chair, College of Architecture and Planning

Sheila Huss PhD, CTT, Assistant Professor, Director of BA in Criminal Justice Program, School of Public Affairs

Are you currently a Denver resident for all or part of the year?

Yes

No

In which neighborhood do you live? Choose “other” if you do not know or cannot find your neighborhood in the list.

Other

Athmar Park

Auraria

Baker

Barnum

Barnum West

Bear Valley

Belcaro

Berkeley

Capitol Hill

CBD

Central Park

Chaffee Park

Cheesman Park

Cherry Creek

City Park

City Park West

Civic Center

Clayton

Cole

College View – South Platte

Congress Park

Cory – Merrill

Country Club

DIA

East Colfax

Elyria Swansea

Five Points

Fort Logan

Gateway – Green Valley Ranch

Globeville

Goldsmith

Hale

Hampden

Hampden South

Harvey Park

Harvey Park South

Highland

Hilltop

Indian Creek

Jefferson Park

Kennedy
Lincoln Park
Lowry Field
Mar Lee
Marston
Montbello
Montclair
North Capitol Hill
North Park Hill
Northeast Park Hill
Overland
Platt Park
Regis
Rosedale
Ruby Hill
Skyland
Sloan Lake
South Park Hill
Southmoor Park
Speer
Sun Valley
Sunnyside
Union Station
University
University Hills
University Park
Valverde
Villa Park
Virginia Village
Washington Park
Washington Park West
Washington Virginia Vale
Wellshire
West Colfax
West Highland
Westwood
Whittier
Windsor

Type the name of your neighborhood below if you chose "other" on the prior screen. Please enter "N/A" if you do not know the name.

What is your home zip code? Please enter "N/A" if you do not know, or do not have a permanent home.

What are the two streets at the corner closest to your home? (Example: 14th St. and Curtis St.) Select the first street from the list below. (Hint: enter the first letter of the street to jump to that part of the alphabet in the list.) If your street is not listed, or you do not know the name, select “not available” at the top of the dropdown list.

Select the second street from the list below. (Hint: enter the first letter of the street to jump to that part of the alphabet in the list.) If your street is not listed, or you do not know the name, select “not available” at the top of the dropdown.

What is the name of your RNO? If you are unsure, you may skip this question.

In which Council District is your RNO? If you are unsure, you may skip this question.

District 1. Amanda Sandoval

District 2. Kevin Flynn

District 3. Jamie Torres

District 4. Kendra Black

District 5. Amanda Sawyer

District 6. Paul Kashmann

District 7. Jolon Clark

District 8. Chris Herndon

District 9. Candi CdeBaca

District 10. Chris Hinds

District 11. Stacie Gilmore

Unsure/Don't Know

Does your RNO have a Board?

No

I don't know

Yes

Do you hold a leadership position with your RNO, such as officer or committee chair? You may skip this question.

When was your RNO established? If you are unsure, you may skip this question.

About how many people are members of your RNO? If you are unsure, you may skip this question.

What are the top 3 priorities of your RNO and why? Feel free to add additional comments with each priority. If you are unsure, you may skip this question.

How often does your RNO meet?

Never

Annually

Quarterly

Monthly (except in the summer)

Monthly

As needed

Other

I don't know/unsure

In what ways does your RNO engage with the City of Denver, the City Council or individual City Council members? In your answer, please distinguish between the City of Denver's departments or agencies, such as DOTI (Transportation and Infrastructure/Public Works), Parks and Recreation, etc. and the City Council.

Within the past 5 years, has your RNO received one or more grants from the City of Denver?

No

Yes

If your RNO has received a grant from the City of Denver, please answer the following questions.

What were the source(s) and purposes of the grant(s)?

Are RNOs an effective way to address neighborhood concerns or issues? Please explain your answer, if necessary. You may skip this question.

Not at all

Yes, but only for some things

Yes, for most or all things

Other/Comment

Are RNOs a good method for sending information to residents? Please add comments, if necessary. You may skip this question.

Not at all

Somewhat

Always

Other/Comments

How should the City support RNOs, if at all? Please select all that apply and add comments as necessary. You may skip this question.

Assist with communications, e.g., provide a website, email services, annual USPS mailing, pay to print and distribute flyers, etc.

Provide training on government processes, such as zoning, public hearings, plan adoption, etc.

Provide funding to RNOs that meet certain requirements

Promote RNO membership to city residents through the City's communication channels

Other/Comments

Should the ordinance and policies around RNOs be updated? Below is a list of specific items from the current ordinance: please select all that apply and use the comment box as necessary. You may skip this question. If you are unfamiliar with the RNO ordinance, click here to read the full text on the City's website. Chapter 12. ARTICLE III – REGISTERED NEIGHBORHOOD ORGANIZATIONS.

Clarify electronic registration process and required information

Revise types and delivery method of notifications

Clarify use of RNO Position Statement Form for RNO testimony at public hearings

Revise or clarify RNO requirements for city applicants

Clarify or revise annual de-listing and re-listing process

Clarify process to register a complaint against an RNO

Revise language to encourage RNOs to work cooperatively

Revise language on overlapping boundaries

Other changes

Revise requirements for RNOs, such as meetings, members, officers, etc.

Do not make any changes

If the City of Denver creates an Office of Neighborhood Safety, what services related to public safety would your neighborhood need/utilize? You may skip this question.

Please rank the following public safety issues that are most important to your community from top to bottom. (To move topics, click on the name of the public safety area and drag it up or down with your mouse.)

Crime (e.g., robbery, burglary, assault, vandalism, etc.)

Environmental (e.g., poor air or water quality, brownfields, no green space, etc.)

Transportation (e.g., motor vehicle accidents, dangers to pedestrians or bicyclists)

Public health (e.g., diseases, gun violence, mental health, substance misuse/addiction)

Social harms (e.g., homelessness, abandoned structures, racism, sexism)

Emergencies and disasters (e.g., fires, terrorism, natural disasters, cyber-threats)

Other

How would you envision the role of the community in an Office of Neighborhood Safety?

Minimal – we would prefer to receive services/support provided and run by the City.

Moderate – we would like to be involved in the creation and administration of an ONS, but have the City house this office in the City and County Building in downtown Denver.

Heavy – we would prefer to have the City fund this office but have the responsibility for its supports and services located in the community.

What services related to public safety are currently provided in your community? Please provide as much detail as possible (e.g., who is providing the service, how it is provided, where it is provided, etc.) You may skip this question.

Do you know of any supports or services being provided in your community that the City also provides—in other words, is there a duplication of services between the City and community? If so, what do you think is being duplicated? You may skip this question.

No

Yes

I don't know.

What services related to public safety do you think are best-suited to be in the community? For each service you identify, do you think the community currently has the capacity to provide it? You may skip this question.

What resources would your community need to participate in an Office of Neighborhood Safety?

To what extent do you believe your community can collaborate with the City of Denver to effectively create and administer an Office of Neighborhood Safety?

A collaboration definitely will not work.

A collaboration probably will not work.

I am not sure whether a collaboration will work.

A collaboration probably will work.

A collaboration definitely will work.

How well does the City and County of Denver currently communicate important information to residents?

Very well, I get the information I need about important events, services, or changes to my neighborhood.

Moderately well, I generally have the information I need or I know where to find it, but it could be improved.

Mixed, some things are communicated well, while information about other things is not communicated and hard to find.

Poorly, I do not receive any information from the City.

Other/Comment

How do you currently receive information from the City? Check all that apply.

My RNO receives information from the City and they forward or post it to RNO members.

I receive e-mails from my City Council member's office.

I signed up for text alerts for certain services and announcements.

I signed up for e-mail reminders about some services, community plans, etc.

The City has mailed postcards to my home for important changes to services, planning, or other events.

I go to the City's website when I need information.

I call 311 when I need information.

Other

Which services have you used to communicate problems to the City? For each source you have used please rate your satisfaction with the response to your problem.

I call 311

I submit it online through the pocketgov on the City's website

I call my city council member's office

I contact my RNO

I call 911

Other

Satisfaction response options:

Unsatisfied

Somewhat satisfied

Satisfied

Please feel free to provide additional comments on your experience(s) reporting a problem.

Have you participated in a community engagement process for a planning process, such as Neighborhood Planning Initiative (NPI), a Citywide Plan (e.g., Blueprint Denver, Denver Moves Everyone, etc.), or a site redevelopment? If you choose yes, please explain how you have participated (e.g., attended a community meeting, filled out an online survey, etc.).

No/Unsure

Yes

How would you rate the effectiveness of the engagement process(es) you identified in the previous question?

Very good

Good

Neutral

Poor

Very Poor

Other/Comment

What were some of the strengths and weaknesses of the community engagement process you participated in? Please check all that apply. NOTE: they are listed from weaknesses to strengths.

Graphics and text were difficult to read (small print, messy, crowded, confusing)

Speakers/presenters used jargon, were not engaging, or hard to follow

Materials were not appropriate for the audience (e.g., by age, language, cultural, prior knowledge, etc.)

Materials were professional and easy to follow

Speakers/presenters were engaging

Materials were clear and easy to follow

Other

Activities were informative and useful (e.g., reviewing maps, small group discussions, voting)

If the City created an Office of Community Engagement, what types of activities should it perform or facilitate? Please select all that apply.

Assist City Council offices with outreach to residents in their districts, e.g., flyers, signs, meeting support, etc.

Assist Registered Neighborhood Organizations or other neighborhood groups with community activities and outreach

Assist City agencies and departments with outreach to residents for planning processes or other resident engagement activities

Should the City provide more organizational and/or funding support for neighborhood groups or organizations? Why or why not?

No

Yes

I don't know

Do you rent or own your home?

Rent

Own

I currently do not have a permanent home

Other

Prefer not to answer

How many people currently live with you? You may skip this question.

0

1

2

3

4

5

6

7

8

9

10

>10

What is your highest level of education?

Some high school

High school graduate or equivalent

Some college

Bachelor's degree

Graduate/professional degree

Other (please specify)

Prefer not to answer

Associates Degree

Technical Degree, Certification, or License

Which of the following best describes you? Please select all that apply.

Asian or Pacific Islander

Black or African American

Hispanic or Latino

Native American or Alaskan Native

White or Caucasian

Multiracial or Biracial

A race/ethnicity not listed here (please specify)

Prefer not to answer

Please select your age range.

Less than 18

18-22

23-30

31-40

41-50

51-60

61-70

71-80

81 or older

Prefer not to answer

Thank you for participating in this survey. Your responses will be very helpful to our research team, the City and County of Denver, and other people, agencies, and organizations! Please feel free to leave us additional comments. For additional information on these studies, [click here](#) to link to the study website.

APPENDIX E. INTERVIEW PROTOCOL FOR CITY COUNCIL



University of Colorado
Denver | Anschutz Medical Campus

QUESTIONS FOR CITY COUNCIL MEMBERS

What services and supports are you aware of within the City of Denver, city-adjacent agencies, and the community that should be encompassed into a prospective Office of Neighborhood Safety?

What role do you see the community playing in the establishment of an ONS?

With respect to city-adjacent agencies, what would you like me to look at/ask them to ensure that their functions and goals align with City needs?

What, if anything, does City Council offer to community partners (or specific community-led services) with respect to grants?

What community access points exist for them to acquire funding from the City or to partner with the City in their efforts? How might these points be streamlined or improved upon?

Do you see any duplication in outreach and services between the City and communities as they relate to public safety?

Broadly speaking, what does an ideal structure of an ONS look like to you for the City of Denver, and why do you think this structure will work well in Denver specifically? (For example, do you envision the creation of a new office that will include certain functions of existing agencies? A new office that absorbs entire agencies? An office that is located partly in the City and partly in communities? Other thoughts?)

What processes, data management, and technology exist in the City to gather, maintain, analyze, and share data? What impact do these data-related components have on the agency responsible for the data and the entities/stakeholders “downstream” (e.g., who need or would benefit from accessing the data)? How feasible is it to use shared systems, technologies, and processes to facilitate data maintenance and sharing? What barriers would City agencies face in doing this?

APPENDIX F. INTERVIEW PROTOCOL FOR CITY AGENCIES AND DEPARTMENTS



QUESTIONS FOR CITY AGENCIES AND DEPARTMENTS

What services and supports are you aware of within the City of Denver, city-adjacent agencies, and the community that should be encompassed into a prospective Office of Neighborhood Safety?

What role do you see the community playing in the establishment of an ONS?

With respect to city-adjacent agencies, what would you like me to look at/ask them to ensure that their functions and goals align with City needs?

What, if anything, does [YOUR AGENCY/DEPT.] offer to community partners (or specific community-led services) with respect to grants or other services?

What community access points exist for communities to acquire funding from the City or to partner with the City in their efforts? How might these points be streamlined or improved upon?

Do you see any duplication in outreach and services between the City and communities as they relate to public safety?

Broadly speaking, what does an ideal structure of an ONS look like to you for the City of Denver, and why do you think this structure will work well in Denver specifically? What role should your agency have (or not have) and why? In other words, do you envision the creation of a new office that will include certain functions of existing agencies? A new office that absorbs entire agencies? An office that is partly located in the City and partly in communities? Other thoughts?

What processes, data management, and technology exist in the City to gather, maintain, analyze, and share data? What impact do these data-related components have on the agency responsible for the data and the entities/stakeholders “downstream” (e.g., who need or would benefit from accessing the data)? How feasible is it to use shared systems, technologies, and processes to facilitate data maintenance and sharing? What barriers would City agencies face in doing this?

APPENDIX G. DENVER CRIME RATES BY CRIME TYPE, 2010 THROUGH 2021

Year	Type of Crime	Rate Per 100,000 People
2010	Violent crimes	663.5
2011	Violent crimes	705.5
2012	Violent crimes	720.2
2013	Violent crimes	722.7
2014	Violent crimes	676.2
2015	Violent crimes	718.9
2016	Violent crimes	738.5
2017	Violent crimes	761.5
2018	Violent crimes	813.3
2019	Violent crimes	826.4
2020	Violent crimes	920.5
2021	Violent crimes	986.0
2010	Murder/Non-negligent homicide	5.0
2011	Murder/Non-negligent homicide	6.3
2012	Murder/Non-negligent homicide	6.1
2013	Murder/Non-negligent homicide	6.5
2014	Murder/Non-negligent homicide	4.7
2015	Murder/Non-negligent homicide	7.6
2016	Murder/Non-negligent homicide	8.1
2017	Murder/Non-negligent homicide	8.1
2018	Murder/Non-negligent homicide	9.1
2019	Murder/Non-negligent homicide	9.1
2020	Murder/Non-negligent homicide	12.9
2021	Murder/Non-negligent homicide	13.3
2010	Sexual assault	160.0
2011	Sexual assault	164.5
2012	Sexual assault	164.4
2013	Sexual assault	166.0
2014	Sexual assault	137.4
2015	Sexual assault	151.6
2016	Sexual assault	147.9
2017	Sexual assault	179.7
2018	Sexual assault	171.8
2019	Sexual assault	167.8
2020	Sexual assault	143.5
2021	Sexual assault	158.2
2010	Robbery	157.2
2011	Robbery	186.1
2012	Robbery	184.2
2013	Robbery	175.4
2014	Robbery	165.7
2015	Robbery	180.8
2016	Robbery	169.0
2017	Robbery	175.4
2018	Robbery	170.0

2019	Robbery	166.0
2020	Robbery	166.0
2021	Robbery	177.0
2010	Aggravated assault	341.3
2011	Aggravated assault	348.6
2012	Aggravated assault	365.5
2013	Aggravated assault	374.9
2014	Aggravated assault	368.5
2015	Aggravated assault	378.9
2016	Aggravated assault	413.5
2017	Aggravated assault	398.4
2018	Aggravated assault	462.4
2019	Aggravated assault	483.6
2020	Aggravated assault	598.2
2021	Aggravated assault	637.4
2010	Property crimes	3,659.9
2011	Property crimes	3,887.1
2012	Property crimes	3,898.5
2013	Property crimes	3,856.1
2014	Property crimes	3,569.7
2015	Property crimes	3,749.9
2016	Property crimes	3,786.3
2017	Property crimes	3,890.2
2018	Property crimes	3,964.5
2019	Property crimes	3,998.0
2020	Property crimes	5,023.3
2021	Property crimes	6,352.4
2010	Larceny	2,167.6
2011	Larceny	2,295.8
2012	Larceny	2,321.3
2013	Larceny	2,392.0
2014	Larceny	2,201.1
2015	Larceny	2,225.9
2016	Larceny	2,275.3
2017	Larceny	2,308.9
2018	Larceny	2,455.4
2019	Larceny	2,502.7
2020	Larceny	2,828.8
2021	Larceny	3,264.3
2010	Burglary	741.7
2011	Burglary	784.6
2012	Burglary	804.7
2013	Burglary	762.9
2014	Burglary	686.1
2015	Burglary	700.2
2016	Burglary	663.4
2017	Burglary	616.2
2018	Burglary	560.1
2019	Burglary	542.6

2020	Burglary	706.4
2021	Burglary	762.2
2010	Fraud	208.8
2011	Fraud	221.3
2012	Fraud	181.0
2013	Fraud	158.4
2014	Fraud	158.3
2015	Fraud	178.7
2016	Fraud	148.2
2017	Fraud	169.6
2018	Fraud	198.3
2019	Fraud	217.4
2020	Fraud	341.4
2021	Fraud	618.7
2010	Motor vehicle theft	541.8
2011	Motor vehicle theft	585.5
2012	Motor vehicle theft	591.6
2013	Motor vehicle theft	542.7
2014	Motor vehicle theft	524.2
2015	Motor vehicle theft	645.1
2016	Motor vehicle theft	699.4
2017	Motor vehicle theft	795.5
2018	Motor vehicle theft	750.6
2019	Motor vehicle theft	735.3
2020	Motor vehicle theft	1,146.8
2021	Motor vehicle theft	1,707.1
2010	DUIs/Narcotics violations	278.9
2011	DUIs/Narcotics violations	214.4
2012	DUIs/Narcotics violations	264.4
2013	DUIs/Narcotics violations	703.5
2014	DUIs/Narcotics violations	851.4
2015	DUIs/Narcotics violations	901.3
2016	DUIs/Narcotics violations	925.9
2017	DUIs/Narcotics violations	825.8
2018	DUIs/Narcotics violations	848.6
2019	DUIs/Narcotics violations	748.6
2020	DUIs/Narcotics violations	417.5
2021	DUIs/Narcotics violations	396.6
2010	DUI	12.6
2011	DUI	1.1
2012	DUI	0.6
2013	DUI	251.0
2014	DUI	299.6
2015	DUI	308.3
2016	DUI	286.7
2017	DUI	216.0
2018	DUI	202.5
2019	DUI	177.8
2020	DUI	118.3

2021	DUI	102.3
2010	Narcotics violations	259.4
2011	Narcotics violations	205.3
2012	Narcotics violations	253.2
2013	Narcotics violations	345.8
2014	Narcotics violations	407.9
2015	Narcotics violations	455.2
2016	Narcotics violations	468.4
2017	Narcotics violations	457.7
2018	Narcotics violations	527.8
2019	Narcotics violations	495.2
2020	Narcotics violations	259.6
2021	Narcotics violations	250.4
2010	Narcotics equipment violations	6.9
2011	Narcotics equipment violations	7.9
2012	Narcotics equipment violations	10.6
2013	Narcotics equipment violations	106.7
2014	Narcotics equipment violations	143.9
2015	Narcotics equipment violations	137.9
2016	Narcotics equipment violations	170.8
2017	Narcotics equipment violations	152.1
2018	Narcotics equipment violations	118.2
2019	Narcotics equipment violations	75.6
2020	Narcotics equipment violations	39.7
2021	Narcotics equipment violations	43.9

APPENDIX H. LIST OF DENVER’S NEIGHBORHOODS

Athmar Park	Globeville	Southmoor Park
Auraria	Goldsmith	Speer
Baker	Hale	Sun Valley
Barnum	Hampden	Sunnyside
Barnum West	Hampden South	Union Station
Bear Valley	Harvey Park	University
Belcaro	Harvey Park South	University Hills
Berkeley	Highland	University Park
Capitol Hill	Hilltop	Valverde
CBD	Indian Creek	Villa Park
Central Park	Jefferson Park	Virginia Village
Chaffee Park	Kennedy	Washington Park
Cheesman Park	Lincoln Park	Washington Park West
Cherry Creek	Lowry Field	Washington Virginia Vale
City Park	Mar Lee	Wellshire
City Park West	Marston	West Colfax
Civic Center	Montbello	West Highland
Clayton	Montclair	Westwood
Cole	North Capitol Hill	Whittier
College View – South Platte	North Park Hill	Windsor
Congress Park	Northeast Park Hill	“Other”
Cory-Merrill	Overland	
Country Club	Platt Park	
DIA	Regis	
East Colfax	Rosedale	
Elyria Swansea	Ruby Hill	
Five Points	Skyland	
Fort Logan	Sloan Lake	
Gateway – Green Valley Ranch	South Park Hill	

APPENDIX I. CITY AGENCY-ADJACENT ENTITIES THAT CSWJ SHOULD CONSULT

Business Improvement Districts (e.g., 14th Street General Improvement District)
Local Maintenance Districts within the Mayor's Office
African American Commission
American Indian Commission
Asian American Pacific Islander Commission
Commission for People with Disabilities
Commission of Aging
Immigrant & Refugee Commission
Latino Commission
LGBTQ Commission
Non-Profit Engagement Commission
Women's Commission
Caring for Denver
Citizen Oversight Board
Health & Hospital Authority
Human Services Board
Mayor's Youth Commission
Mayor's Pedestrian Advisory Committee
Sustainable Food Policy Council
Denver Urban Renewal Authority
Crime Prevention & Control Commission

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